

A CASE STUDY OF ACADEMIC STAFF PARTICIPATION IN DECISION MAKING IN A COLLEGE OF EDUCATION IN THE NORTHERN PROVINCE

BY



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WESTERN CAPE

HAZEL MHLANGA

**A mini-thesis submitted in partial fulfilment of the requirements for the degree of M.ED.
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KEY CONCEPTS

Educational Transformation, Participation, Management, Governance, Participatory Governance, Authoritarian Governance, Decision Making, College Sector - Teacher Education, Academic Staff, Northern Province.



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ABSTRACT

The advent of a democratic government in South Africa in 1994 inevitably resulted in initiatives for transformation in various sectors of society, including education. Educational institutions have been under constant pressure to transform from authoritarian governance to participatory governance which provides for stakeholder participation in decision making. Research about governance at college level was found to be of importance in the context of the national call made by the government for educational transformation.

A review of the literature focused on two models of governance, namely, participatory governance and authoritarian governance. The literature review provided a conceptual framework in which to locate an understanding of the dynamics of governance at institutional level.

A case study of Shingwedzi College of Education was conducted to determine the extent to which participatory governance has been implemented. A qualitative method was followed whereby semi-structured interviews were conducted with key informants of various governing structures at the college. The data collected provided some insights into the views of informants about participation of academic staff in decision making. Their views illuminated the extent to which participatory governance has been implemented at the college. The present model of governance at the institution was discussed and recommendations were made.

The research, although limited in scope, did raise important issues about participation of the academic staff in decision making at the college. It could be assumed that other similar institutions could build on these issues as they undergo the process of transformation.

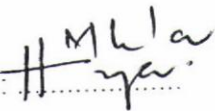


DECLARATION

I declare that **A Case Study of Academic Staff Participation in Decision Making in a College of Education in the Northern Province** is my own work, that it has not been submitted before for any degree or examination in any other university, and that all the sources I have used or quoted have been indicated and acknowledged by complete references.

HAZEL MHLANGA

November 1999

SIGNED: 



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CONTENTS

Key Concepts.....	(i)
Abstract.....	(ii)
Declaration.....	(iii)
Acknowledgements.....	(iv)
List of Tables and Diagrams.....	(v)
CHAPTER 1 Changes in Governance Policy in Teacher Education.....	1
1.1 General Orientation of the Problem.....	1
1.2 Context of the Problem.....	4
1.3 Purpose of the Study.....	8
1.4 Structure of the Study.....	9
CHAPTER 2 Critical Review of the Literature on Educational Governance at Institutional Level.....	11
2.1 Introduction.....	11
2.2 The Policy Framework for the New Model of Governance : Participatory Governance.....	12
2.3 The Old Model of Governance in Educational Institutions : Authoritarian Management.....	15
2.4 Participation.....	17
2.4.1 Forms of Participation.....	19
2.5 Domains of Decision Making.....	24
2.6 Conditions of Decision Making.....	25
2.7 Participation of Academic Staff in Managerial Decisions.....	26
2.8 Conclusion.....	26
CHAPTER 3 Research Methodology for Investigating Governance at Institutional Level.....	28
3.1 Research Methodology.....	28
3.1.1 Data Collection Methods.....	29
3.2 Some Problems Related to Data Collection.....	34
CHAPTER 4 The Extent to which Participatory Management has been Implemented at Shingwedzi College.....	37
4.1 Introduction.....	37
4.2 Location of the College.....	37
4.3 Historical Origins of the College.....	38
4.4 Structures of Governance.....	39
4.5 Exploring Participation at the College.....	43
4.6 Perceptions on Participation at the College.....	45
4.7 Structures of Decision Making at the College.....	49
4.8 Admissions.....	51
4.9 Discipline.....	52



UNIVERSITY of
WESTERN CAPE

4.10 Staff Appointments.....	55
4.11 Budget.....	56
4.12 Conditions of Decision Making at the College.....	60
4.12.1 The Level of Staff Participation in Decision Making.....	60
4.12.2 College Staff Meetings.....	61
4.12.3 The Issue of Gender, Age and Qualifications in Decision Making.....	62
4.13 How the Academic Staff View their Involvement in Decision Making.....	64
CHAPTER 5 Summary, Conclusion and Recommendations of the study.....	66
5.1 Summary.....	66
5.2 Conclusion.....	70
5.3 Generalisability and Limitations of the Study.....	71
5.4 Recommendations for the College.....	73
REFERENCES.....	76
APPENDIX A. Permission Letter.....	79
APPENDIX B. Questions for Interviews.....	80
APPENDIX C. Transcripts of Interviews.....	81
APPENDIX D. List of Committees at the College.....	94
APPENDIX E. Score-sheet.....	95
APPENDIX F. Shingwedzi College Map.....	96



**UNIVERSITY of the
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LIST OF TABLES AND DIAGRAMS

Table 1. Views of Academic Staff and Management on Participation in Decision Making.....	48
Table 2. A Summary of Participation in Decision Making around Admissions, Staff Appointments, Discipline and Budget Issues in Practice.....	59
Diagram 1. Hierarchical Structures of Governance.....	41




CHAPTER ONE : CHANGES IN GOVERNANCE POLICY IN TEACHER

EDUCATION COLLEGES

1.1 General orientation and statement of the problem

Before the political changes in South Africa that culminated in the 1994 democratic elections, the system of education in the country was characterized by strict central control. Educational policies were formulated by the central government - a National Party central government. According to Hartshorne (1989:6), such formulation of educational policies by the central government was aimed at ensuring that the social, economical and political ideologies of the central government were reflected through the state education system. Enslin (1990:48) argues that the nature of education in most educational levels was underpinned by Fundamental Pedagogics (FP) to which the National Party government subscribed. According to Enslin, Fundamental Pedagogics is claimed by its exponents to be :



the science of education which generates universally valid principles... it embodies an authoritarian conception of education in which the learner must be moulded and inculcated into an attitude of obedience and submission towards the figures and instructions of authority.

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It would seem that Fundamental Pedagogics provided for justification of an authoritarian conception of education as it did not permit active involvement and critical thinking by those under authority. In Enslin's terms, Fundamental Pedagogics was the dominant theoretical discourse in South African education. It provided little illumination of the social and educational order or possible alternatives to that order or how teachers might contribute to transformation.

For Fundamental Pedagogics to succeed in schools, teachers were seen by the exponents of this theory as indispensable. The exponents of Fundamental Pedagogics believed that teachers were in the best position to transmit this theory to the learners, thereby recreating society or maintaining the status quo. Starting from the premise that education consisted of a mature person giving guidance to an immature person, Cilliers - one of the exponents of FP - as quoted by Beard and Morrow (1981:126) said:

...the immature child is compelled to turn in good faith for guidance to a person giving guidance to an immature person.

Viljoen and Pienaar also saw education as a matter of socialisation involving the transmission by an educator of values and norms appropriate to the group to which the learner belonged (Beard and Morrow: 1981). Authority was seen to be vested firmly in the teacher, who was responsible (by compulsive means if necessary) for showing the child the correct course and for overcoming opposition to authority. The task of the teacher was seen to be the development in the learner of responsibility, deriving from the possession of skills, knowledge and norms appropriate to the conservation of society (Beard and Morrow: 1981).



In view of this critical role the teacher had to play, Fundamental Pedagogics exponents ensured that this theory played itself out in colleges of teacher education (wherein the teacher received his/her pre-service training). According to the National Education Policy Investigation (NEPI) report (1993:237) on teacher education, colleges of education under the Department of Education and Training (DET) permitted little academic autonomy and non-hierarchical shared control in their colleges. Based on Enslin's argument and also the NEPI report on teacher

education, it can be argued that governance at DET colleges was top down. In other words decision-making was highly centralised with no active staff participation. This style of governance is known as authoritarian. This style of governance was so firmly entrenched in DET colleges that even the teachers who emerged from these colleges had their theoretical grounding in it as well as in Fundamental Pedagogics in general.

However, South Africa has witnessed an unparalleled social change. Collective behaviour (such as the Soweto unrest in 1976), improved educational facilities for Blacks, more widespread participation by all groups in the economy, the removal by local and central government of apartheid, rapid urbanisation, industrialisation and technological advances testify to changing social norms. In areas of management, South Africa is shifting away from the authoritarian style of management. Power has shifted from the centre to various levels of governance. Individuals now participate in decision-making especially in areas that affect them directly. Such a shift of power from the centre is known as decentralisation. Decentralisation aims at empowering employees. By decentralising power and authority, a more democratic organisation is created where even the people at the lower level of governance participate in decision-making. Participation is generally considered the most effective technique for overcoming resistance to change (Smit: 1997).



Whilst the previous government which was in place before the 1994 democratic elections was famous for its authority over individuals, the new democratic government that was instituted in 1994 provides for participatory governance. About the participatory style of governance the South African Education White Paper (1995:122) states that :

The principle of democratic governance should increasingly be reflected in every

level of the system... this requires a commitment by education authorities at all levels to share relevant information with stakeholder groups and to treat them as genuinely partners.

The teacher therefore cannot deny responsibility for preparing his or her charges to meet change. As repository of knowledge, the teacher may be on shaky ground because of the information explosion if he does not facilitate change (Beard and Morrow: 1981). Such a process of transformation should start from the college of teacher education (wherein the teacher receives pre-service training). Colleges of education should move away from the authoritative style of management to participatory management.

Such a shift from authoritarian style of management to participatory management in colleges of education does not come without challenges. These challenges among others are: creating a transparent administration for an institution; decentralisation of power thereby ensuring that all stakeholders participate in decision-making; the transformation of the curriculum to make it more relevant to the needs of schools and learners and of the national economy, more reflective of the cultures, ethos, history and values of the nation and capable of repairing the damage done by the colonial and apartheid systems of education in the fields of culture, language, science, business and the arts in particular (Linden, interview, 04 August 1999). These challenges make a study of how colleges of education cope with the process of transformation necessary.



The study therefore seeks to investigate the transformation of education from the authoritarian style linked to fundamental education to a democratic system of governance.

1.2 Context of the problem

As already indicated, one area where the dynamics of transformation are being played out in a

critical way – because they produce future educators – is the college of education sector. The dynamics include processes such as rationalisation, amalgamation and curriculum development.

With regard to the process of rationalisation, in the Northern Province alone, there were twenty-one colleges of teacher education before 1994. In 1999 only five colleges remain (Nieuwenhuis & Mamabolo 1995). The proliferation of colleges of teacher education in the South African Black homelands in particular was a consequence of the apartheid regime's determination to deprive the majority of Blacks of the kind of tertiary education required to access economic, social and political power. The rationalisation of colleges is therefore a positive step in the transformation process. However, it must be accompanied by the parallel opening up of career and academic opportunities for the previously disadvantaged and the facilities and resources of the rationalised colleges, including retrained staff, should be used to do so. This has been the theory but it has rarely been successfully implemented, largely because of lack of funds and lack of decisive, proactive management (Linden, interview, 04 August 1999).



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Amalgamation of colleges to form a multi-campus institution seems the only way of preserving teacher education for and in rural communities while making it cost-effective. Incorporation of colleges by universities and technikons is a very costly process for those institutions and is really available for colleges which can offer valuable land or facilities or actual funding to the university or technikon – as Johannesburg college of education, for example, can bring a large amount of land worth many millions to Wits. Few, if any, historically black colleges can offer any financial incentive to encourage incorporation. Rural colleges, if they are to survive in any form, must find ways to amalgamate. This option is theoretically possible under the Higher Education Act but has received no practical support from either National or most Provincial

Education Departments (Linden, interview, 04 August 1999).

With regard to curriculum, some initiatives have taken place but the lack of resources, loss of staff and the present lack of an overall sense of direction for the college sector mean that most attempts at transformation remain at a theoretical level with little practical impact (Linden, interview, 04 August 1999).

These dynamics take place in **institutions** which were largely authoritarian in the past. The roots of these institutions were firmly entrenched in a Government-driven Fundamental Pedagogics approach and authoritarian style of management. Writing at the time when the authoritarian style of management was advocated and when Fundamental Pedagogics was pursued, Beard and Morrow (1981: 15) say:



Colleges of education which train teachers...tend to follow the syllabuses of the universities, even though the level at which the material is handled is not the same. There too, Pedagogics plays a role, and the teachers who emerge from these colleges have their grounding in Pedagogics. This must have some effect on the practices in the schools. The parallels between certain aspects of Pedagogics and certain aspects of the political philosophy of the Government are almost too good to be true.

The parallels Beard and Morrow are referring to are the need for the exercise of authority, for structures, for control and for guidance. These aspects were present in both Fundamental Pedagogics and the political structure (Beard and Morrow: 1981).

The process of transformation, according to the Government has to take place in colleges of education. This point is underscored by Governance of Colleges of Education (1996: 2) as follows:

Recognising that teacher education is a central pillar of national reconstruction and development and critical to a flourishing democracy, our response emerges directly out of a dedication to the improvement of the professional practice of teachers and thereby the quality of education and training.

The researcher wonders how these institutions grapple with the challenges. The question to be asked here is:

How do these largely ‘Fundamental Pedagogics’ colleges with their existing system of governance deal with government policy? How are these colleges able to make a shift from an authoritarian form of governance to a participatory form of governance?



These questions are central to this study. Being pillars of national reconstruction, colleges of teacher education should be on the forefront of transformation in a changing society such as South Africa. It is therefore necessary to keep a watchful eye on the process of transformation in these institutions. Addressing these questions will illuminate the extent to which transformation has taken place in these colleges. Such illumination will guide the nation on whether to speed up transformation or whether the rate of change is taking place at an acceptable pace. This is what prompted the researcher to conduct this investigation. Through this investigation, the researcher hopes to expose the level at which transformation is taking place in these institutions. But transformation at a college of education can be in relation to many issues such as curriculum, management, etc. The researcher has therefore identified management as an area of

transformation on which this investigation will focus. This is so as management gives direction to the whole institution and shows the ideology that an institution pursues. It is of course mainly in the area of management that the National Party government ensured that the social, economical and political ideologies were reflected through the state education system.

1.3 Purpose of the study

The central purpose of the study is to determine the extent to which participatory governance has been implemented at colleges of teacher education. In determining the extent to which participatory governance has been implemented, an attempt is made by the researcher to address the following questions :

- (i) What is the form of participation at colleges of education?
- (ii) In what kind of decisions do the academic staff participate?
- (iii) What is the condition of decision making experienced by the academic staff at the college?



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As South Africa moves towards participatory governance, studies of this nature are necessary as it is hoped that the present study will contribute to the academic and pedagogical debate on college governance. The researcher also believes that colleges of education have a vital role to play in the prevailing educational changes especially as they are staffed with professionals with expertise to effect change and to implement participatory governance.

But issues of management are broad and complex. An investigation into all colleges of education would therefore be very difficult (and is beyond the scope of this study). The study cannot focus on all colleges of teacher education. A case study was therefore undertaken.

Shingwedzi College of Education was the case study in this mini-thesis. Although generalisations cannot be drawn from a single case study such as this (Cohen and Manion: 1994), it is the researcher's intention that it will illuminate a number of aspects on college governance.

Shingwedzi College of Education was established in 1991 under the control of the Department of Education and Training (DET). As outlined above, DET colleges were characterised by a top down form of governance. The implication of authoritarian governance in these colleges is that management had the dominant influence in making most of the decisions that staff had to implement. Because of the educational changes in the country, the DET has now been disbanded and has been replaced by the new Provincial Departments of Education to which colleges of education are now attached (Committee on Teacher Education Policy 1995).

1.4 Structure of the study

This mini-thesis is structured into six chapters. This chapter introduced the study, its background and purpose. In Chapter Two a critical review of the literature on educational governance at institutional level is provided in order to illuminate the central purpose of the study and guide the investigation. Chapter Three presents the methodology of investigation employed in the case study of Shingwedzi College of Education. The methodology used is grounded within the framework of qualitative research with the main data gathering techniques being interviews, observations and document analysis. Chapter Four first outlines the origin, location and structures of governance at Shingwedzi College of Education in order to assess whether there are some external environmental factors that might be influencing the transformation process of the institution. The focus of this chapter is to explore the information



gathered during a case study. It attempts to assess the extent to which the institution has shifted from authoritarian forms of governance to participatory forms of governance. In Chapter Five the extent to which participatory management has been implemented at the college is discussed, and some general conclusions for transforming college governance are drawn.



CHAPTER TWO : A CRITICAL REVIEW OF THE LITERATURE ON EDUCATIONAL GOVERNANCE AT INSTITUTIONAL LEVEL

2.1 Introduction

In Chapter One, the central aim of this mini-thesis was stated as being to determine the extent to which participatory governance has been implemented at colleges of teacher education

The questions to be asked here are:

- (i) Is participatory governance the policy advocated for colleges in South Africa?
- (ii) What is participatory governance?

Addressing the two questions will help to illuminate the central purpose and conceptual framework of the study and the investigation. This chapter therefore sets out to review the literature dealing with educational governance at institutional level.



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Certain concepts which are crucial to educational governance need to be unpacked and distinguished. These conceptual distinctions are examined to provide conceptual tools for this case-study. **Governance**, in general, refers to the process of deciding and of seeing to it that decisions made are executed (Corson 1975:20). Governance is one of the activities of **management**.

A brief reflection on the concept of **management** may be useful in order to have a clearer understanding of governance at institutional level. Management is defined by Trewetha (1982) as a process of planning, organising, actuating and controlling an organisation's operations in

order to achieve a co-ordination of the human material resources essential in the effective and efficient attainment of objectives. The definition of management highlights an approach to understanding management as an activity and the functions it involves. Management as an activity is carried out by a group of people who are responsible for the day to day running of the institution. One of the activities that are carried out by this group of people is decision-making. Decision-making can be in various forms, such as participatory, authoritarian etc. As an activity of management, governance can therefore, be participatory, authoritarian or in any other form of decision-making.

2.2 The policy framework for the new model of governance : participatory governance.

The advent of a democratic government in South Africa in 1994 inevitably resulted in initiatives for transformation in various aspects of society. In education, the National Commission on Higher Education (NCHE) among others, was commissioned by the president to investigate and provide the government with policies to restructure fundamentally the higher education sector. In its report the commission identified certain fundamental principles that should guide the process of transformation. Among others, is the principle of **democratisation** which entails transforming authoritarian and elitist structures and instituting procedures which provide for participation in decision making processes, either directly or through elected representatives (NCHE 1996).

The principle of democratisation is also mentioned in the South African Education White Paper 1 (1995) where the Ministry of Education announced that the decision making authority of schools in the public sector would be shared among parents, teachers, the community and the learner in ways that would support the values of democracy. Similarly, in the Education White

Paper 2 (1996:12), it is stated that " the new system of education which is being developed will be professionally planned and carried out, democratically governed and effectively managed."

The NCHE (1996) spells out that there should be **co-operative governance** for the higher education sector. Co-operative governance mechanisms encourage an active role for associations and different agencies. They also promote interaction and co-ordination through a range of partnerships. Co-operative governance provides for participation of all stakeholders including the government in the higher education system. This form of governance is based on the presupposition that no single actor or agency can claim sole responsibility or authority for determining the policies and priorities of the higher education system.

Co-operative governance as proposed by the Commission is at three different levels. These are :

National level, Regional level and Institutional level. With regard to the National level the Commission proposes that stakeholders as well as people with professional expertise should participate in policy formulation and implementation because the exclusion of stakeholders such as staff and students from national governance contributes to the instability of the system. At this level, the Commission proposes the formation of two statutory bodies. These are the Higher Education forum (HEF) and the Higher Education Council (HEC). The HEF would be a statutory stakeholder body with powers to advise the Minister on policy issues. The HEC expert body would provide allocative and planning functions within the framework of policies and principles agreed upon by the Minister and the HEF. According to the Commission, at the Regional level there should be the formation of non statutory regional structures with a mix of internal and external stakeholders. Such structures could be consulted on the planning needs of the region, sharing of resources and the development of institutional capacity.

At institutional level the Commission proposes that councils, senates and academic boards should be restructured. Institutional change should occur within the framework proposed by the Commission which allows great scope for institutional specificity and negotiation. Governance is seen as negotiation among interest groups through which institutional decisions are made. The Commission further proposes the establishment of **institutional forums** in higher education institutions which would advise the council, senate and the students representative council.

Regarding colleges of teacher education, the Committee on Teacher Education Policy (COTEP) appointed a Working Committee to make recommendations on governance structures in order to provide an adequate supply of teachers of appropriate quality. At present, there is no national policy on teacher education (Commission on Teacher Education Policy: 1995). However, in terms of the new Constitution, national norms and standards for teacher education will be determined by the Minister of Education. The administration of colleges of education will fall within the jurisdiction of the Provinces. Governance structures will have to take into account:

- the need to advise the Minister on norms and standards; and
- the need to devise mechanisms to ensure that the services provided comply with those norms and standards (COTEP: 1995).

According to COTEP (1995), teacher education should be part of higher education. This would mean that the policy on higher education would apply to colleges of teacher education as well. The COTEP (1995) also states that governance structures for teacher education must be democratic. This means that all stakeholders in teacher education should be given statutory

powers to participate in policy development. All stakeholders in teacher education should be given statutory powers to participate in policy development. This then is the emergent policy framework for governance in the college sector.

But how does participatory governance differ from the authoritarian form of governance which has been the policy in most colleges of education? Here below is a discussion of the authoritarian approach.

2.3 The old model of governance in educational institutions : authoritarian management.

This section focuses on authoritarian management as the old model of governance. Up till 1994 the South African system of education had been characterized by strict central control. Hartshorne (1989) notes that the strict central control aimed at ensuring that the social, political and economic ideologies to which the state was committed are reflected throughout the education system. The NCHE report (1996) states that co-ordination of the higher education system in the old South Africa was the responsibility of the department of National Education which was to monitor and set financial and academic norms and standards. Control by legislation was backed up by central government administrative executive powers with respect to composition of management, administrative and academic structures. A further characteristic of governance frameworks was the absence of fully representative structures at a national and institutional level.

The NCHE report goes further to outline that democracy and participation had been severely limited within individual higher education institutions. Representation of staff has in many cases

been weak except in narrowly defined academic matters, principally through the senate or academic board structures. This was the case in colleges of teacher education as well.

In the policy framework for education and training published by the ANC (1994), it was stated that governance and administration of most colleges of education was still undemocratic and authoritarian. Such an authoritarian form of management is based on a bureaucratic model which assumes that authority resides at the apex of the pyramid and the lines of authority run directly from top to the bottom of the organisation (Kimbrough & Nunnery 1976). Kimbrough and Nunnery further state that individuals at the top levels of the organisations have within their hands power of decision making. According to Conley (1991:253), authority deals with the final decision making power.

The authoritarian approach to decision making is not devoid of all merit. Van Der Westhuizen (1991) argues that although the authoritarian approach may result in impersonal relationships in an institution, it has a great value of defining each person's task and position clearly. According to Weber (1989:16),



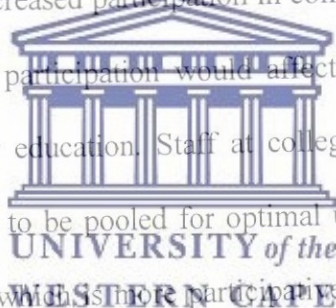
the purely bureaucratic type of administrative organisation is from a technical point of view capable of attaining the highest degree of efficiency and is in this sense formally the most rational means of carrying out imperative control over human beings.

In Weber's terms, the role of those in authority is evident and clearly defined, as they are able to execute their tasks with the authority vested in them. If we look at the institutional level, those

in authority are able to define and prescribe the policies of the institution aimed at ensuring as far as practicable the efficient running of the institution.

The outstanding features of authoritarian management are that roles and tasks of individuals are defined. Authority and responsibility is vested in certain individuals for specific tasks. On the other hand, with participatory management, tasks and positions are not clearly defined, decisions are shared by various stakeholders.

The authoritarian approach had its limitations at colleges of teacher education and at other sectors of higher education. It tended to perpetuate discrepancies in the participation of staff in management. As a result, the constructive thoughts that would have been advanced by staff were not heard. There is a need for increased participation in colleges of education and in other areas of higher education. Increased participation would affect the process and outcome of transformation at colleges of teacher education. Staff at colleges of education and at other sectors of higher education will have to be pooled for optimal use. If that happens, the result would be a higher education system which is more participative, democratic, accountable and transparent. Participation in decision-making should therefore be the responsibility of all stakeholders. However, we need to understand what is meant by 'participation in decision-making'. An understanding of the concept of participation as well as the domains of decision-making is of paramount importance to the research in this study. The next section takes a close look at these concepts.



2.4 Participation

Researchers and policy makers define participation in various ways. As a result little agreement

exists concerning its meaning. According to Hoy & Sousa as cited in Conley (1991:226), "everyone who employs the term thinks of something different."

Satwell as cited in Pateman (1970), views participation as the process by which employees other than managers contribute positively towards the reaching of managerial decisions which affect their work. In this study, participation needs to be defined in an educational context, where it is seen to refer specifically to the involvement of staff (in the case of a college, lecturers) in managerial decisions.

Participatory decision making will be used interchangeably with **shared decision making** as it is a key form of stakeholder participation. The call for **stakeholder participation** in education management is not unique to the South African situation. The call for participation in education is an international one. In America, for example, the current educational reform movement has strongly advocated increased teacher participation in decision-making (Rice & Schneider 1994). A basic assumption for this focus has been that lasting school improvement will occur when teachers are involved in decision making.



The evidence drawn from some African countries indicates that the exclusion of stakeholders such as staff and students from national higher education governance contributes to the instability of the system (NCHE 1996). Stakeholders need to be afforded an opportunity to participate in decision making because participation in decision making improves the quality of decisions made. Furthermore, those who participate become committed to decisions that emerge and they are likely to see that the decisions are implemented (Weiss et.al. 1992). Participation is also found to lead to job satisfaction and a greater sense of professionalism (see for example,

Pateman 1970, Rice & Schneider 1994 and Owen 1970). It is argued that on the contrary, frustration and alienation may be generated if stakeholders are not involved in decision making (Hoy & Miskel 1987).

Although the literature reviewed suggests that participation in decision making is good and highly desirable, Sayed (1996), one of the South African writers on educational governance, cautions that stakeholder participation may potentially sow the seed for permanent antagonism in the system and hinder the possibility of consensus. The negative dimension of participatory governance is also put forward by Weiss et.al (1992) who argue that shared decision making calls on subordinates to undertake a variety of tasks that they have not previously been responsible for. In other words the academic staff, including those without experience in managing the institution, participate in managerial decisions. Time is cited by Weiss as another constraint because shared decisions require more time than individual decisions.



As is the case in America, the South African democratic government has called for stakeholder participation in decision making in all educational institutions (NCHE 1996). The negative dimension of participatory governance dictates that even if colleges are to adopt the participatory model, the form of participatory model must be one that minimizes the effects of potentially negative dimensions. In order to identify the form of participatory model that would minimize such negative impact of the participatory model, a study of the forms of participation is necessary.

2.4.1 Forms of participation

pation, Sayed (1996:8) identifies three forms of

In a review of the literature on partici

participation, namely, **community participation, regulated participation** and **stakeholder participation**. The distinction by Sayed is only relevant to the national level and not at the institutional level. This section is simply included here with an aim of showing that participation is a concept of debate at all levels of educational governance. Community participation entails the representation of community in educational governance. This form of participation suggests that there is no single agency that can claim sole responsibility for educational governance, but different sectors like the community can participate in the governance of educational institutions.

Regulated participation refers to the process by which broad based participation by communities and stakeholder is affirmed, but place limits or regulates the nature of participation. The agency of regulation is the state. The assumption of regulated participation is that no single agency should be able to unilaterally transact educational decision-making and that consensus between agencies is possible by creating forums of negotiation.



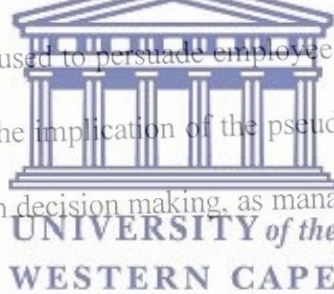
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According to Sayed, in educational governance structures legitimate stakeholders should be granted the right to participate. Participation of stakeholders includes parents teachers, students and the community. Stakeholder participation may enhance fragmentation in the education system and therefore contradict the need to secure national unity.

Not only are Sayed's forms of participation not relevant at institutional level, they are also about who should participate in decision-making rather than how participation in decision-making should take place. This study focusses on how participation takes place at institutional level. A search for more appropriate concepts is thus required.

Morrow (1989) distinguishes two forms of participation, these are: **participation as negotiation** and **primitive participation**. Participation as negotiation refers to the right of people to participate in decisions which affect their lives. This is the form of participation which the staff would engage in when they are involved in discussions and deliberations as part of the decision making process. Primitive participation deals with ordinary day to day involvement in human society. According to Morrow, in becoming educated one is learning how to participate in a certain range of rule governed activities. In other words initial participation is done in an embryonic manner while autonomy and competence is developing.

Pateman (1970) makes a careful and extremely useful distinction between forms of participation at institutional level. These are: **pseudo participation, partial participation** and **full participation**. Pseudo participation is used to persuade employees to accept decisions that have already been made by management. The implication of the pseudo form of participation is that not all stakeholders will be involved in decision making, as management appears to be the only decision making body.



The next form of participation identified by Pateman is partial participation. Partial participation refers to a situation where two or more parties influence each other in the making of decisions but the final power to decide rests with one party. The implications here are that the staff participate in decision making in a restricted sense, as the final power still rests with management. The staff can still derive satisfaction from the influence that they would have on the management without necessarily having to give a final say on decisions.

The last form of participation distinguished by Pateman is known as full participation. Full participation according to Pateman refers to a situation where a group of individuals have equal power to make decisions. This form of participation differs from pseudo and partial forms of participation because it is characterised by a high level of equality between group members regarding who determines the outcome of decisions. The implications of full participation are high participation of staff in all decisions. The staff can participate in decision making without being persuaded to accept decisions that they were not part of.

Full participation is synonymous with the **collegial model of governance** proposed by Bush (1995) which assumes that decision making should be based on democratic principles where all members have an equal voice or equal authority to participate in decisions which are binding to each of them. According to Bush, the collegiality approach to decision making is appropriate for colleges of education because they are predominantly staffed with professionals who possess an authority of expertise which is based on their theoretical knowledge and skills.



The notion of full participation as outlined by Pateman is viewed by Gould (1988) as highly problematic in larger and complex organisations but practical in small associations where participation in decision making by all members is feasible. The application of full participation

in larger organisations can become possible through some form of representation. Representation as suggested can also be problematic because it would seem that the agency of those represented is incompatible with the authority of those represented. This is evident when Gould argues that "if authority rests only with the agency of the members of association, can representatives have a right to make decisions for them?" (1988:223). Gould hastens to conclude that representatives have no original power or right to make decisions but require

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permission of some kind from those represented in order to act in the capacity of exercising authority over those whom they represent.

In relation to Pateman's three forms of participation, namely: pseudo participation, partial participation and full participation, participation as negotiation by Morrow is related to partial and full participation because in all of these forms, people participate in decisions that affect their lives. Primitive participation as stated by Morrow is not related to any of the forms of participation described by Pateman as it seems to have an educative function of preparing people how to participate.

Participation and decision making go hand in hand, for example, those who participate become involved in something (Pateman 1970). In this case, it is participation in **decision making**. Decision making is a complex phenomenon because decision makers have to cope with a number of bewildering alternatives to arrive at a decision (Everard & Morris 1990). Decision-making is involved in all management tasks. At institutional level decisions are always taken on, for example, finance and other issues. Conley (1991) asserts that most decisions in educational institutions are contested. Individuals and groups negotiate the decisions in which various parties become involved. Conley (1991) distinguishes two types of power, namely: authority and influence. Authority concerns final decision making power. Influence involves the capacity to shape decisions through informal means which include personal characteristics such as charisma, expertise and resources. The importance of this distinction of power lies in the ability to suggest that the staff can still derive satisfaction from participation without necessarily having to give a final say on decisions.

The question remains – should staff participate in decision-making on all issues at all times? The concept of domains of decision-making is discussed below so as to identify the decision-making area that is possible and desirable for academic staff to participate in.

2.5 Domains of decision-making

Rice & Schneider (1994) classify decisions into two domains, namely: **technical** and **managerial domains**. The technical domain decisions are concerned with the technical task or instruction of the staff in an educational institution. This includes amongst other things, specifying objectives for each unit of instruction, selection of study material and determining procedures for assessing student achievement. In other words this domain deals with all decisions on issues within the scope of the staff, and beyond this scope is the managerial domain.



The managerial domain refers to purely administrative decisions. This is well defined by Mohrman et.al (1978) who view the managerial domain decisions as decisions related to bureaucracy. Rice & Schneider (1994) examined teacher participation in decision making in relation to technical and managerial domains. The finding of the research reflected that teachers reported higher levels of deprivation in managerial than in the technical decisions issues. In other words, teacher involvement in decisions was limited to the technical domain and they were not involved in the making of managerial decisions.

The managerial domain is an area of interest to the researcher as it is in this area where the shift from authoritarian style of governance to the participatory style most clearly takes place. Staff

have always taken decisions on the technical domain. Do they now participate more fully in making decisions in the managerial domain?

Decisions are made under various conditions. For instance, there are conditions in which staff members are involved only to give legitimacy to a decision that a few members of top management have already taken. As the purpose of this research is to determine the extent to which staff participate in decision-making, it would be useful to discuss such conditions of decision-making.

2.6 Conditions of decision making

Alutto & Belasco (1973) distinguish between three conditions of decision making, namely:

decisional deprivation, decisional equilibrium and decision saturation. Decisional deprivation implies involvement in fewer decisions than desired. This is compatible with pseudo participation (discussed in section 2.3.1) because the staff cannot participate in all decisions in the managerial domain but they are persuaded to accept some decisions that have already been made by management.



The next condition of decision making is decision equilibrium. It refers to involvement in as many decisions as desired. When decision making is in an equilibrium state the staff participate in all decisions to their satisfaction. Decision saturation implies involvement in more decisions than desired. Decision saturation suggests full participation, and the staff can become involved in all decisions. On the negative dimension, involvement in more decisions than desired may tend to lead to the ineffectiveness of the staff in decision making.

Thus far, a conceptual distinction has been drawn to identify the domains and conditions of decision-making. In the section that follows the decision-making areas that are desirable for academic staff to participate in are outlined.

2.7 Participation of academic staff in managerial decisions

The aim of this study as outlined in the introductory chapter has been to determine the extent to which participatory management has been implemented at the college. In establishing the extent to which participatory management has been implemented the study takes a close look at participation of academic staff in decision making in the following specific issues, namely : **(i) admission policies, (ii) discipline policies,(iii) staff appointments and (iv) budget.** Focus is on these issues as they are the key areas or responsibilities for management in an institution but which have a direct impact on the work of academic staff. According to the Curriculum 2005 document (1997), in the old model of governance decision making around these issues has been top down and the staff did not participate. Whether the academic staff participate in these issues or do not participate is something which remains to be established by the case study.



2.8 Conclusion

The literature reviewed indicates that the democracy that has dawned in South Africa has permeated into education as well. This means that the old model of authoritarian management that was practised in institutions of learning such as colleges of education has to give way to a new model known as participatory management. Participatory management requires that all stakeholders participate in decision-making. But what form should participation take?

Drawing on the literature, a number of conceptual distinctions have been made, which will

guide the study. Is participation at the college pseudo, partial or full? What are the domains in which decisions are made? What are the conditions of decision-making? Each of these will be examined in relation to the key issues identified in section 2.7. These are the questions that the case study sets out to explore. Answers to these questions will provide a means of understanding the extent to which Shingwedzi College of Education has shifted from an authoritarian style of management to a participatory style of management – the central purpose of this study. Is its management style fully participatory? Is it still authoritarian? Or is it in between?

A look at the different forms of participation, the domains of participation as well as the conditions of participation will provide answers to these questions. If the style of management at Shingwedzi College of Education is still largely authoritarian, the form of participation that would be in existence at the institution would either be pseudo or partial. The domain of decision-making will be technical and the condition of decision-making would be deprivation. However, if the style of management has shifted to participatory, full participation will be the form of participation, the domain of participation will be technical and managerial and the condition of decision-making will be equilibrium. This conceptual framework guides the empirical study of the college.



CHAPTER THREE: RESEARCH METHODOLOGY OF INVESTIGATING GOVERNANCE AT INSTITUTIONAL LEVEL

3.1 Research methodology

This chapter outlines the research method and data collection techniques used in this study. The research method of the study was broadly located within the framework of **qualitative research**. Qualitative methods are seen to offer an opportunity to "probe deeply and to analyse intensively the multifarious phenomena" constituting a unit (Cohen & Manion 1989:125). Qualitative research differs from other methods of conducting research, such as the quantitative approach which assumes that the only reliable knowledge is that which can be observed, measured or experimented. The quantitative approach places high value upon objectivity and truth, and the researcher assumes the role of a detached observer (Hitchcock & Hughes 1989). It is argued in this study that the processes of education are complex and multifaceted and they cannot be approached through measurements and experiments alone. The complexity of governance at college level demands the use of the most productive approach - the qualitative method.



The qualitative method is based on a philosophical position which places value on a conception of reality as a social construction (Cohen & Manion 1989). Knowledge in this tradition is personal, subjective and unique. Burgess (as cited in Gillborn 1990:12) argues that qualitative work takes the researcher "where the action is." Thus instead of theorising from a distance about participation of the academic staff in decision making, the researcher actually entered the institution, observed life and talked to those involved on a day to day basis (ranging from

staff to management). Entering the world of the unique individuals in the institution meant suspending or bracketing as much as possible the researcher's meaning and interpretations (Hyner as cited in Cohen & Manion 1989).

Specifically, this a case study of Shingwedzi college. A case study was identified as the most appropriate approach because it is an indepth study of a single unit (Hitchcock & Hughes 1989). Although a case study is seen as a poor basis for generalisations (Stake 1990), it is not the researcher's intention to generalize the findings but to look at problems as experienced at the college and draw insights from that. Hitchcock & Hughes (1989) argue that there are valuable insights to be gained from a study of a single rather unique case. For example, a single case study can give attention to the subtlety and complexity of a case in its own right. The case study was undertaken from January 1998 to November 1998.

3.1.1 Data collection methods



Qualitative methods such as interviews, observations and documentary analysis could be used in case studies of change (Simons 1989). The case study conducted by the researcher is regarded as that of change in the sense that it investigates whether and how the institution is coping with the desired change.

Interviews were the core methodology of the study. In this study, interviews were conducted with the academic staff and management. They aimed to ascertain the form of governance at the college, whether it is participatory or authoritative. Interview data was triangulated with observation of staff meetings, and documentary analysis. The study draws from Burgess (1985)

the idea that none of the methods is sufficient in isolation but together they can reveal a detailed picture of governance at institutional level. Cohen & Manion (1989:269) are of the opinion that while sole reliance on one method may bias or distort the researcher's picture of reality, "triangular techniques attempt to map or explain more fully the richness and complexity of human behaviour by studying it from more than one standpoint..." The researcher found it appropriate to combine methods and integrate them into the analysis of data. The combination and integration of methods acted as means of cross checking data obtained from interviews.

The interviews used in this study are what Hitchcock & Hughes (1989) would typify as semi-structured interviews. In keeping with the qualitative rationale of the study, the aim of the semi-structured interviews is to allow "depth to be achieved by providing the opportunity to probe and expand the interviewees responses" (Hitchcock & Hughes 1989:157).



Semi-structured interviews provided the interviewees the opportunity to reflect their perceptions about the form of participation at the college, the decision making domains in which the academic staff are involved and also the conditions of decision making at the college. Semi-structured interviews also provided a technique for the researcher to gain an understanding of the meaning which subjects attached to their world. This was achieved by asking open-ended questions which constituted a higher percentage of the interview, for example, "Is there staff participation in decision making at the college" and "Is the academic staff satisfied with their involvement in decision making" (see Appendix B for the interview schedule). These type of questions allowed the subjects to use their own words and

interpretations without influence from the researcher.

The college under discussion was composed of sixty academic staff members. Of the sixty academic staff members, forty were males and twenty were females. With regard to age, fifty academic staff members were between twenty-five and forty years of age, and ten were between forty and sixty of age. Eight interviews were conducted with key informants within the college. Based on the composition of the staff, the eight selected informants comprised of six males and two females. Four of the eight informants were academic staff members, two were members of management, one was a senate member and the remaining one was a council member. The academic staff members were chosen on basis of experience at the college. Amongst the four, two were most experienced and the other two were least experienced. The two members of management were chosen on the basis that one was the head of the institution and the other was heading the administrative and finance section. For Senate and Council only available members at the time of research were interviewed as these structures are constituted by internal and external members. The key assumption was that those selected would be in a position to provide information about the nature of governance at the college, to determine whether decision making is participatory or authoritative.

The selection of more staff members as compared to other informants (management, Senate and Council) was due to the fact that, in this study, participation in decision making was directly meant for them. In order to ensure anonymity the four staff members interviewed were given the following pseudonyms : Lecturer A, Lecturer B, Lecturer C and Lecturer D. Lecturer A was a senior lecturer with nine years experience at the college and representing the

academic staff in management. Lecturer B was attached to the department of social sciences with two years experience at the college and a member of the academic staff association. Lecturer C had four years experience and was serving in the test and examination committee at the college. Lecturer D joined the college when it was established in 1991 and was a member of the health and welfare committee. The other informants were named as Respondent E, Respondent F, Respondent G and Respondent H. Respondent E was a senior member of management and had been attached to the institution since it was established in 1991. Respondent F was working in the administrative and finance section, and also a member of management. Respondent G was a Senate member and was attached to the department of African Languages. Respondent H was a management member and a long serving member of Council.



The interviews lasted for one hour per interviewee. In order to increase the accuracy of data collection, responses were tape recorded with permission granted by the interviewees. Note taking was also done in order to supplement what was being recorded. Follow-up questions were also asked, depending on the responses given.

Besides conducting interviews the researcher also analysed documents. Like interviews, document analysis was done in order to explore the form of participation that operates at the college, the decision making domain in which the academic staff is involved, who participates in decisions around (i) admission (ii) discipline (iii) staff appointments (vi) budget, and the conditions in which the staff is involved in decision making at the college.

Document analysis started prior to interviews and continued up to the time of writing. The documents analysed included minutes of the staff meetings, minutes of management meetings, the college mission statement and a document which outlined different committees at the college. Other relevant documents such as the constitutions for management, Senate and Council proved difficult to get. They were said by the head of the institution to have been misplaced. This was unfortunate as the researcher regarded such documents to be important for the study as they contain the details of these governance structures.

Again, no documentation was found relating to the establishment of the college. The reason cited for the document not to be available in Giyani, the head office of the department of education of the former Gazankulu homeland, was that the files have already been transferred to the present regional office. The present regional office could not locate the documents. They could not indicate whether they received the documents or not. At the time of my visit to the regional office, the officer in charge indicated that the office had no record of having received the documents. This was a serious drawback for the researcher not to have seen the documents which led to the establishment of the college because the documents may have given useful insights into existing management structures and practices.

Since the writer was an insider researcher and a member of the staff at the college, it was easy for her to attend staff meetings for research purposes. In this study, a participant observation strategy was adopted as it is a basic technique of qualitative research. This form of observation allowed the researcher to hear, see and begin to experience reality as participants do. The researcher observed all staff meetings (in this case, three staff meetings) and general activities

that were held during the time of study as a full participant.

The idea behind the observation technique was to establish (i) who participates in decisions around admission policies, discipline policies, staff appointments and budget allocation, (ii) what form of participation is in operation at the college, (iii) the decision domain in which the academic staff is involved and also (vi) the conditions of decision making at the college. All observations were recorded in a note book and later transcribed as research findings.

3.2 Some problems related to data collection

The researcher was employed at the college in the capacity of lecturer. The researcher did realise the limitations of being an insider researcher and staff member may create for reliability and validity of the research. In qualitative research the issue of reliability and validity poses unique problems and challenges (Burgess 1985). In this particular study two features of these challenges are worth of note : that of the researcher's influence on the conduct of the process under investigation and that of the reliability of information provided by the informants. Researcher influence on events is a common enough issue of concern in discussions of research methods. Cohen & Manion (1989) point to the danger of the interview method being prone to subjectivity and bias of the interviewer.

The fact that the researcher was a participant observer necessitated frequent collaboration with colleagues in order that she projected as objective a view as possible on the form of governance at the college. While familiarity with the institution may serve as an advantage in so far as it can give a knowledge of local culture, Burgess (1985) warns of too much

familiarity with the setting. She warns against a possibility of making assumptions and taking the situation for granted with the result that questions remain unanswered. On the issue of the reliability of the information provided by informants, Cohen & Manion (1989:318), drawing on studies reported by Cannell & Kan (1968), indicate how subjects may provide a misleading picture of a situation.

From the above, it is clear how important it is in this study to employ the procedures of triangulation as discussed earlier and to provide numerous verbatim accounts of the interviewees in order not to lose the essence of what was said. In addition to these efforts the researcher attempted to establish good and effective field relations. This involved the development of a sense of rapport between the researcher and subjects and leading to the feelings of trust and confidence. Assurance of confidentiality in the letter detailing about interviews (see Appendix A), and in the open discussion held with each informant has made it possible for them to be willing to participate and be tape recorded. The researcher had assured informants that pseudonyms would be used in the research report in order to safeguard their anonymity.

In order to test the weakness and strengths of the interview schedule, a pilot study was conducted with four staff members before the final schedule. This was useful. Firstly, it emerged that some interviewees wanted to impress the researcher. This was perhaps so because the researcher was their colleague. This has necessitated that she continually show a sense of naivety in the issues investigated. Secondly, it emerged that some of the questions were vague and a duplication of others. This necessitated that questions be rephrased and be rearranged

systematically for the real interview.

The other strategy employed to address reliability and validity included asking the same questions differently to the same people to check if the information provided is consistent, creating a relaxed atmosphere for people to feel free to talk, and discussing transcribed data with informants (Scott 1985, Gordon 1986). For example, each informant was given the transcribed data to peruse in order to verify whether he was still in agreement with what was written. The detailing of the methodology as provided here should allow readers to assess the validity and reliability of the research findings and descriptions. The analysis of the research findings is presented in the next chapter.



CHAPTER FOUR : THE EXTENT TO WHICH PARTICIPATORY MANAGEMENT HAS BEEN IMPLEMENTED AT SHINGWEDZI COLLEGE

4.1 Introduction

This chapter starts by briefly reflecting on the background of Shingwedzi college in terms of its location and its origins in order to situate the case study. It then describes the formal structures of governance within the institution. This section draws on the researcher's experience at the college. The heart of the chapter explores the extent to which participatory governance has been implemented at the college, drawing on the empirical case study.

4.2 Location of the college

Shingwedzi college is located in the Northern Province in a rural settlement of Malamulele. It is about forty kilometres South of the Kruger National Park (see Appendix F). The area where the college is located is bordered by six villages with six primary schools. The college is the only tertiary institution in the area with Giyani College of Education and University of Venda as the nearest tertiary institutions at the radius of about fifty kilometres.



The community in the vicinity of the college is predominantly Tsonga speaking as a result of the homeland system. Like other parts of the Northern Province, unemployment is high in the area. The government, subsistence farming and small business are the main employment providers. Many people in the area resort to migrant labour, mainly in Gauteng about six hundred kilometres away. The college has a good relationship with the community. The college hall and other facilities are usually available for the use of the community. As part of its outreach programmes the college offers assistance to combat illiteracy in the community by conducting night schools

and computer literacy.

4.3 Historical origins of the college

The college was established in 1991 under the control of the state Department of Education in the former Gazankulu homeland. Such departments were characterised by top down forms of governance (Enslin 1988). When the college started, it did not have its own buildings. It was accommodated in a high school whilst the new high school was being built. In the same year (1991) the high school moved to its new buildings. The college remained occupying the old high school buildings. Some new structures, like student hostels, an administration block and lecture halls were added to high school buildings which were not demolished. These facilities were however not adequate for a college of education. This situation indicates that the former Gazankulu government was not well prepared for the establishment of this college, because for a college to operate, up to standard resources are needed.



In 1991 the college had about three hundred and twenty students from all over the former Gazankulu homeland, and twenty lecturers. The lecturers were suitably qualified as all of them went through the screening process before they were appointed. In regard to the day to day running of the college, there was no management committee. Decisions were taken by the rector, the only one head of department (for professional studies) who was also second in command, and the registrar.

The establishment of the college was prior to the 1994 South African democratic elections.

Since then a lot has changed both at the college and in the country at large. In line with educational changes that occurred, control of the college has been transferred to a provincial

Department of Education. The provincial Department of Education plays an important role of, amongst others, supplying equipment and capital such as vehicles, salaries and designing conditions of employment of staff. The college is now composed of eight hundred students and sixty lecturers.

4.4 Structures of governance

At the inception of the institution in 1991, there were no governance structures such as management, Senate or Council. These structures of governance were instituted towards the end of 1991 and the beginning of 1992. The first structure to be instituted was the college management, followed by Senate and Council. The first structure to be discussed is management. Prior to the year 1992, the management of the college was the responsibility of the Rectorate (rector, senior head of department and the registrar). The new composition of management includes three representatives of the academic staff, all heads of departments, senior head of department, registrar and the rector. Management is responsible for the day to day running of the institution. Management advises Senate and Council on important decisions to be made. For example, in regard to staff appointments, management recommend to council which posts are to be advertised.



The second structure to be instituted was Senate. Senate was instituted in 1992. It consisted of the rectorate, two council members, all heads of departments and all senior lecturers. In addition to this composition, the existing Senate includes representatives from the Provincial Department of Education, sister colleges, nearby university (University of Venda), teacher formations and the student representative council. Senate is the watchdog of academic matters. The role of the Senate is to check on the correct implementation of the course structure and other related

academic matters. Decisions that cannot be resolved at Senate level are referred to the college Council.

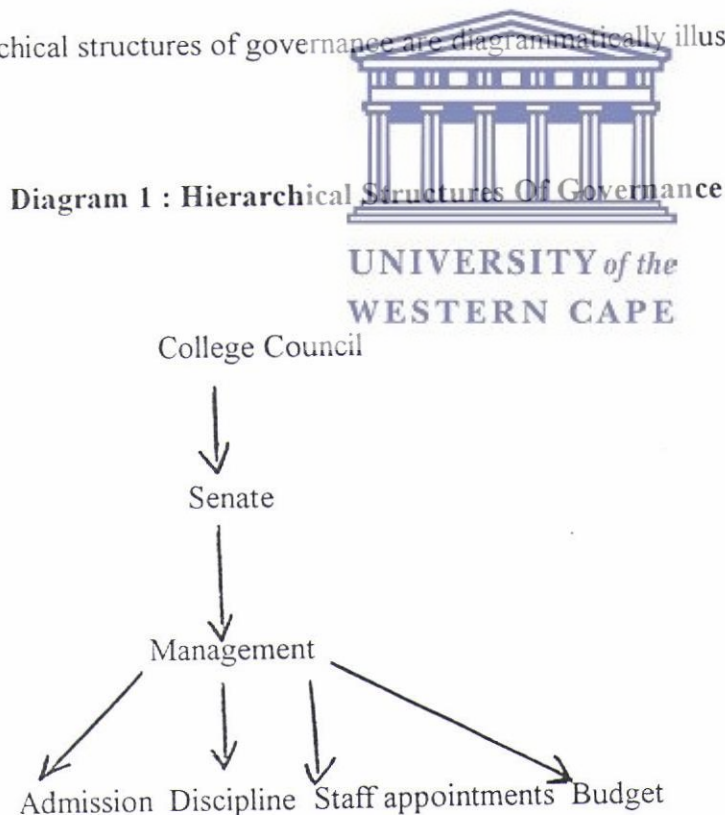
The college Council was instituted in the beginning of the year 1992. The Council was composed of fourteen members. Out of the fourteen members, four were from the college. These four members were the rector, the registrar and two Senate members who were elected by the former Gazankulu Department of Education. In addition, the Council had representatives from each of the following : the former Gazankulu Department of Education, the then Transvaal United African Teachers Association (TUATA) and the principals council.

The present college Council consists of the rector, registrar, senior head of department, one representative from the following institutions and organisations : the regional office of the Department of Education, principals council, South African National Civic Organisation (Sanco), South African Democratic Teachers Union (SADTU), TUATA, one representative of the academic staff and two representatives from the student body. It has thus broadened to include organisations of civil society. All representatives in the meetings have got equal status, in the sense that all are allowed to contribute irrespective of the structure they represent. Council serves as the highest decision making body on all college matters. There are no specific duties for Council but management decide which matters are to be sent to the Council for consideration.

Since 1994, the Council and Senate have become non statutory bodies of the college. There is presently no Act governing the formation of these two structures in colleges in the province. At present these structures are an internal arrangement to assist the college management.

It is useful to summarise the formal representation of academic staff in management, Senate and Council. The academic staff were not initially represented in management, Senate and Council. The representation of the academic staff in these structures came at a later stage in 1994 (a year marked by the national educational changes). Decision making on major issues such as admission, discipline, staff appointments and finance was the responsibility of the rectorate. Presently the academic staff is represented in all these decision making structures. The academic staff have equal status with all other representatives of various structures. At management level there are three representatives of the academic staff. Representation of the academic staff in Senate is in the form of all heads of departments and all senior lecturers. At Council level there is only one representative of the academic staff.

The hierarchical structures of governance are diagrammatically illustrated as follows :



As shown in the schematic diagram, the Council is the highest decision making body. The other bodies below Council are Senate and management. There are sub committees to deal with the following issues : admissions, discipline, staff appointments and budget. The admissions committee is composed of the administrative staff, and headed by the registrar. It is responsible for the selection of students at the college. In the selection of students the committee work together with the Human Science Research Council (HSRC). After applications for admission have been recieved by the college, the HSRC is invited to come and conduct aptitude tests for the prospective students. The successful students are then allocated according to their streams by the committee.

The disciplinary committee as a sub committee of management is composed of different structures at the college. Each college structure is represented by one member in this committee. This committee hears all disciplinary matters for students. The committee which deals with staff appointments comprises of the senior head of department, the registrar, head of department of the subject concerned, one member of the academic staff, a Senate member and a Council member. The role of this committee is the selection of staff. In relation to the selection of staff, the paper work is done by the senior head of department and the registrar. Then a panel is formed to conduct interviews. The proceedings of the interview are chaired by the chairperson of Council.

The budget or finance committee is composed of all heads of departments, senior head of department, the registrar, the rector, one member of the academic staff and an official from the college bank. This committee is headed by the college registrar. The committee controls the college budget. It approves or disapproves any item that can be bought at the college.

4.5 Exploring Participation at the college

The formal structures of governance has been outlined. The system of formal representation seems to be 'good' because it keeps all members of academic informed of all the activities of the college. The question which is raised is, to what extent do academic staff represented here participate and influence decisions actively? An analysis of the information gathered during the case study will attempt to address this question.

Presentation of the information gathered during the case study is done in a narrative account and in certain cases, tables are used to summarise interviewees responses. The information drawn from documents and observation was used to either support the interview findings, or point to areas of contradiction. The discussion is divided into three main sections : (i) The form of participation at the college, (ii) the decision making domain in which the academic staff are involved and the (iii) conditions of decision making at the college. Where specific references are to responses of interviewees the pseudonyms Lecturer A, Respondent C, etc are used to indicate the respondents.



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The researcher's general impression was that there was great disagreement on issues of governance between the academic staff and the college management. Whilst there was disagreement between the two parties, the academic staff appeared to agree on many issues. Although management did not agree with the academic staff, there was agreement between members of management on issues of governance at the college. This will be explored in depth below.


Before discussing the extent to which participatory management has been implemented at the college, it is worth recalling that the institution was established by a homeland government during

the apartheid era, where authoritarian governance was the order of the day. Because of the national educational changes which took place after 1994, the college appears to have committed itself to participatory management. Commitment to participatory management is outlined in the college mission statement recorded in the college prospectus as follows:

As an institution of higher learning the college mission statement is to become a citadel of learning, teaching, knowledge research and wisdom. We also aim at becoming significant agents for change and social transformation.

When reflecting on the mission statement, the management representatives interviewed indicated that they are committed to participatory governance whereby stakeholders, for example, students, staff members, various structures from the community and teacher unions, participate in college governance.

However although the mission statement has been spelled out clearly on paper, it would seem that it is not well known by members of academic staff. Lecturer D expressed this point as follows :



The mission statement might be there - but the college does not seem to be operating towards achieving something. The mission is not popular to members of academic staff. There is practically no planning at the college. Management always react to crisis and this does not help the college in trying to achieve a mission statement. (Lecturer D)

It is surprising that the staff do not know the mission statement which is recorded in the official college document. It would seem that the academic staff have not taken part in the formulation of the mission statement, hence their inability to implement it. Maybe there has been little discussion about what the mission statement stands for. The mission statement as recorded in the college prospectus appears to be very broad, for example, what type of agents? Unless it can be broken in to finer parts which can be understood by everyone it is potentially misleading. The non involvement of the staff in formulation of the mission statement seems to be in contrast with the

participatory governance which the college claims to be committed to. It can be argued that after a mission statement has been formulated, there is a need for all stakeholders to meet on a regular basis and check if the institution is still moving in the right direction. The researcher observed in staff meetings that there was little idea as to where the institution was going, because the mission statement is not meaningful to the academic staff. There is little attempt by management to expose the academic staff to the mission statement. This suggests that there seems to be a problem of putting the mission on paper, the theory, into practice. The next section will explore this gap by looking at the form of participation at the college, and the differing perceptions of academic staff and management.

4.6 Perceptions on participation at the college

The interviewees from the academic staff and management differed in their perceptions on participation at the college. When responding to the interview question, "is there staff participation in decision making at the college," two representatives of academic staff interviewed said that there was staff participation in decision making but that their participation depended on the nature of issues. For example, the academic staff made decisions on the work program but when it came to major decisions management was responsible. The following response by one Lecturer illustrates the kind of decisions in which the academic staff are involved :

As academic staff we mostly participate in issues dealing with the academic affairs, for example, we are presently involved in the Outcomes Based Education (OBE) workshops - but there is not enough involvement in managerial decisions. (Lecturer C)

Drawing on Mohrman (1978), the academic staff participate in technical decisions and not in managerial decisions. In participatory governance, decisions are not categorised into technical and

managerial, stakeholders should participate in all decision making not only in certain decisions. If the staff participate in one category of decisions (technical) and not also in managerial decisions, can this practice be regarded as participatory governance ?

The response by two representatives of the academic staff interviewed was that there was no staff participation in decision making because management was always responsible for making decisions. The academic staff was only involved in times of crisis. Through careful probing by the researcher, it also emerged that often decisions jointly taken were not implemented by management. As put by one Lecturer :

can we say the staff participate in decision making if it has talked about the issue - but not the issue being implemented ? (Lecturer A)

From this response by a representative of academic staff, participation in decision making and implementation of decisions go together. It would seem that participation without implementation is not meaningful. The academic staff become satisfied when they have participated in decision making and see their decisions being implemented in the end. It would also seem that participation of academic staff in decision making is governed by the state of affairs at the college. Involvement of academic staff at times of crisis implies that there are times when management does not want to be accountable for decision making, but would prefer co-responsibility by involving the academic staff. From Pateman's concepts of pseudo participation, partial participation and full participation (Pateman 1970), involvement of academic staff in decision making in times of crisis can be equated with partial participation because it would seem they do participate although their participation does not occur at all the times. When the academic staff is not participating, and management is making decisions for them, the form of participation shifts from partial to pseudo. When representatives of management were asked the same question on whether there was staff

participation in decision making, they all indicated that there was provision for academic staff to make decisions. Respondent E who represented management remarked :

The staff is invited to participate - and make inputs in any issue - there is free participation. If there is some persuasion for staff to accept decisions, it is because of the situation, for example, if things run a certain way and it is not the way we would like to see it so we are obliged to take certain decisions. (Respondent E)

There might appear to be full participation of academic staff in decision making as claimed by management, but persuasion of academic staff to accept decisions, implies that they do not fully participate in decision making. From this response, it would seem that management attend staff meetings with specific positions taken, and they seem not to be prepared to change their position. This reinforces the claim made by the academic staff that management is responsible for decision making.



The college claims to be committed to participation of all stakeholders in decision making but in this case what happens in practice seems to be pseudo participation (Pateman 1970) because the academic staff is persuaded to accept decisions. Table 1 summarises the responses of both the academic staff and management on participation of academic staff in decision making.

Table 1. Views of staff and management on participation in decision making

	Number of respondents	Yes	No
Staff	4	2	2
Management	4	4	–

The researcher observed in one of the staff meetings that members of academic staff were involved in decision making around a student boycott. Because of the long boycott by students, it was unanimously resolved in the staff meeting that lecture days 'lost' should be replaced. However, no effort was made to replace those 'lost' lecture days. When it was time to implement the decision, management indicated to the academic staff that the decision to replace the 'lost' lecture days was taken by mistake and/or emotionally taken.



If a decision taken at staff meeting level is not implemented for whatever reason or something different is implemented, those responsible (in this case, management) should go back to staff to get a mandate to reverse a decision (see Gould 1988). Management should clearly state why they are not implementing a decision that is in line with the expressed views of the staff. To the researcher, the unilateral change of resolutions supported the claim made by members of academic staff that decisions were either changed or not implemented by management, and hence the conclusion that participation was sometimes partial but often pseudo.

4.7 Structures of decision making at the college

An attempt was made to ascertain informants knowledge and understanding of decision making structures at the college. All those interviewed, both representatives of academic staff and representatives of management, indicated that various structures of governance and other sub committees exist at the college. The structures of governance and committees which they were most aware of were mostly management, Senate, Council and sub-committees such as the examination and time table committees.

Analysis of the college prospectus revealed that there are formally nineteen different committees at the college (see Appendix D for the list of committees). This suggests different avenues for participation in which the academic staff at the college can become involved. Observations by the researcher reinforced the interview findings and the analysis of documents, that there were many committees in existence at the college. However, some committees operated for a very short period before they collapsed. Other committees appeared to be a duplication in the sense that their duties were not different from those of other committees. When a problem arises for instance, a new committee is set up. One lecturer had this to say about decision making committees at the college :



Decision making committees are there but most of them are non functional.

(Lecturer D)

If decision making committees are not functional, the reasons could be that the roles of these committees are not well defined or people do not make use of the committees because they do not have confidence in them. The fact that there are many committees and some of them are non functional or not popular at the college shows a lack of coordination, lack of commitment and lack of report back to the staff by various committees. Lecturer C, apparently belonging to one

of the committees at the college illustrates the difficulties experienced by some committees when he says :

We the academic staff felt there were certain things at the college which were not going as they should, so the academic staff association was formed to look into the welfare and interests of the academic staff - but when something is wrong and you challenge it, some people feel their authority is rejected. The academic staff was labelled as a pressure group and for the mere fact that it is below management and composed of lecturers, it becomes a threat to the institution. (Lecturer C)

It is argued here that committees are only effective if they have somewhere to report, and also, accountability is important for existence of effective committees. The other essential thing about the effectiveness of committees is that committees need to review their activities in order to improve on their weaknesses. It would seem that the academic staff and management do not view this committee from the same perspective, because the academic staff is satisfied with the committee and management feels uncomfortable about the existence of such a committee. The researcher has observed that relevant information is often not disseminated by management to academic staff. The formation of the academic staff association could be an attempt by the academic staff to participate in decision making at management level. If some committees like the academic staff association are not well accepted by management of the institution, it becomes difficult for such committees to operate or to be seen to be active. This can be a further sign of pseudo participation.

Since participation by the academic staff in decision making under the managerial domain has been a key area of interest in this research, the task of the researcher became immediately that of probing to elicit information on who participates most in the following key managerial decisions, namely, admissions, discipline, staff appointments and budget allocation.

4.8 Admissions

In the area of admissions all representatives of academic staff and representatives of management with the exception of two interviewees, indicated that the academic staff did not participate in decision making around admissions at the college. In substantiating this claim of non participation in relation to admissions, Lecturer D had this to say :

The registrar has taken almost everything regarding admissions - when the staff questioned about this practice they were told by management that admissions is a pure administrative activity. (Lecturer D)

The response by Lecturer D suggests that the academic staff are not involved in decision making around admissions. It would appear as though there is a big wall between the academic staff and management. This response also affirms that management believes that there are issues which are academic, managerial and administrative, which is in a sense acceptable but there is always an overlap of administrative and academic activities during the admission process.



The two interviewees who represented management indicated that all members of academic staff could make inputs in the area of admissions but the office of the registrar was the one that dealt with admissions. From documentary evidence (the college admission policy) it was found that the academic staff did not participate in decision making around admissions. Decisions in this area were the responsibility of the registrar and the administrative staff.

Prior to 1994 the registrar and his team used three ways of admitting students. Students were expected to have either (i) matric exemption or standard 10 certificate and at least three years of teaching experience. This method of admitting students was later changed to (ii) the score system. The score system was basically the rating of the standard 10 certificate (see Appendix E for the

score system). The system that is presently used at the college is (iii) the tests conducted by the HSRC. A study of minutes of staff meetings revealed that the score system which was used prior to the HSRC tests was changed in an effort to improve the quality of selection procedures after the staff showed their dissatisfaction with the quality of their students. Admissions is not simply on technical or administrative function but has direct impact on the educational work of the staff.

From interviews and documentary analysis, it would seem that the academic staff as stakeholders in the institution who should be involved in decision making around admissions are being marginalised. This suggests that in relation to admissions, decision making is top down as it is the responsibility of one office, being that of the registrar. In other words staff participation takes the form of pseudo participation (Pateman 1970). This is inconsistent with participatory management because this form of governance requires participation of all stakeholders in all decisions that affect (NCHE 1995) and in this case, decisions around admissions are also included. The following response by one lecturer firmly negates the claim earlier made by management that the academic staff is invited to participate and to make inputs in any issue,



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Decision making around this area is done by management. Management comes up with rules and procedures of admission. (Lecturer A)

4.9 Discipline

All the interviewees representing the academic staff claimed that there was no committee at the college which dealt with discipline. But when representatives of management were asked the same question, they indicated that there is a disciplinary committee at the college which is composed of various stakeholders, for example, representatives of academic staff, management, senate, students and residence committee. The following response by Respondent F who represented management threw light on the existence and form of the disciplinary committee :

We have a disciplinary committee which deals with discipline policies, the chair person being the rector - but up to now we have not encountered problems that warrant disciplinary action at the college. (Respondent F)

The researcher has observed a number of student cases warranting disciplinary action, but disciplinary measures were not taken. For example, one male student sprayed the room of one female student with a fire extinguisher. This resulted in the 'victim' being hospitalised. Although management has indicated that the college has not yet encountered problems that warrant disciplinary action, this case obviously warranted discipline. It is questionable that an institution that has been established nine years ago cannot have cases warranting discipline.

This suggests that there are no set regulations on the basis of which people can be charged for having over stepped disciplinary rules. The observation made by the researcher reinforced the claim by the academic staff about the non-existence or non-operation of a disciplinary committee. It would seem the disciplinary committee does not have any responsibility at the college. One lecturer interviewed had this to say :



There are no disciplinary policies at the college - If there is a disciplinary committee the committee is dormant. (Lecturer C)

On issues of discipline there are different opinions concerning participation of academic staff. Whilst management is of the opinion that the academic staff participate in disciplinary matters, members of academic staff argue that there is no disciplinary committee hence no participation. When taking a close look at the formal composition of the disciplinary committee as outlined by management, the academic staff as one of the stakeholders at the college should participate in decision making around discipline. The researcher's observation is that participation of the academic staff in decisions around discipline cannot be equated with pseudo participation, neither

partial participation or full participation (Pateman 1970). It is doubtful whether participation of the academic staff in this managerial domain is real participation, since the committee itself is said not to be functional. It is important to have disciplinary policies and to take disciplinary measures at times to those who contravene rules as to maintain good order in the institution.

4.10 Staff appointments

When representatives of both academic staff and management were asked about the issue of staff appointments, it emerged that although there is a committee which is composed of various stakeholders at the college, namely, representatives of academic staff, management, Senate, Council and the head of the department concerned, decision making around this area is dominated by management.



The procedures of staff appointments are outlined here according to the minutes of management meetings studied. It was found from the minutes that management recommends the approval of posts to council. After the approval by council the posts are advertised by management. After the selection process has been completed, applicants are interviewed and those who succeed in the interview are appointed. The interview panel is composed of representatives of Council, Senate, management, and academic staff. Representation of the academic staff in decision making around staff appointments occurred after the formation of the academic staff association in 1994.

It is argued here that although decision making around staff appointments is formally inclusive of various stakeholders such as the academic staff, their participation in decision making around staff appointments occurs at a later stage. The initial stages of decision making it would seem are dominated by management and Council. This kind of participation by the academic staff in staff

appointments can be classified as partial participation (Pateman 1970). Even though decision making around staff appointments is part of the formal composition of the staff appointments committee, some members of academic staff seemed not to be up to date and aware of those responsible for decisions on staff appointments. The following response by one lecturer illustrates the point :

I do not know whether staff appointments are decided by management or council. (Lecturer C)

It would seem that some staff members are not aware of those responsible for decision making around staff appointments. This shows a lack of consultation by management and a lack of information by the academic staff. Consultation of the academic staff by management is important so as to ensure broad consensus on decisions taken. If the academic staff is aware of decision making on staff appointments it can help in acting in unison with management. It is also essential for members of staff to be aware of what is taking place in their institution by becoming involved in issues that affect them so as to eliminate problems associated with unilateral decisions which are an indicator of pseudo participation.



4.11 Budget

When representatives of academic staff were questioned about those who participate most in decision making around budget allocation, they all indicated that the registrar was solely responsible for decision making in this area. One lecturer had to express it this way :

The staff do not know who actually draws the budget allocation - They are always requested to make submissions to the office of the registrar. Decisions regarding budget would seem that they are taken elsewhere, for example, suppose you request five thousand to run a department, you may be told that, "We" are only giving you only two thousand rand and not five thousand.
(Lecturer C)

It would seem that there is no system known to academic staff on how decisions are made at the college. On the other hand the following response by Lecturer B suggests that skills are required for effective participation in decisions around budget :

The academic staff have to be taught how to make the decisions. They have to access information and to get to a point to be able to make intelligent decisions. For example how can I, who's never dealt with finance make intelligent decisions about budget allocation ? (Lecturer B)

But when representatives of management were asked the same question, they indicated that each department was required to submit their budget estimation to the office of the registrar, then the registrar sits with the finance committee and decides on the budget. According to management, the finance committee is composed of one member of academic staff, all heads of departments, senior head of department, registrar, rector and an official from bank. The Staff interviewed had little understanding of this structure.



The observation of staff meetings by the researcher revealed that decision making on budget allocation was made by management. A study of minutes of management meetings confirmed the dominance of management in budget decisions. From interviews, document analysis and observation in relation to budget decisions, the academic staff appears to be in what Alluto & Belasco (1972) would classify as decisional deprivation. Although the academic staff is invited to make inputs, the college management seems to dominate decision making around budget allocation. Decisions involving the budget are key strategic decisions in an institution, as a result a well represented committee in terms of those participating (stakeholders) and the numbers involved is essential to deal with budget decisions.

In summary, when looking at formal participation in decision making around key issues, it can be

concluded that sub committees are formally composed of various representatives. However, decision making committees appear to be inactive. Moreover, the structures and lines of accountability are not effectively communicated to the general staff body, reinforcing the perception of pseudo participation. Table 2 summarises the formal structure of decision making in practice.



Table 2 : A summary of participation in decision making around admission, discipline, staff appointments and budget in practice.

Decision making area	Those who participate most
1. admission	<ul style="list-style-type: none"> - registrar - administrative staff
2. discipline	<p>Representatives of :</p> <ul style="list-style-type: none"> - academic Staff - residence Committee - students - management - senate
3. staff appointments	<p>Representatives of :</p> <ul style="list-style-type: none"> - academic staff - head of department - management - senate - council
4. budget allocation	<ul style="list-style-type: none"> - registrar - finance committee

4.12 Conditions of decision making at the college

4.12.1 The level of staff participation in decision making

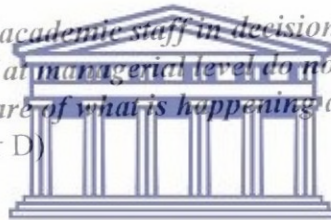
When the researcher wanted to know the level of academic staff participation in decision making, all representatives of staff interviewed indicated there was insufficient participation of staff in decision making. But when management was asked the same question about the level of participation, it was claimed that there was full participation of academic staff in decision making.

One Lecturer expressed her contrary view this way :

The situation as it is at the college is difficult to say there is greater participation, I cannot classify the level of participation at the college, it is a tricky situation, it is the same as not participating at all. (Lecturer C)

Another Lecturer had this to say :

There is less participation of academic staff in decision making because those who represent the staff at managerial level do not report back, as a result the staff is not aware of what is happening and they cannot make contributions. (Lecturer D)



In terms of the concepts of decisional deprivation, decisional equilibrium and decisional saturation by (Alluto & Belasco 1972), the academic staff appears to be in a state of decisional deprivation as they do not fully participate in decision making. Insufficient participation as claimed by the academic staff suggests that their participation in decision making ranges from pseudo to partial (Pateman 1970). In substantiating their claim for this level of participation in decision making, they cited issues like the imposition of decisions by management, lack of consultation and lack of transparency. This suggests, for example, that management make unilateral decisions and do not implement what has been agreed upon by the academic staff. The imposition of decisions, lack of consultation and lack of transparency as claimed by the academic staff to be practised by management can retard rather than facilitate the process of implementing participatory

governance. The condition of decision making at the college may also be determined by examining staff meetings.

4.12.2 College staff meetings

All representatives of academic staff interviewed indicated that there were no staff meetings held at the college. Through careful probing it emerged that staff meetings were scheduled but usually postponed. As put by one lecturer :

On paper we do have scheduled staff meetings but I'm not sure as to how many. Having a staff meeting at the college takes a very long time. It can take up to three months and more before a staff meeting is held except those meetings which come as emergencies. (Lecturer A)

When responding to the same question, Respondent E who represented management had this to say :

Staff meetings are supposed to be held monthly but it is not always possible because of disruptions. (Respondent E)

Another management representative, Respondent F, put his case this way :

Staff meetings are scheduled once per quarter. If a need arises emergency staff meetings are held. (Respondent F)

The differing comments by representatives of management in relation to the issue of staff meetings suggest that there is no schedule on how regularly staff meetings are supposed to be held at the college. If there is a schedule, management seem not to be making an attempt to see to it that staff meetings are held as scheduled.

The researcher has observed that staff meetings are a rare occurrence at the college. At the time of conducting the study (from January 1998 up to November 1998) only three staff meetings had been held. The following response by lecturer B illustrates the lack of staff meetings at the college

Sometimes we do have a term without any staff meeting. It is not because I'm absent from staff meetings but there are no staff meetings at the college. (Lecturer B)

The question to be asked is, how can the institution move forward with the process of implementing participatory management if no staff meetings are held? It would seem that there is no attempt by the college at realising its mission. It is argued here that staff meetings are key forums for making decisions. In meetings, the staff can discuss and deliberate on different issues. The lack of regular meetings at the college where the academic staff were supposed to participate in decision making can be said to be an indicator of decisional deprivation (Alluto & Belasco 1972). A further concern is the question on who tends to participate most often in the limited opportunities offered for decision making?

4.12.3 The issue of gender, age and qualifications in decision making

When careful probing was done about staff meetings, it emerged that participation in the meetings was male dominated. In justifying their claims, all the interviewees indicated that in terms of numbers, there were more males (forty) than females (twenty) in the staff at the college. In relation to the issue of male dominance one lecturer expressed himself this way :

The college has got more males than females. But this is not the reason why staff meetings are male dominated - it is because of the past history. In the past, most areas in society were dominated by males. (Lecturer D)

The researcher has observed in staff meetings that even though the staff is male dominated, there are still some male members of staff, who like some female members, do not participate in staff meetings. Others withdrew from participating because of the kind of language (English) which is not one's home language that is used as a medium of discussion during the staff meetings. In

relation to this issue of language, not all people are eloquent in expressing themselves in their second language. They feel uncomfortable and intimidated by other eloquent speakers. It would be appropriate if the staff could express themselves in the language with which they feel comfortable and not feel obliged to respond in the language used by the chairperson. An explanation of the non participation of some members of staff was suggested by one lecturer who said :

Some members of staff do not participate because they are not comfortable to talk and come up with decisions which might not go well with management. Others do not want to participate or contribute to decision making but always want decisions to be taken for them. (Lecturer A)

It was also established from interviews that between the young and the old staff, the young participate most in staff meetings. The researcher observed in staff meetings that there are two categories of members of academic staff at the college. The first category is the one which is composed of young staff that participate and freely challenge those who are in authority. The older staff belonged to the second category, who do not express their views or oppose authority. Instead, members of staff in this category seem to be satisfied with decisions made from above (pseudo participation).



It would seem that even though the college claims to be committed to participatory management, there are those people within the institution who do not see any need for change because they themselves are comfortable with authoritarian management. When asked if there was any relationship between participation and academic qualifications, all those interviewed indicated that participation was not governed by qualifications. Observation of staff meetings supported the trend of no significant relation between participation and qualifications. In relation to this trend, the academic staff, regardless of qualifications, participate in staff meetings because they want to

make contributions.

Although staff meetings tend to be male dominated, there seems to be no discrimination in terms of gender, seniority, and qualifications. It is difficult to pinpoint those who have got more power than others. All members of academic staff have an equal chance to contribute to the proceedings of the meeting. Those who do not participate are rendered powerless by language issues and the realisation that someone has to implement staff decisions.

4.13 How the academic staff view their involvement in decision making

When interviewees were asked if the academic staff were satisfied with their involvement in decision making around admissions, discipline, staff appointments and budget allocation, they differed in their comments. All representatives of academic staff indicated that they were not satisfied because management imposed decisions on staff and what they needed was more involvement in these areas. On the other hand, all representatives of management indicated that the academic staff was satisfied and there was nothing which showed that they were disgruntled with their involvement in decision making. One interviewee, a Council member, recognised the dissatisfaction of academic staff when he said :

In South Africa now, very few people are satisfied particularly in cases where they are supposed to be involved. The same applies to the college, the staff is not satisfied with the way things are going - may be it is because of the changes that are taking place, teacher education is being rationalised - most decisions are taken without their involvement and they feel sidelined. (Respondent H)

The researcher observed in staff meetings that the dissatisfaction of the academic staff with their involvement in decision making found expression in the 'wait and see' attitude they have resorted to. This was reflected by their poor attendance and their reluctance to speak in these meetings.

This type of behaviour shows the low morale that is experienced by the academic staff. The low staff morale can greatly impinge on college governance as the staff can distance themselves from transformation within the institution.

Dissatisfaction in decision making as claimed by the academic staff could imply that they are in a state of decisional deprivation. The academic staff seem to desire full participation in decision making around admissions, discipline, staff appointments and budget. But how is participatory management being implemented in the institution if the academic staff as stakeholders who should be involved in the process by participating in decision making are decisionally deprived?

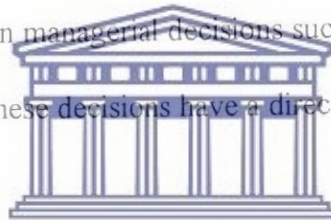


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CHAPTER FIVE : SUMMARY, CONCLUSION AND RECOMMENDATIONS OF THE STUDY

5.1 Summary

The purpose of the study as outlined in Chapter One was to determine the extent to which participatory management has been implemented at the college. In particular, the study looked at the form of participation at the college, the decision making domains in which the academic staff participate and the conditions of decision making. From interviews, documentary sources and observation it has emerged that participation at the college takes the form of pseudo participation, and to a minimal extent, partial participation (Pateman 1970). The academic staff fully participate in decision making in the technical domain (Mohrman 1978) but they have been reported to be in a state of decisional deprivation in managerial decisions such as admissions, discipline, staff appointments and college budget. These decisions have a direct impact on their daily work.



The decisional deprivation of the academic staff in the managerial domain is in line with findings of similar research conducted by Rice & Schneider in twenty two schools in America, where teachers reported higher levels of deprivation in the managerial domain than in technical decisions (Rice & Schneider 1994). Based on the identification of decisional deprivation of the academic staff in managerial decisions, it is argued that there are continuities with the previous form of governance, that is, authoritarian management at the college. The form of governance is still largely authoritarian. A finer mesh of interviews, documentary evidence and observation indicates certain people continuing to be dominant and others continuing to be marginalised. Among the group of people who emerged to dominate the managerial decisions are the management of the college. Those that continue to be marginalised in these decisions are the academic staff of the

(ii) Non implementation of decisions by management.

At staff meeting level, for example, the academic staff are involved in deliberations and discussions of issues but their resolutions are not taken up. It causes great consternation to staff to realise that the decision which has been agreed upon has never been implemented. Participation without implementation is the same as not participating at all (Lecturer C). The end result of non implementation of decisions by management is pseudo participation and decisional deprivation by the academic staff. When the resolutions taken by the academic staff are not implemented, they begin to think that their integrity is being undermined. This adversely affects their ability to participate in decision making. They withdraw from participating because they have lost interest. It is worth noting that their lack of interest does not generate from within but is mainly caused by non implementation of decisions by management. This trend of staff not being interested in participating is consistent with previous research (Chapman 1990). What Chapman says is that, naturally people are different. There are those who like to contribute and those who do not mind not to contribute as long as a decision is taken. This is an important point to consider when making expectations about participatory management.



(iii) Failure of management to report back to staff.

Management is seen not to take matters back to staff. They are reported to be withholding information from the academic staff (Lecturer D). Gould (1988) identifies this way of operating with 'traditional authority'. In terms of Gould's concept of traditional authority management have the right to make decisions for the academic staff to which they are bound (Pseudo participation). It is important to note that when implementing participatory management, the concept of traditional authority would have to be excluded because in participatory management the participants take decisions as equals.

(iv) Involvement of the academic staff in decision making in time of crisis only.

The academic staff is reported to be involved in decision making around the managerial decisions only when there are problems at the college. The implication is, management do not want to be held accountable if decisions do not work. Involvement of the academic staff during the crisis situation cannot be equated with full participation but pseudo participation because when the crisis is over they obviously remain decisionally deprived.

(v) Involvement of academic staff in certain decisions (technical) and not in major decisions (managerial).

Involvement of the academic staff in technical decisions only (for example, drawing of the work programmes) contributes to pseudo participation because it means that in those decisions (managerial) in which they are not involved, management persuades them to accept decisions.

(vi) Lack of staff meetings



At the time of the study (January 1998 to November 1998) only three staff meetings were held at the college, but are officially scheduled monthly. Staff meetings are key forums for making decisions. Lack of staff meetings is related to pseudo participation in the sense that if there are no meetings the academic staff cannot participate in decision making and their decision condition becomes that of deprivation.

5.2 Conclusion

The conceptual framework developed from the literature review to understand participation proved useful in examining the forms of participation, the domains of decision making and the conditions of decision making at the college. It provides a useful way of understanding what is

meant by participatory governance. This conceptual framework can help to plan and evaluate implementation of participatory governance in other colleges.

The study has succeeded in establishing the extent to which participatory management has been implemented at the college. Based on the case study, the conclusion is drawn that participatory management has been implemented to a partial extent. What is happening in practice, that is, pseudo participation and decisional deprivation of the academic staff, is not compatible with the new model of governance as proposed by the NCHE and the new education policy framework. The academic staff do not fully participate in decision making around admissions, staff appointments, discipline and budget. Although the academic staff is formally represented in most of these areas of decision making, decisions in the managerial domain are still dominated by management. Representatives of the academic staff in these areas do not play a meaningful role because they do not take the ideas and opinions of those represented. They also do not report back. Representatives do not have a right to make decisions for the academic staff but as representatives they require authorization of some kind from the academic staff to act in this capacity (Gould 1988).



It is important to note that educational institutions are bureaucratic in nature (Bush 1995). Full participation cannot be fully realised. Some decisions can be made by the academic staff and other decisions will remain in the top echelons of management. This is a difficult situation because members of academic staff have a problem in implementing decisions which have been taken without their involvement and which impact directly on their work.

5.3 Generalisability and limitations of the study

Cohen & Manion (1989) raise their pessimism regarding the generalisability of single case studies. They do however acknowledge, alongside other researchers, Hitchcock & Hughes (1989), that there valuable insights to be gained from a study of a single rather unique case. This is so in so far as case studies probe deeply and analyse intensively the multifarious phenomena constituting a unit (Cohen & Manion 1989:125).

The extent to which this study can contribute to the academic debate on participatory governance needs to be located within this background. This research study has attempted to give a detailed insight on the forms of participation, decision making domains and conditions of decision making at the unique case of Shingwedzi college. The study was conducted during the era of educational transformation in South Africa. Calls were made for more democratic governance. Colleges of education were required to undergo transformation. Shingwedzi college is one of the many 'Fundamental Pedagogics' colleges which were to face this challenge. From the case study, conclusions about its form of participation, the decision making domains and the decision making conditions cannot be generalised to all colleges. This study indicates that many colleges might be experiencing transformation problems. Therefore, the study opens up broad issues for other colleges in transition to reflect on and to consider, given their respective contexts. It is hoped that similar institutions could benefit from the study and that the challenge to discuss more openly in the public domain would be taken up by other colleagues in the college sector. As the South African education is being transformed more case studies of this nature are required. Christie (1990), writing within the context of private schools, points to the richness and accuracy which a combination of case studies can give.



There are three limitations of the study worth of mention. Firstly, the study did not look at other decision making structures like the students, the administrative staff and unions at college level. The role of these structures in decision making needs to be researched. Secondly, lack of proper documentation robbed the researcher of the detailed analysis of the information recorded. In certain cases documents were seldom written to answer the researcher's questions, and it was difficult to get relevant information.

Thirdly, the data collection phase was scheduled to be completed within a month but it took two months to set up. Certain members of academic staff who were supposed to participate in the interviews were not always available (could not stick to day or time set for the interview) since it was time for the end of the year examinations at the college. Besides the non availability of certain lecturers, one member of management was very reluctant to be interviewed. On more than three occasions when he was supposed to be interviewed, he would always change his mind and request for the interview to be postponed to another day because he claimed that he was not 'ready'. The member of management in question probably thought that it was not an inconvenience to keep on postponing since the researcher was an insider. It was not costly to set up another appointment but the postponement took a lot of the researcher's time. This was a very serious limitation. It was on the fifth day when the interview finally took place. Irrespective of the limitations that have been cited, the fact that the research was a case study and everything was central, simplified arrangements for interviews. It was easy for the researcher to make appointments and follow ups, also to get information on documents that were available. On the other hand, the fact that the writer was an insider researcher and knew more about the institution, she was constantly required to check on her objectivity.

5.4 Recommendations for the college

As recorded in the mission statement, the college is committed to social change and transformation but there seems to be barriers obstructing the process of implementing participatory governance which could facilitate such a process. This has been shown by major differences between the perceptions of members of academic staff and members of management. The differences occur on almost all the issues investigated. It appears that the college may find it very difficult, if not impossible to initiate and implement meaningful transformation, because the academic staff and management seem to be disagree on many aspects around college governance and have differing perceptions. Unfortunately the academic performance of all involved might be seriously affected because of the above mentioned state of affairs. The following recommendations are hereby made, drawing on the case study :



- (i) The college should immediately form a transformation committee which will help with the implementation of transformation process. There is a need for a structured plan, guidelines or government policy documents that would assist the college in the process of transition from the old authoritarian form of governance to participatory management. Some staff members interviewed suggested a need to be trained in the issues (for example, budget issues) that they would have to face. Generally, skills are required for effective participation in decision making.
- (ii) The national government, as an institution calling for educational transformation, should where necessary assist management of colleges in transforming their institutions.
- (iii) The new form of governance (participatory) requires participation of all stakeholders in decision making. The management of Shingwedzi college in particular and that of other colleges

who have to implement transformation process should avoid pseudo participation and decisional deprivation by involving the academic staff when taking important decisions such as admissions, discipline, staff appointments and budget.

(iv) Decisions taken in staff meetings should be implemented as agreed and changes should only be made when the staff has been consulted about the need to do so. Again, when the academic staff participate in decision making management need to communicate with them what their inputs has had on decisions that are made.

(v) It was reported that committees are there at the college but non functional. Committees should be given a specific period on which they should work and report back to staff. There should be a body to oversee the other committees and create coordinating mechanisms.

(vi) The fact that the academic staff and management do not see things from the same perspective necessitates the exchange of ideas and opinions at staff meeting level. Staff meetings should be held on regular basis in the institution as these are important forums through which participatory management can be realised.

(vii) The female staff should be encouraged to assume chairing positions in staff meetings. This should be accompanied by training in the general processes of participatory management.

(viii) In addressing the problem of the lack of transparency which has emerged in the research findings, both the academic staff and management must work to develop openness and to trust one another.

(ix) Finally, for the effectiveness of educational transformation process, it is recommended that future research investigate participation of all stakeholders such as student formations, administrative staff and their unions in decision making.



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APPENDIX A: PERMISSION LETTER

Dear Colleague

REQUEST FOR AN INTERVIEW

I write to inform you that I am doing research on academic staff participation in decision making. This research project is potentially significant in contributing to our understanding of college governance in a changing context. I am using the college as a case study. I have been granted permission by the Rector to conduct such a research, this entails interviews with the academic staff and management.

Therefore, I am requesting to conduct an interview with you. Rest assured, the information supplied to me will be **confidential** and you will remain **anonymous**. Please, let me know if the request is accepted so that we can have an informal open discussion before the actual interview.

Thanking you in anticipation.

Hazel Mhlanga



Tel : 015 8510362 Ex 229 or 082 931 9140
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APPENDIX B : Questions for interview

A list of questions focusing on the form of participation, decision making domain and conditions of decision making at the college. All interviewees were requested to reflect on the following questions :

1. Does the college operate towards a particular mission statement ?
- 2.(a) Is there staff participation in decision making at the college ?
(b) In what kind of decisions do the academic staff participate ?
- 3.(a) Are there any decision making structures at the college ?
(b) Who participate most in decisions around admissions, discipline, staff appointments and budget allocation ?
- 4.(a) What is the level of staff participation in decision making ?
5. How regularly do the academic staff attend staff meetings ?
6. Is the academic staff satisfied with their involvement in decision making ?



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APPENDIX C : TRANSCRIPTS OF INTERVIEWS

1. MEMBERS REPRESENTING THE ACADEMIC STAFF

LECTURER A

Date of interview : 09 October 1998

Time : 9h30 - 10h00

- There is a mission statement on paper but it is not known to the staff members. The staff was not part and parcel of the drafting and it was not shown to them.

- There is no participation of staff in decision making because decisions take by the staff are not implemented and there are no staff meetings. Meetings are only held in times of crisis. The question is, can we say the staff participate in decision making if it has talked about the issue but the issue not being implemented ? There is less participation of staff at the college in the sense that they participate in decisions of less importance. It would seem there is someone who always veto the decisions taken by the staff.

- The academic staff participate in decisions which are purely academic. Decisions around admissions are done by management. Management comes up with rules and procedures of admission. There is no discipline committee at the college. The committee seems to have been inactive for quite a long time. Staff appointments are done by management. Management then take the matter to senate and council for approval. Budget is also done by management and the so - called finance committee.

- There are decision making committees at the college. Some of these committees are management, senate and council. Management is the highest administrative body. Senate deals with the academic decisions and council is the highest decision making body.

- Staff meetings are scheduled but usually postponed. On paper there scheduled staff meetings but one is not sure as to how many. Having a staff meeting at the college takes a very long time It can take up to three months and more without holding a staff meeting except those meetings which come as emergencies. Staff meetings are male dominated, but at the same time there males who do not participate. The reasons behind the non participation of some other people might be that they are not comfortable to talk and come up with decisions which might not go well management. Some people by nature are not used to or do not want to participate in decision making but always want decisions to be taken for them. There are one or two females who participate but when it comes to numbers they are not many. The staff is generally young, mainly the young participate most than the old. There is no relation between qualifications and participation. There are highly qualified people who do not participate and those that are unqualified but participate. Generally there is a high qualified staff in the sense that almost all have at least a senior degree. The staff is not satisfied because what they decide is not implemented. Management comes with ready made decisions only to impose. The level of staff participation needs to improve in the sense that staff participation should occur from the start and not at crisis level.



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LECTURER B

Date of interview : 12 October 1998

Time : 10h20 - 11h00

- There is a claim that there is a mission statement at the college. It is doubtful if a direction has been taken towards such a mission statement. The manner in which the college operates it is more on addressing issues and problems than moving forward.

- There is some involvement by members of staff. Their participation depends on the nature of issues, for example, the staff decides on the work program but there is not sufficient involvement in the managerial decisions. There is less staff participation in decision making. Participation is at the lowest level. It is usually at the initial stages of decision making. If it happens that the staff is not involved at this stage, they would be omitted throughout the process.



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- The academic staff mostly participate in issues dealing the academic affairs, for example, they presently involved in the Outcome Based Education (OBE) workshops. The registrar, rector and senior head of department are responsible for admission policies. The other members of management are well informed about these decisions. Discipline committee is non existent at the college. There is no such a committee. Decisions around staff appiontments are taken by the rector, head of academic affairs, registrar and head of the department concerned. The registrar is mainly involved in budget allocation. The academic staff have to be taught how to make decisions. They have to access information and get to the point to be able to make intelligent decisions. For example, how can I who's never dealt with finance make decisions about budget

allocation ?

- There are decision making committees at the college, namely, management, council and staff association. As a member of the academic staff association, it is in the interest of the association to look at issues that affect lecturers as well as upgrading the welfare of the academic staff at the college.

- Sometimes there is a term without any staff meeting. It is not because one is absent but because there are no staff meetings at the college. Staff meetings are male dominated. the reason for male dominance it is because there are more males than females. The staff is almost of the same age hence participation is on average between the young and the old. There is no relation between qualifications and participation because there are those with higher qualifications who do not participate and those with lower qualifications but participating. The staff is not satisfied with their involvement in decision making because management usually persuade the academic staff to accept decisions. More involvement from the initial stages would be a good thing.



LECTURER C

Date of interview : 19 October 1998

Time : 11h00 - 12h00

- One would not say that the college operates towards a mission statement because there is no planning. The mission statement might be there on paper but it is not popular to members of academic.

- There is staff participation in decision making but when it comes to implementation, something different is implemented. Implementation done is not what the staff has agreed upon. The people who have got powers, for example, the rector and senior head of department implement decisions. The situation as it is at the college is difficult to say that there is greater participation. One cannot classify the level of participation at the college, it is a tricky situation, it is the same as not participating at all because decisions are not implemented.

- The academic staff participate in decisions dealing with pure academic affairs. There is little participation of staff in admissions. The staff is just told what has been decided upon by the rectorate. There is no discipline committee at the college. If there is a disciplinary committee then such a committee is dormant. One does not know whether staff appointments are decided by management or council. Again, one does not know who actually draws the budget but staff is always requested to make submissions to the registrar. Decisions regarding budget would seem they are taken somewhere. Suppose we request five thousand rand to run our department, we may be told that 'we' are giving you only two thousand rand because the requested amount won't be possible.



- Decision making structures at the college depends on the nature of decisions taken, for example, there is a test and examination committee. Decisions around this area are not problematic are not problematic because students want to write and lecturers simply run the examination - there is agreement. But there are decisions which are problematic and there are differences of opinion. Decisions are taken by staff in issues which are not problematic.

- There is no specific program to an extent the college may have one or two meetings per annum.

Problems are addressed as they come and there is no planning. Staff meetings are male dominated. At the same time there are those who are talkative and those who are not. Some staff members simply choose to be quiet and some do not participate because they are not up to date with what is happening in the institution. Everybody participate the young and the old. People who participate in staff meetings feel that there is something which they need to address irrespective of qualifications. The staff is not satisfied with their involvement in decision making because there is persuasion of some kind by management. Participation without implementation is equal to not participating at all.

LECTURER D

Date of interview : 30 October 1998

Time : 11h00 - 12h20



- The mission statement might be there but the college does not seem to be operating towards a particular direction. The mission statement is not popular to members of academic staff. There is practically no planning at the college. Management always react to crisis situations. This does not help the college in trying to achieve a mission statement.

- The rector and senior of department are responsible for decision making. There is less participation in decision making because decisions are taken from above and the staff is on the receiving end. There is no report back by management and the staff is not aware of what is happening and they cannot make contributions.

- The academic staff is mainly involved in issues dealing with the academic program. The staff is not involved in decisions around admissions. At some stage the staff requested for an opportunity to participate but of late the office of the registrar has taken almost everything regarding admissions. When the staff questioned about this, they were told that admissions is a pure administrative activity. It seems there is no committee which deals with discipline because the college does not take disciplinary actions against some people who may have contravened some policies. What happens is, management tries to meet in times of crisis and address the problem. Management mainly constitutes the committee which is responsible for appointments. There is also a representative from the academic staff association and also a representative from the department which appointments are made for.

- Decision making committees are there but most of them are non functional. As academic staff we felt there were certain things at the college which were not going as they should, so the academic staff association was formed to look into the welfare and interests of the academic staff- but when something is wrong and you challenge it, some people feel their authority is rejected. The academic staff was labelled as a pressure group and for the mere fact that it is below management and is composed of lecturers, it becomes a threat to the institution.

- Although there is a program which indicates as to how staff meetings are supposed to be held, sometimes they are only held twice a year and also in time of crisis. Staff meetings are male dominated because females are not in big numbers. The young staff participate most than the old staff. This type of set up is linked to past political dispensation where people were used to the system of taking instructions from above. The old staff is used to this system. Participation is not governed by qualifications. The staff is not satisfied with their involvement in decision making

because management does not report back to staff. When management meet there is no agenda given to given to staff in order for staff to make their own contributions.

2. MEMBERS OF MANAGEMENT, SENATE AND COUNCIL.

RESPONDENT E

Date of interview : 20 October 1998

Time : 11h30 - 12h15

- The college operates within a mission statement. The mission is to prepare students for their immediate participation in the classroom. As management we strive to get inputs from other structures in the college in order to realize the mission statement.



- There is provision for staff participation. The academic staff is free to participate in all decisions and we jointly come into resolutions. Because of the democratic dispensation in the country, there are now changes in the management structure at the college. The academic staff is now represented at management level by three representatives from the academic staff association. Prior to 1994 there was no staff association. Once the representatives of academic staff are in management they are not just observers, they participate and become part of management. Before the association was formed, management comprised of the rector, vice rector, senior head of department and the registrar.

- The academic staff participate in all matters that are academic and also in the running of the day

to day running of the college. With regard to decision making around admissions there is committee headed by the registrar which is in charge. All members of academic staff can make inputs in this area. There is a committee which deals with discipline at the college. Senate and council are also represented in this committee. The academic staff is represented in decision making around staff appointments. All heads of department make inputs in budget allocation.

- There are two committes which are above management, these are, senate and council. Senate is responsible for all academic matters. Council is the highest decision making body at the college.

- Staff meetings are supposed to be held monthly, but it is not always possible to stick to the year planner because of disruptions. The academic staff is satisfied. There are no indications that they are disgruntled with their involvement in decision making.

RESPONDENT F

Date of interview : 02 November 1998

Time : 11h30 - 12h15



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- The college operates towards a mission statement because it aims at producing teachers who are well educated, well cultured and motivated towards the teaching profession. The college is also positive towards participatory governance, for instance, it has now accomodated the academic staff in management except students.

- In most cases management consult with the staff and give a direction on things to decide on. Management make suggestions but do not persuade the academic staff to accept decisions.

Decisions should always come from the people. At management level anything that involves the staff is taken back to staff. Management do not take decisions that involves the staff without involving them. Whatever decision is taken at staff level, it is taken back to staff.

- Staff take decisions on issues regarding the day to day running of the institution. For example, if there is a new structure about the curriculum the staff is involved. When there are boycotts the staff is notified and a way forward may also come from them. The staff is also involved in planning of the year. Decision making around admissions are solely for the administrative staff headed by the registrar. There is a disciplinary committee but up to now the college has not encountered problems that warrant any disciplinary action. Regarding staff appointments, the paper work is done by senior head of department and the registrar. The panel which conducts interviews is composed of representatives from academic staff, senate, council and the provincial department of education. Budget allocation is the duty of the finance committee, registrar and the rector. The finance committee is comprised of all heads of departments, senior head of department, rector, registrar one member of academic staff and an official from bank.



- There are other decision making structures at the college except management. These are, senate and council. Senate has more powers than management, and above senate is council which is the highest authority body in the institution. When issues are being debated at management level and consensus cannot be reached, the issues are then taken to staff. If the staff has got a different view on the issue, then the issue is referred to senate more especially if the issue is purely academic. Then if the matter cannot be resolved at senate level it is taken to council which is the highest decision making body at the college.

- Staff meetings are scheduled normally once per quarter. If a need arises emergency staff meetings are held. Sometimes the academic staff would seem they are satisfied and sometimes not. Decisions are sometimes taken by the rector and the academic staff show disappointment.

RESPONDENT G

Date of interview : 28 october 1998

Time : 10h00 - 11h00

- There is a mission statement. It is aimed at preparing student teachers so that they can fit in the year 2000.

- The academic staff participate in all decisions. They are also represented at senate level by senior lecturers and head of departments.



- With regard to decision making around admissions, the academic are welcome to make inputs but the office of the registrar is the one that mainly deals admissions. There is a disciplinary committee which has just been formed, unfortunately the committee has not had any meeting up to now. The committee is composed of different structures at the college. Decisions around staff appointments are done by a panel which is constituted the chairperson of council, the rector, the senior head of department and the head of department. Every department is required to submit their budget estimation to the office of the registrar then the registrar sits with the finance committee to do the budget allocation.

- There are other decision making committees besides senate, namely, management and

council. The academic staff are represented in all these committees.

- Staff meetings are supposed to be held once per quarter but because the tight schedule at the college there are few meetings. Staff meetings are only held when there is a need. The staff is satisfied with their involvement in decision making.

RESPONDENT H

Date of interview : 05 October 1998

Time : 11h00 - 12h30

- There is a mission statement but it is difficult to put it word for word.

- The staff is invited to participate and make inputs in any issue. There is free participation. The staff is also represented in council. Representatives of staff are full members of council and they participate in decision making. If there is some persuasion it is because of the situation, for example, if things run a certain way and it is not the way we would like to see we are bound to take certain decisions.



- The academic staff participate in all issues of governance that affect them. The registrar is the one who is responsible for admission policies. There is a discipline committee which is composed of various stakeholders, for example, students, members of academic staff, management, senate and council. There is panel which is responsible for staff appointments. The head of the subject concerned or which interviews are being made for is also represented in the panel. The proceedings of the interview are chaired by a chairperson of the council. The registrar is mainly

responsible for decisions around budget but all departments at the college are invited to make inputs before a final decision is taken.

- Council is the highest decision making body at the college. There are also other decision making committees, namely, management and senate. Management for the day to day running of the college. Senate deals with the academic affairs in the institution.

- Staff meetings are supposed to be held once in two months but because of the tight schedule it is sometimes important to postpone staff meetings. In South Africa now very few people are satisfied particularly in cases where they are supposed to be involved. The same applies to the college. The staff is not satisfied with way things are going, may be it is because of the changes that are taking place. Teacher education is being rationalized and most of decisions are taken without their involvement and feel they are being sidelined.



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APPENDIX D : LIST OF COMMITTEES AT THE COLLEGE

1. College Council
2. College Senate
3. Management Committee
4. Finance Committee
5. Planning Committee
6. Selection Committee
7. Tests And Examination Committee
8. Curriculum Committee
9. Time Table And Statistics Committee
10. Publications Committee
11. Transformation Committee
12. Ceremonies Committee
13. Residence Committee
14. Catering Committee
15. Academic Staff Association Committee
16. Cultural Committee
17. Medical And Health Care Committee
18. Educational Tours, Campus And Surroundings Committee
19. Disciplinary Committee



Shingwedzi College of Education



APPLICATION NO: 912071
 NAME OF APPLICANT: NALOU OLSENAH
 POSTAL ADDRESS: P.O. Box 1365
SIJANI
0826

	A		B		C		D		E		F		FOR OFFICE USE		
	HG	SG	HG	SG	HG	SG	HG	SG	HG	SG	HG	SG	X	Y	Z
MATHS	14	13	13	12	12	11	11	10	10	9	9	8			
ENGLISH	14	13	13	12	12	11	11	10	10	7	2	0	11		
PHY. SCIENCE	12	11	11	10	10	9	9	8	8	7	5	0			
BIOLOGY	12	11	11	10	10	9	9	8	8	7	5	0	0		
GEOGRAPHY	10	9	9	8	8	7	7	6	6	5	3	0	6		
HISTORY	10	9	9	8	8	7	7	6	6	5	3	0			
AFRIKAANS	8	7	7	6	6	5	5	4	4	3	2	0	4		
TSONGA	8	7	7	6	6	5	5	4	4	3	2	0	6		
BIBS. STUDIES	8	7	7	6	6	5	5	4	4	3	2	0	6		
HOME ECONOMICS	8	7	7	6	6	5	5	4	4	3	2	0			
NEEDLEWORK	8	7	7	6	6	5	5	4	4	3	2	0			
AGRIC. SCIENCE	10	9	9	8	8	7	7	6	6	5	3	0	5		
ART AND CRAFT	6	5	5	4	4	3	3	2	2	1	0	0			
MUSIC	6	5	5	4	4	3	3	2	2	1	0	0			
TOTAL SCORE:												38			
OFFICER:															

I declare that I understand the selection procedure which appears on the accompanying letter and that the above information is correct and true.

09 January 1996
 (DATE)

[Signature]
 (SIGNATURE OF APPLICANT)



APPENDIX F : SHINGWEDZI COLLEGE MAP

