

AN ANALYSIS OF THE NATURE
AND FUNCTION OF THE EDUCATION
POLICIES AT COLLEGES OF EDUCATION
IN THE NATIONAL STATES IN
SOUTH AFRICA

BY

NDLALA M.W.

AN ANALYSIS OF THE NATURE AND FUNCTION OF THE
EDUCATION POLICIES AT COLLEGES OF EDUCATION
IN THE NATIONAL STATES IN SOUTH AFRICA

BY

MANGENA WILLIAM NDLALA

BA, B.Ed (SA), M.Ed., STD (UZ)

A THESIS SUBMITTED TO THE FACULTY OF EDUCATION AT THE
UNIVERSITY OF ZULULAND IN THE FULFILMENT OF THE
REQUIREMENTS FOR THE DEGREE OF DOCTOR OF
EDUCATION IN THE DEPARTMENT OF
EDUCATIONAL PLANNING AND ADMINISTRATION

PROMOTOR : PROF. O.E.H.M. NXUMALO

DATE SUBMITTED : MARCH 1992

KWA-DLANGEZWA

ACKNOWLEDGEMENTS

Success of this project has been enhanced by a number of people who willingly offered themselves to co-operate during this research.

I am particularly indebted to the following:

- * Professor O.E.H.M. Nxumalo for his scholarly guidance, constructive criticism and unfailing encouragements.
- * The KaNgwane Education Department for granting me permission to conduct research in this Department; and especially Mr Buckland F.P., the former Secretary for this Department, for having inspired me towards policy study.
- * Rectors, lecturers and students of Mgwenya, Mapulaneng, Modjadji, Eskhawini, Eshowe, Giyani, Bonamelo and Tshiya colleges of education for their co-operation in completing the mailed questionnaires and availing themselves for interviews.

* Special word of gratitude goes further to the following colleagues who kindly offered themselves as research assistants during the time of data collection:-

Messrs E.B. Mkhathshwa, G.M. Sibiya, S.B. Mamba, D.M. Malekutu, A.T. Fakude, S. Ntiwane, M.P. Lubisi, L.B. Masango, Z.G. Ntimane and Rose, A.

* Mrs Lindy Botha for checking the language usage in this project.

* Miss Mnisi, P.P., and Miss Mazibuko M.N. for typing this document so well.

* The A.M. International for having partially funded this project. Without this funding, this project would not have been undertaken.

* Friends and colleagues for having encouraged me to pursue this project, especially Prof. J.B. Hlongwane.

* My wife, Florence, our two sons and two daughters, as well as my mother, brothers and sisters and their sons and daughters for their love, moral support and appreciation of my education endeavours.

* God the Almighty, for granting me strength and his unfailing love.

DECLARATION

I, Mangena William Ndlala, do hereby declare that this thesis represents my own work in conception and execution, and that all the sources I have used have been acknowledged by means of references.

SIGNED:ON THE

DAY OF1993

SUMMARY

The purpose of this study was to investigate how the educational policies formulated by the Department of Education and Training as well as the Departments of Education and Culture, influence the functioning of the colleges of education in the National States in South Africa. It was also to determine the extent to which policies, evolved within the colleges themselves, are ~~affected by interventions~~ from the various Departments and political movements.

Methods of research included, among others, interviews of college rectors, lecturers and students, serving teachers and some educators attached to the Departments of Education and Culture. This researcher intended to establish how these people perceive the influence and impact of these policies on the selected sample of Colleges of Education in the National States.

The literature review revealed that policy serves as a guide and a source of reference in any given venture, involving a choice amongst a wide range of alternatives; and that it provides a reasonable guarantee that there will be consistency and continuity in the decisions that are made.

This investigation demonstrated, however, that there is a stigma attached to policies formulated by the Education Departments in the National States. This is due to the negative perception that the National States are illegitimate administrative structures created to perpetuate apartheid policies. The policies which are formulated by the Department of Education and Training are also challenged by the students in particular, and lecturers in general, who argue that these policies are oppressive and therefore unacceptable.

The negative perception held by students and lecturers on the current educational policies manifests itself in the emerging college culture of violence which is characterised by the rejection of current authority structures. Students seem to rely on coercion and intimidation as means of problem solving instead of the use of negotiation tactics. College policies therefore do not always serve as guides and thus cannot guarantee any consistency and continuity in the decisions that are made. In this way education policies do not empower the college authorities to be fully in charge of their institutions.

Emerging from these findings are the following recommendations:

- * that education policy makers should consider various options which will encourage a wider spectrum of consultation and involvement of interest groups, including

Thompson's model of policy development and redefinition cycle (in Monahan, 1982), Muschkat's (1986) morphological model and those of Saran and Kogan.

- * that policy makers formulate policies which are based on the rule of law and on the principles of justice and fairness.

It is hoped that this research will be a source of reference for further research in policy studies undertaken especially-----
for postgraduate studies. It will also serve as a useful source material for educational policies in South Africa, especially with regard to colleges of education.

OPSOMMING

Die doel met hierdie studie is om te bepaal hoe die onderwys beleid van die Departement van onderwys en Opleiding, asook die Departement van Onderwys en Kultuur, die funksionering van die onderwys kolleges in die Nasionale State in Suid-Afrika beïnvloed. Die doel is ook om na te vors, tot watter mate die verskillende beleide van kolleges beïnvloed is deur die tussenkoms en inmenging van verskeie Departemente en politieke bewegings.

Navorsingsmetodes waarvan gebruik gemaak is in die ondersoek was onder andere, onderhoude met rektore van kolleges, dosente en studente, diensdoende onderwysers en opvoedkundiges verbonde aan die Departement van onderwys en Kultuur. Die navorser het gepoog om vas te stel hoe bostaande ondervragers die invloed en inslag van genoemde beleide op die uitverkose teikengroepe van onderwys kolleges in die Nasionale State ervaar het.

Volgens die uitslag van bostaande navorsing, blyk dit dat die beleid van \bar{n} onderwys inrigting as \bar{n} gids of \bar{n} bron van inligting dien in enige onderneming, insluitende \bar{n} wye reeks van keuses en alternatiewe; verder voorsien dit \bar{n} redelike waarborg dat daar eenvormigheid en kontinuïteit in besluitneming sal wees.

Die navorsing het egter bewys dat daar ŉ stigma keef aan die beleide van Onderwys Departemente in die Nasionale State. Bostaande argument is te wyte aan die negatiewe uitkyk dat die Nasionale State onwettige administratiewe liggame is wat daar gestel is om die apartheidsbeleid te bestendig.

Die beleide wat deur Departement van Onderwys en Opleiding geformuleer is, word deur studente in die besonder en dosente in die algemeen verwerp as onderdrukkend en gevolglik onaanvaarbaar.

Die negatiewe opvatting van studente en dosente oor die huidige onderwys stelsels, word in die opkomende kollege kultuur van geweld gemanifesteer en word gekenmerk deur die verwerping van huidige autoriteite. Dit blyk dat studente staatmaak op massasamewerking en intimidasie om hulle probleme op te los, in plaas daarvan om van onderhandelingsstegnieke gebruik te maak. Kollege beleidstelsels dien daarom nie as riglyne nie en kan dus nie enige vastigheid en deurloopenheid in besluitneming waarborg nie. As sodanig bied bestaande onderwys stelsels nie die mag aan kollege autoriteite om ten volle in beheer van hulle inrigtings te wees nie.

Voortspruitende uit hierdie bevindings word die volgende aanbevelings gemaak:

- * dat onderwys beleid formuleerders verskillende gesigspunte in ag sal neem, wat ōn wyer spektrum van belangstelling en samewerking sal aanmoedig, insluitende Thomspson's "Model of Policy Development and Redefinition Cycle" (Monahan, 1982), Muschkat's (1986) "Morphological Model", asook die modelle van Saran en Kogan.

- * dat beleidformuleerders stelsels formuleer wat op wetlike fondasies gegrond is en die prinsiepe van reg en geregtigheid onderskryf. Hiermee hoop die navorser dat bostaande navorsing ōn bron van inligting sal wees vir verdere navorsing in beleidstelsels, in die besonder vir nagraadse studies. Dit sal ook dien as ōn bruikbare bron van inligting vir onderwys stelsels in Suid-Afrika, met spesiale verwysing na onderwys kolleges.

TABLE OF CONTENTS

	PAGE
Title page	(i)
Acknowledgements	(ii)
Declaration	(v)
Summary	(vi)
List of Tables	(xvi)
Appendices	(xxii)
Map showing KaNgwane	(xxiii)

CHAPTER ONE

INTRODUCTION TO AND THE AIM OF STUDY

1.1	Introduction	1
1.2	Statement of the problem	2
1.3	The purpose of this study	4
1.4	Desirability and significance	5
1.5	Some assumptions in this project	6
1.6	Definition of concepts	8
1.7	Summary of chapters	16

CHAPTER TWO

LITERATURE REVIEW

2.1	Introduction	17
2.2	Sources of policy process	17
2.3	Reasons for policy study and analysis	20
2.4	The function of policy.....	23
2.5	Some requirements of a sound policy	27
2.6	Some problems with certain aspects of policy	32
2.7	Policy making and development models...	
2.8	Conclusion	35

CHAPTER THREE

THE ORIGIN AND DEVELOPMENT OF EDUCATIONAL
POLICIES IN TIME PERSPECTIVE

3.1	Introduction	60
3.2	Early periods of Educational Policy	62
3.3	Educational Policy development during the British regime	66

3.4	The Christian National Education (CNE).....	75
3.5	Some perceptions on schooling for Africans and the subsequent education policies	79
3.6	Conclusion	86

CHAPTER FOUR

THE EDUCATIONAL POLICY PROCESS IN KANGWANE

4.1	Introduction	87
4.2	The period of policy Transition (1978 - 1980)	87
4.3	The period of policy extension (1981 - 1985) ..	89
4.4	The period of policy problem awareness (1986 - 1988)	92
4.5	The period of policy development initiatives (1989 -)	95
4.6	Conclusion	99

CHAPTER FIVE

A DESCRIPTION OF RESEARCH METHOD AND THE
APPLICATION OF THE RESEARCH INSTRUMENTS

5.1	Introduction	100
5.2	Report on the construction and the use of questionnaires	101
5.3	The use of interviews	108
5.4	Exposition of symbolic interactionism	109

CHAPTER SIX

AN ANALYSIS AND THE INTERPRETATION OF DATA:

6.1	Introduction	119
6.2	Data from the rectors and lecturers' questionnaire (Section A)	125
6.3	Data from the students' questionnaire (Section B)	176
6.4	Data from interviews and participant observation	222
6.5	Conclusion	226

CHAPTER SEVEN

SUMMARY AND RECOMMENDATIONS:

7.1	Introduction	228
7.2	Summary of findings	229
7.3	Recommendations	233
7.4	Conclusion	249
	Bibliography	251
	Appendices	266

LIST OF TABLES

DATA FROM RECTORS AND LECTURERS' QUESTIONNAIRES		PAGE
(Section A):		
1.	Table 6.2.1 : Does the college to which you are/were attached have Departmental directives?	126
2.	Table 6.2.2 :What role does the Department play in the control of colleges?.....	130

3. Table 6.2.3 : How do you perceive the
reaction towards the
following issues? 134
4. Table 6.2.4 : In your opinion, is there a need
for the following? 140
5. Table 6.2.5 : What are college administrations
looking for when recruiting college
lecturers?144
6. Table 6.2.6 : In your opinion, what causes
students' failure at colleges of
education? 147
7. Table 6.2.7 : To what extent is the academic
staff involved in the college
administration?150
8. Table 6.2.8 : Which of the following affect the
learning quality at colleges of
education?154
9. Table 6.2.9 : What could be done by policy
planners towards improvement of
academic quality at colleges of
education?157

10. Table 6.2.10 :What is your observation of the
students attitude towards the
following?160
11. Table 6.2.11 :In your opinion, what do you
consider to be the reasons
that causes students to reject
alternative suggestions from the
administration?163
12. Table 6.2.12 :Every system of education has a
level of competence/jurisdiction
defined by the respective policy.
In your view, who should be
responsible for the following? ..168
13. Table 6.2.13 :Effects of lack of policy at
colleges of education.172

DATA FROM STUDENTS' QUESTIONNAIRES

PAGE

(Section B):

1. Table 6.3.1 :Does the college to which you
are/were attached have the
following?176
2. Table 6.3.2 : ~~In your opinion is there~~ a need for
departmental policy on the
following?180.
3. Table 6.3.3 :Why did you prefer to be registered
in this college?184.
4. Table 6.3.4 : In your opinion, what causes
students to fail in your
institution?188.
5. Table 6.3.5 :What hinders the following?193.
6. Table 6.3.6 :What position do you hold or have
you ever held in the committees or
clubs at your institution?196.

7. Table 6.3.7 : In which management committees
 of the college do you suggest
 students must be involved?
 198

8. Table 6.3.8 :What is your opinion on the
 election of the SRC in your
 institution?201

9. Table 6.3.9 :Who takes resolutions on
 matters affecting students in an
 attempt to arrive at a possible
 solution? 203

10. Table 6.3.10 :What is your view on alternative
 suggestions given by the college
 authorities after students have
 taken a resolution on the same
 issue? 205

11. Table 6.3.11 :In your opinion, are alternative
 suggestions from the administration
 essential, if you as student have
 taken a resolution on an issue? .207

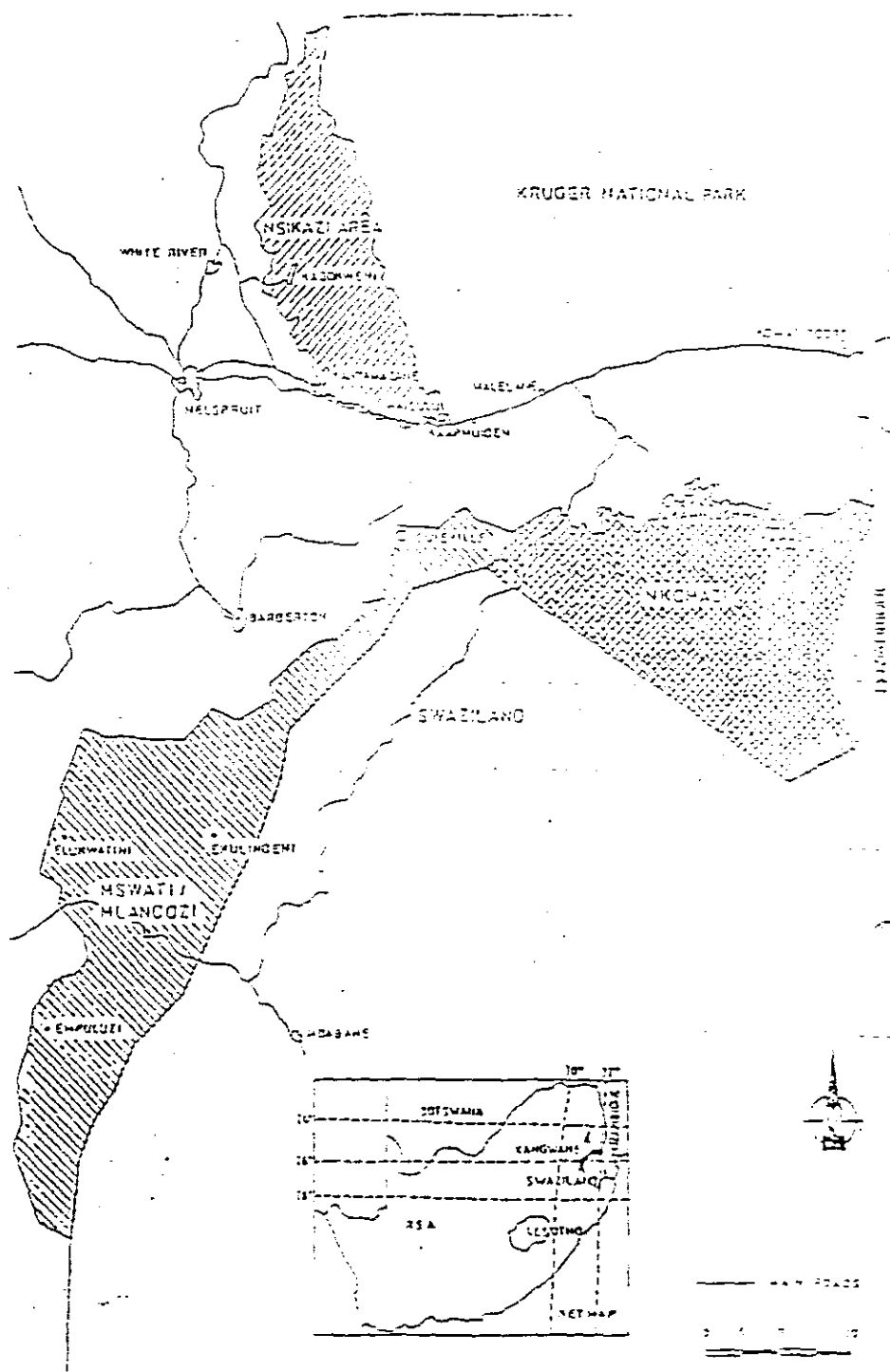
12. Table 6.3.12 :What do you regard as reasons for
 students' rejection of alternative
 suggestions from administration? 210

13. Table 6.3.13 :How are students involved in
management activities at your
college?213
14. Table 6.3.14 ::What do you consider as the
most effective approach if you
wish to have your needs
promptly addressed as
students?216
15. Table 6.3.15 : Effects of lack of policy for
colleges of education.....218

APPENDICES

PAGE

1. Appendix 1: Questionnaire for Rectors and Lecturers (Section A)	260
2. Appendix 2: Questionnaire for Students (Section B)	267
3. Appendix 3: Students' Appeal regarding unadmitted students at Mgwenya	273
4. Appendix 4: Elijah Mango Staff recommendations on the 26, 27, 28 April 1989	274
5. Appendix 5: Elijah Mango College Students' demand for reinstatement of 3 suspended students at Mgwenya	276
6. Appendix 6: Organisational Structure of Education Department	277
7. Appendix 7: Research Assistants	278
8. Appendix 8: List of colleges to which questionnaires were sent	279



MAP SHOWING KANGWANE

CHAPTER ONE

INTRODUCTION TO AND THE AIM OF STUDY

1.1 INTRODUCTION:

In educational management and management of organisations of whatever nature, there is, and has to be, a source of reference or set of guiding principles. The above assertion may be supported by the observation by Kakabadse et al (1988:212) who rightly say: "organisations are full of contradictions, of people acting independently, of people acting upon their own needs, of people changing their minds. These twists of behavioural patterns need to be managed".

Therefore, an organisation needs a policy which, according to Jennings (1977:301), serves as a guide in the pursuit of desired goals. Thus policy should be seen as a source of reference in the functioning of an organisation or institution. As organisations, colleges of education function within certain policy contexts.

This research project constitutes a contribution in the search of an understanding of the nature and functioning of educational policies at colleges of education.

1.2 STATEMENT OF THE PROBLEM AND THE DELIMINATION OF STUDY:

The central problem in this project relates to the nature and function of education policies at colleges of education in the national states in South Africa. The fundamental questions this study has explored include the following:

- 1.2.1 the question of uniform departmental policies at colleges of education in the National States and the subsequent effect on the achievement of academic goals.
- 1.2.2 the acceptability of some policy guide lines formulated by the Department of Education and Training.
- 1.2.3 the question of college autonomy in the National States and the subsequent effect on the functioning of these institutions.

- 1.2.4 the effect of conflict of objectives in the pursuit of academic goals at these institutions.

Other related questions on which attention was focussed, include the following:

the kind of policies operating at colleges of education in the National States, the principles underlying these policies and the aspirations these policies reflect.

With regard to the scope of this project, it is important to mention that at the time of research, there were 70 colleges of education for Blacks in South Africa. The Department of Education and Training controls 16 colleges in its jurisdiction. The remaining 54 are controlled by the respective National States.

This study focusses on the colleges of education in the National States. Due to time and financial constraints, it was decided that mailed questionnaires would be sent to at least two colleges of education per National State.

Conducting research in the KaNgwane Region was considered possible as the researcher has been in the employ of the KaNgwane Education Department as from 1972 to date, in various positions viz. a teacher, vice-principal, principal, Rector of Mgwenya College (1986 - 1988), Elijah Mango College (1989 - 1990) and presently as Director of Education. The researcher's experience as a Rector of the two colleges as indicated ~~has offered~~ favourable opportunities for better insights into college policy functioning in the National States.

Selection of at least two colleges of education for the mailed questionnaires was regarded as sufficient for obtaining adequate data on policy functioning at Colleges of Education in the National States.

1.3. THE PURPOSE OF THIS STUDY:

- 1.3.1 The general aim of this research was to investigate and establish how education policies influence and affect the functioning of colleges of education in the National States in South Africa.

1.3.2 To facilitate the achievement of the general aim, the following objectives were regarded as vital:

- * In the light of Minogue's observation (1982:2), the reason for policy analysis is to examine whether or not specific policies are effective in dealing with specific problems. In this project, the above objective was also maintained.
- * To interview college students, lecturers, teachers and officials attached to the education Departments.
- * To analyse the views on some aspects of college activities on the basis of data from the questionnaires and the interviews.

1.3.3 Lastly, to determine the need for an education policy at colleges in the National States and the appropriate procedures in the policy formulation.

1.4 DESIRABILITY AND SIGNIFICANCE:

The education crisis in South Africa justifies a need for a change at colleges of education with regard to the formulation and implementation of educational policy.

The current concern about the effectiveness of education in KaNgwane was revealed in the recent decision by the KaNgwane Government to appoint Dr K.B. Hartshorne to investigate and make recommendations on aspects of education in KaNgwane and on any other related matter. This investigation included the colleges of education as well. The appointment of this commission justifies the need for this research.---This study has established some principles that could be used as guidelines in the planning and establishment of education policy that may have elements of universal applicability. The accomplishment of this study will be a contribution to the field of educational policy in general and in the management of institutions for higher education in particular.

1.5

SOME ASSUMPTIONS IN THIS PROJECT

Some of the basic assumptions in this project include inter alia the following:

- * Schooling is a social activity. To understand it as a process of socialisation, all research about what goes on there, should begin where there are social activities. Reid (1986:32) rightly asserts that it is only through the knowledge of participants' perceptions of, and reactions to the situation, that an understanding of the participants' behaviour will be achieved e.g. at college or school, church or company.
- * Conflicting objectives, (e.g. need for attainment of student power versus the lecturers' concern for achievement of academic goals), at colleges of education hamper progress in the pursuit of academic goals.
- * Colleges of education lack autonomy which may have an inhibiting effect on academic and administrative decisions.
- * Lack of uniform, and the rejection of departmental, policies at colleges of education militate against all efforts towards the pursuit of academic standards. This is especially so during this era of political transformation in South Africa.

- * The central assumption in this project therefore, is that the educational policies at colleges of education in the National States in South Africa, do not empower the college authorities to be fully in charge of their respective institutions. More will be said on this matter later.

All detailed exposition of the method of research is given in chapter five and the interpretation of data in chapter 6.

1.6 DEFINITION OF CONCEPTS

In this project, the following concepts are regarded as very important and therefore require clarification:

1.6.1 Policy

This study has revealed that there are numerous definitions of the concept "policy". These definitions mainly differ in what is being emphasized more than the essence. This assumption is based on the observation from a wide range of studies made in an attempt to understand this subject.

According to Jennings (1977:30), policy is seen as a guide for taking future actions and for making appropriate choices and decisions towards the accomplishment of some desired goals. In this sense policy is treated as an instrument for the promotion or preservation of a particular outlook on life. This further suggests that policies are normative and value bound. Policy is therefore a source of reference for policy makers ~~and those who must implement it~~. This view is also shared by Anderson (1984:731), and many others.

According to the lexical definition given by Hornby et al (1981:644), policy embraces a plan of action and statement of aims and ideals, especially as formulated by the government or political party.

Reynders in Badenhorst et al (1987:9) treats policy as reflecting the purpose for which an undertaking exists. This definition emphasizes goals and objectives. In this way, Reynders shares the same view with Hornby et al (1981:644), Kindred et al (1984:39), Musaazi (1987:78) and Monahan and Hengst (1982:266).

Throughout the discussion above, there is a central thread which characterises this concept, namely, the question of reasons and objectives in the pursuit of a particular undertaking. The added dimension revealed from Kindred et al (1984:39) suggests that policy has authority over the people in the interest of whom it exists.

From the above definitions therefore, it may be deduced that there are numerous approaches to the definition of the concept policy. What has been given above, is sufficient for the purpose of this research .

1.6.2 Educational Policy

Now that some definitions of policy have been given, the concept "educational policy" will be briefly described.

Meighan (1986:401) defines educational policy as what administrators do in education offices and government departments.

Although this definition does not explicitly refer to specific activities, there seems to be sufficient ground to justify the conclusion that this definition

includes strategies in the pursuit of objectives. This is thus in agreement with the definition of policy as a frame of reference.

Writing on the nature and purpose of educational policy, Van Schalkwyk (1988:42) distinguishes between educational provision and educational executive policy.

Educational provision policy is a theoretical policy which lays down the "what" of education i.e. the direction, the spirit, motive and nature of objectives, character or the basic idea as to what education should be.

Educational executive policy, on the other hand, indicates how that idea, motive of policy can be implemented. This relates to the ways or methods and techniques of the implementation of the said policy. In this way Van Schalkwyk (1988:42) sees executive policy as constituting the practical policy which has to be in harmony with provision policy.

According to Calitz in Van Schalkwyk (1988:42), the provision policy is a statement of principles or convictions concerning the character, direction, nature, the motive, the idea and the aim of education. It is an expression of community's ideals, hopes and aspirations for the education of its members. This view seems to reflect on policy as a manifestation of community's philosophy or outlook on life or some kind of ground motive.

According to Calitz's in Van Schalkwyk (op cit), there seems to be an agreement with the views held by Van Schalkwyk.

1.6.3 The Nature of Policy

In this project, this shall refer to the identifiable features or characteristics of the operating policy. Such features may typify the operating policy as similar to, or different from other. e.g. a liberal policy on education or policy which promotes discrimination in education etc.

colleges of education.

1.6.5 Colleges of Education

This refers to the institutions where individuals are trained as primary and secondary school teachers. In this project colleges of education shall refer to those in the National States unless otherwise described or explained.

1.6.6 The National States

This refers to the ten areas established in terms of the National States Constitution Act No. 21 of 1971 (Ndlala, 1985:7).

These areas were created with not only ethnic consideration in mind, but were also in fact intended to encourage separate development. Of the ten, six are still regarded as self governing. A self governing state has self-governing status comparable to that of Provincial Authorities with its own Legislative Assembly and an Executive consisting of a Chief Minister and a number of Ministers. The only difference with Provincial Authorities is that the latter has no authority to repeal parliamentary legislation (Venter, 1989:116).

These are KaNgwane, KwaZulu, KwaNdebele, Gazankulu, Qwaqwa and Lebowa.

The remaining four are regarded as the TVBC i.e. Transkei, Venda, Bophuthatswana and Ciskei. These are generally known as the Independent National States.

Constitutionally, the four states have sovereign powers for the territories under their jurisdiction. South Africa formally recognises their independence and has full diplomatic relations with each at ambassadorial level (Venter, 1989:117).

1.6.7 Symbolic Interactionism

From the sources reviewed, there seems to be a difference of emphasis in the presentation of symbolic interactionism. Some refer to its focus of attention and others concentrate on its advantages or assumptions.

It is, however, important to observe that most sources seem to agree that symbolic interactionism is a sociological view on education. It "strives to interpret the educational phenomenon ... in terms of

communication, status seeking, decision making, reaction and other symbolic phenomena (Mercer and Covey, 1980:69). In symbolic interactionism therefore individuals are engaged in an ongoing process of interpretation. This assertion is based on the view held by Rogers (1982:141) and others that symbolic interactionism assumes that people respond to the environment in terms of the meaning the environment has for them, ~~and that this meaning~~ is determined by the process of social interaction.

1.6.8 Participant Observation

Participant observation is defined by Becker and Geer in Meltzer et al, (1975:76), as "that method in which the observer participates in the daily lives of the people under study, either openly in the role of the researcher or covertly in some disguised role; observing things that happen, listening to what is said, and questioning people for some length of time".

Participant observation is a technique in symbolic interactionism.

1.7 SUMMARY OF CHAPTERS :

Chapter one is an introduction to the problem. It deals with the statement of the problem, its delimitation, purpose of study, assumptions and the definition of the key concepts.

Chapter two is a literature review. The sources of policy have been discussed in this chapter. This Chapter provides theoretical frame of reference for this project.

Chapter three gives an outline of the origin and the development of educational policies through the ages. The influence of the different policies supported by the respective countries was identified in South Africa in time perspective.

Chapter four discusses the educational policies in KaNgwane.

Chapter five deals with a detailed exposition of the research method and the application of the research instruments.

Chapter six deals with an analysis and the interpretation of data obtained through the research instruments.

Chapter seven presents the summary of the findings and the recommendations.

CHAPTER TWO

LITERATURE REVIEW

2.1. INTRODUCTION

In chapter one, the nature and scope of the problem, the desirability of the project and the method of research were briefly discussed. Various views on the subject of policy process and policy formulation will be addressed in this chapter.

2.2 SOURCES OF POLICY PROCESS

According to Salter and Tapper in McGrew and Wilson (1985:19) "... the sources of policy generation are so difficult to locate, let alone to place in any logical pattern and that detecting the changes in values or pressures by which a change is affected, is more a matter of art than analysis".

From the above observation, it may be argued that there is more than one source of policy to which different approaches may be required. The above observation however, does not necessarily imply that it is totally impossible to establish these sources. In a more pertinent manner, Van Schalkwyk (1988:43) states that "policy is formulated by people for the people". This observation also embraces the idea that policy originates from the convictions of the community and its outlook on life. From the above assertion, there seems to be some agreement with Anderson's view (1984:3) according to which policies emerge in response to policy demands made upon public officials by other agents, officials or individuals in a political system for action or inaction on some public issues.

Both authors are implicitly emphasizing the idea that people are the major sources of policy.

Anderson (op cit) further argues that the policy demands to which governments respond, range from general insistence that governments ought to do something, to a proposal for a specific action. This may lead to enactment of statutes, issues of executive orders, promulgation of rules or making of judicial interpretation of laws.

In his study on institutional policy, Badenhorst et al (1987:10) refer to the education system as the main source of this policy. This observation is based on the fact that an education system is an interwoven structure consisting of a number of interest groups, like the church, the communities, the government and the private sector. The interaction of these structures, depending upon the level of influence, serves as a drawing board for whatever source of policy.

According to Robbins (1980:74), the government, unions and the church are regarded as external forces which naturally give pressure for the emergence of policy in the interaction between the school and the Community.

From the above discussion on the sources of policy, it is clear that the agents of education such as local authorities, teachers, the Education Departments and government, represent a wide network of sources of policy.

2.3. REASONS FOR POLICY STUDY AND ANALYSIS

This literature review has made a notable observation regarding the increased attention given to the study of public policy and the extent to which such a study is made. According to Anderson (1984:6) policy study is undertaken for a variety of reasons the following of which are regarded as important:

2.3.1. Scientific Reasons

It is essential for gaining knowledge about the origins, the processes by which policy developed and its consequences for society. This may increase our understanding of the political system and society in general. Anderson (op cit) further argues that policy may be regarded as either a dependent or independent variable for the purposes of analysis.

- As a dependent variable, attention is placed on political and environmental factors helping to determine policy content.
- As an independent variable, the focus of attention is on its impact on the political system and environment.

2.3.2. Professional Reasons

According to Price in Anderson (1984:6), there is a distinction between the scientific estate, which seeks to discover knowledge and the professional estate, which strives to apply scientific knowledge to the consequences of given policies.

2.3.3. Political Reasons

Policy scientists argue that the study of public policy should be directed towards ensuring that governments adopt appropriate policies to attain the "right" goals.

2.3.4. Besides the main reasons for policy study, it is essential to reflect on the aims of policy analysis which, according to Minogue (1982:1 - 2) are the following:

2.3.4.1. To examine whether or not specific policies are effective in dealing with specific problems.

2.3.4.2. To determine if ineffective or failed policies could be improved.

2.3.4.3.To consider the use of efficient methods of decision-making or administrative management for the improvement of the effectiveness of policies.

2.3.4.4.To discern whether or not all these actions have the anticipated effects or consequences. According to Minogue (op cit), "policy analysis cannot ignore the over all policy process which is created by the interaction of decisions, ~~policy~~ networks, organisations, actors and events". It should be done against the broader environment within which the public policy process is located.

From the above it is important to note that there seems to be an agreement in Minogue's views with those of Anderson (1984:7) on the basic concern of policy analysis which are summarised as follows:

- The "explanation" of policy rather than the prescription of "proper" policy.
- ...The search of causes and consequences of policies through scientific methodology.

- Lastly, to develop reliable, general theories concerning public policies and their formation which are applicable to different agencies and policy areas.

2.4. THE FUNCTION OF POLICY

Writing on the importance of organisational policy, Gabela (Undated notes for school Administration), argues that a policy is needed when decisions which are similar in nature, are made by more than one person or when one person makes decisions repeatedly. This view seems to be more functional, and is in agreement with that expressed by Bogue and Saunders in Monahan and Hengst (1982:279), who rightly say that "policy describes the general goals of organisations... and provides a guide to decision making for achievement of goals". In this manner, it is indeed giving direction to a government, administration or institution.

Monahan and Hengst (1982:266), further clarify the usefulness of policy statements in the assertion that they provide guidelines for future action, enabling an organisation to display consistent behaviour which serves as a means to avoid or resolve conflict. A policy expressed as a formal statement therefore should be understood as a

statement intended to facilitate purpose/goal achievement.

Both Reynders and Tronc in Badenhorst et al (1987:10), have not only recognised that policy gives direction to the managements of organisation and that it is a guide for action; but they also regard it as translation of the objectives of an organisation in behavioural terms.

Earlier, Robbins (1980:73) had laid some foundation in describing policies as "vague guides" that allowed administration to utilise judgement within specific constraints. Although Robbins describes policies as "vague", it is essential to note that their function as a guide is clear. Policies are thus intended to produce some results. Kindred et al (1984: 40 - 41) hold the following views on the function of policy:

- * Policy provides a reasonable guarantee that there will be consistency and continuity in the decisions that are made. Jennings (1977:39) shares this view too. In the opinion of this research, a policy that is not adhered to cannot yield the results suggested by the above point of view.

- * Policy provides a legal reason for the allocation of funds and facilities in order to make the policy work. From the statement above this researcher may argue that a policy that is not based on legal principles is likely to be difficult to implement.
 - * Policy establishes an essential division between the policy making and policy administration.
-
- * Policy acquaints the public with the position of the school and encourages community involvement in education affairs.
 - * Policy facilitates orientation of new board members regarding relations between the school and the community.
 - * Policy facilitates a similar orientation on the part of the new employees in the school system.
 - * Policy informs the chief official what he may expect from the board.

- * Policy creates the need for developing a detailed programme in order that it may be implemented.

The views of Kindred et al (1984:41) which are discussed above are by and large, in agreement with those expressed by Thornhill and Hanekom in Van Schalkwyk (1988:42 - 43), who describe policy in a nutshell as a point of departure for the public function of education. This perception about the function of policy is also expounded and shared by scholars like Jennings (1977:30), Monahan and Hengst (1982:273), Musaazi (1987:74) and others. It has been established that most of the authors are in agreement with one another on the question of the functions of policy. The central idea common to most of these sources is the treatment of policy as a source of reference in any given venture, that it involves a choice among a wide range of alternatives, that is future directed and that it allows for flexibility. This observation leads to the next section of this subject which addresses the question of requirements for a sound policy.

2.5. SOME REQUIREMENTS OF A SOUND POLICY

The scientific use of a language is seen to be the most appropriate and acceptable instrument for the expression of formal policies. In the light of this observation, Kindred et al (1984:40) aver that the prerequisite skill needed for a successful policy development activity, is a verbalisation of a policy statement. This is more desirable if the policy will indeed be a formal statement of objectives. Monahan and Hengst (1982:279) rightly admonish and concur that a formal statement of policy should be characterised by clarity of expression which will be evaluated against the background of observable criteria.

They proceed to give the following as criteria for clear policy statement:

- * statement comprising unambiguous words with little or no disagreements.
- * statements with facts relating to the natural/social world, rather than referents that have emotionally laden associations.

The poetic, expressive, practical and ceremonial language uses outlined by Fryer and Levi in Monahan and Hengst (1982:280 - 1) seem to qualify as means of verbalising policy statement in terms of the above criteria.

In the light of the above discussion it seems desirable to reflect on the views briefly espoused by Monahan and Hengst (1982:281) as characteristics of policy statements.

- * That the area of activity being described should be identified e.g. if policy refers to achievement, the statement should indicate clearly that it relates to academic matters.
- * The conditions under which performance by members of the institution will be assessed, as well as the criteria for assessment, the range of acceptable alternatives and the members to whom the policy is addressed, should be specified with precision.
- * The level of generality should be clear i.e. does the policy apply to the system in general or to some level of understanding existing within the school system.

From the discussion above, there seems to be sufficient justification to conclude that the language uses highlighted by Fryer and Levi in Monahan and Hengst (1982:280) addresses the question of precision in policy statement. The discussion on the characteristics of policy statement postulated by Monahan et al on the other hand, addresses the objective, assessment and applicability of the policy statement. The above views of the scholars to which reference has been made, concur with those of Kindred et al (1984:40). According to the latter, policy should consist of a plan of action in which purposes and general means for the attainment are described in a written form, or use in a statement in which the decision to act and the rationale for it, are spelled out clearly. The question of emphasizing partnership between the school and the community has also been raised by Kindred et al (op cit).

Reference has already been made to the fact that there is a general agreement among the authors on the question of requirements for a sound policy. It is essential to point out, however, that a view which seems contrary to those discussed above, is expressed

by Robbins (1980:73). According to him policies must provide ambiguity to allow the administrator to use his discretion and judgement whenever policy decision is to be taken.

This view expressed by Robbins on the advantages he claims are attached to ambiguous policies, is difficult to support. It may be stated that a firm policy that is carefully formulated on the basis of sound legal principles of fairness and justice, should enable the administrator to use his or her discretion effectively. Precision and flexibility of policy are unlikely to hinder discretion and passing of sound judgement.

Ambiguous policies on the other hand are likely to create problems of inconsistency as they may be vulnerable to unaccountable discretion. Reasonable discretion can emerge when a need arises from a firm policy context.

In a situation of ambiguous policies, it may be difficult to distinguish between a discretion and anarchy.

While it may be useful to have ambiguous policies for the reasons such as highlighted by Robbins, it is important to note that this may be more problematic than it might have been thought of. On this ground, it seems more advisable to disagree with Robbins' view.

Although some of Robbins' views are problematic, it should be noted further that there are instances of agreement with those authors who are opponents of policy precision. The view in particular, which states that "policies ... do not specify the decision to be made, but rather set discretionary limits for the decision makers", supports the observation that there is some measure of agreement.

In conclusion, it is worth noting the importance of a relevant philosophy in the formulation of policies.

-----According to Kindred et al (1980:40) a policy should be in agreement with state, schools, laws, the philosophy of the institution and the traditions and the opinions of the community. Where the policy is incompatible with the philosophy of the people it has to serve, it is likely to create problems of implementation.

The negative form of policy lies in the officials declining to act on some problem, or when they have to take a decision. According to Jennings (1977:32), "... the actions taken imply a policy. Inaction or consistent decisions not to act, implies policy". This state of affairs is also likely to occur when policy is ambiguous, thus causing serious difficulties.

Theorists like Bachrach, Baratz, Luke and others (in McGrew and Wilson, 1985:6) have made great contributions on the subject of decision and decision making.

They reveal some measures of agreement on the issue of similarities between policy and decision. Both concepts suggest certain preferences.

For the purposes of more clarification, it is important to make the following distinction at this stage. An intentional preference not to make a formal decision also constitutes a negative decision, while inability to actually arrive at a decision constitutes indecision.

Non-decision refers to the process whereby issues are withheld from the public agenda for decision. The above observation will add more to our understanding of the concepts negative and positive policy.

Robbins (1980:73) argues that non-action on an issue that has not become a public issue, does not constitute a negative policy. This discussion aims at alerting readers on the need to make a clear distinction between policy decisions and those decisions or actions that are not policies themselves.

2.6.2. Policy is dynamic and not static

The dynamic nature of policy is mentioned in 2.4 of this chapter. It seems desirable to agree with Tronc in Badenhorst et al (1982:11) that policy sometimes manifests itself in a very unpredictable compromise entered into by policy makers. This is more so because it is derived from new opportunities that arise rather than old problems that have to be solved. In the light of the above discussion Badenhorst et al (op cit) rightly conclude that "no policy is ever perfect, there is therefore always room for improvement". It must ipso facto, be evaluated continually.

2.6.3 What government actually do as against what they intend doing

Ambiguous policies present problems of interpretation. It often happens that policy statements differ from the policies they are promoting. What is being done in pursuance of policy decisions may be different from the actual decision.

2.7. POLICY MAKING AND DEVELOPMENT MODELS

In this section, the subject of policy making and development will be addressed. It is important to note that the field of policy study is very wide and somewhat complex too. This declaration may be supported by Minogue's view (1982: 1 - 2), that "in spite of an interest in public policy, there is still no agreement on what policy is, how it should be studied, or even whether it is a legitimate concern for political scientists".

In order to facilitate a discussion on the above topic, this section is divided into the following sub-sections: viz. participants in policy making, models in policy making and developments.

2.7.1. Participants in policy making

In section 2.2 of this chapter, reference was made to Van Schalkwyk's observation (1988:43) that "policy is formulated by the people for the people" and that of Anderson (1984:3) who argues that policies emerge in response to policy demands made upon public officials by other agents ...".

From the above observations, people feature prominently not as sources of policy only but also as participants.

In the policy formulation process, local authorities, teachers, departments of education and other agents should be consulted. According to Kogan cited by Salter and Tapper in McGrew and Wilson, (1985:193), a department of education considers itself not as an education planning department or as a leader on policy. but primarily as a mediator between the agents of education as listed above.

The above observation suggests that education interests groups clamour and compete for involvement. While consultation is desirable, it is essential to note the warning by Salter and Tapper in McGrew and Wilson (1986:196) that the role of departments in policy making should be that of facilitating the emergence of policy and its development. With regard to Ministers of Education, it is argued that their role should be limited to that of arbitration. This is important because in a school situation, consulted people like parents, teachers, civic associations sometimes differ on what to or not to include as policy. In practice, Departments of education and culture and Ministers in the National States in particular, tend to formulate policy on behalf of the people instead of with them. The result is that such policies are often rejected.

Kogan in McGrew and Wilson (1985:277) distinguishes between legitimised and non-legitimised groups, and that some are involved in the policy process by virtue of the position of responsibility they hold as well as their respectability. Others are seen to have a right to be consulted on the basis of a possibility of being helpful.

From the literature reviewed, it seems Grant in McGrew and Wilson, (1985:277) shows a positive view on the consultation of even the unhelpful group. He argues that it may "be politically essential for local councils/governments to consult and bargain with groups that are unhelpful or that by challenging the government they cannot be considered legitimate". The researcher agrees with the above view, especially because an agreed policy will operate in the area and affect both the left and the right.

Various authors give reasons for the participatory approach. Badenhorst et al (1987:15) highlighted the rationalisation of the involvement of teachers in a policy making process by referring to Barnard's "zone of acceptance". By this it is meant that subordinates carry out certain directives that are given to them willingly and without necessarily being consulted in this regard. If the matter falls outside the "zone of acceptance" they will expect to be consulted and are likely to make significant contribution. Badenhorst et al (op cit) further refer to borderline rationalisation for a lack of major involvement of

teachers i.e. when a matter does not concern teachers though they may have expertise.

The views expressed above are supported by those of Richardson and Jordan in McGrew and Wilson (1985:275), who give the following points:

1. Civil servants lack the necessary confidence in their own legitimacy.
2. Implementation of formulated policies is influenced by the extent to which groups co-operate.
3. Assurance that in other aspects of the subjects, or other times, the Department will depend on the co-operation for political support, and in policy implementation or for the provision of detailed information.
4. A desire to maintain professional relations with the officers of relevant structures.

Supporting the desirability of consultation, Finch and Mc Gough (1982:93) rightly contend that "at various

points planners might ... involve educators, parents, employers, union officials, chamber of commerce members and others in their deliberations".

From the above observation it should be noted that consultation in policy making is an on-going process depending upon the need and the level of consultation required.

The question of who to consult, when and to what extent is determined by certain criteria.

Hoy and Miskel (1978:228) postulate two main tests whereby it may be determined if the matter is within or outside a subordinate's zone of acceptance, viz.

- The test of expertise:

Subordinates who have expertise on a given matter will be consulted for their contribution.

The need for consultation has been discussed very widely by authors like Badenhorst et al (1987:142) and Grant in McGrew and Wilson (1985:277).

It may be sufficient to conclude the question of participants in policy process by referring to the most important assertion made by McGrew and Wilson (1985:282) who rightly observe that "while policy demands might appear to the individual local authority as sudden and arbitrary, it is often the case that the policy will have been discussed exhaustively in the labyrinth of central/local consultative machinery. Consultation ... is accepted as the regular convention, but can be seen as a deviant case where sufficient consultation did not take place".

In the opinion of this researcher the above view seems to be very good indeed. In practice however, little consultation, if any, is made with people associated with and who will be affected by the policy. This is lack of consistency in consultation is at the heart of dissatisfaction with, and the rejection of policies in Black Education.

2.7.2. Some models in policy making and development

The literature review reveals that there are numerous models in policy making and development. It may be sufficient to mention some and briefly discuss a few.

2.7.2.1 The top-down and bottom-up model suggested by

Badenhorst et al (1987:13). According to the top-down approach, a single or group of persons are persuaded to accept the direction through a hard process of telling and giving direction; and by a softer process of selling and consultation.

With the bottom-up approach, objectives of individuals are refined and reflected in the Committee views. The latter participatory approach seems to be far more acceptable than the former. Paisey (1981:39) has recognised and espoused the same observation.

2.7.2.2 The rational Model of Herbert Simon cited by Richard

and Jordan in McGrew and Wilson, (1985:111). This model, however, seems to be rejected by both Simon and Lindblom. The latter perceives it as representing some kind of pseudo-rationality. According to Simon, it is obviously impossible for the individual to know all his alternatives or all their consequences and that this is an important point of departure of actual behaviour from the model of objective rationality. To compensate for the inadequacies inherent in this approach, decision makers have to examine options until something satisfactory is discovered. This is referred to as

"satisficing". He argues further that if nothing satisfactory is found, the level of aspiration is likely to be reduced.

2.7.2.3 The incremental model of Charles Lindblom: According to him policy making constitutes selecting between two alternatives.

2.7.2.4 The problem solving Approach:

It should be noted that there are similarities between the decision making process and Mushkat's model of morphological analysis. Much will be discussed under Mushkat's model to obviate the problem of repetition.

2.7.2.5 The decision making process, is regarded as the most effective model. The essential element in decision making is procedure. According to McGrew and Wilson (1985:4), "The decision maker identifies the problem, clarifies the particular desired goals, examines the various possibilities for the achievement of the determined goals and terminates the process by a definitive choice of action".

Policy making from decision making perspective seems to reveal similarities with other approaches. In the light of this, Badenhorst et al (1982:35 - 37) cited Gordon's pattern of steps in decision making, i.e.

1. Review of the situation
2. Identification of options
3. Weighing up of the options against one another
4. Choice of the best possible option
5. Ensuring acceptance of decision
6. Carrying out of decision
7. Evaluation of the decision.

Other scholars, including Finch and McGough (1984:89 - 90), perceive decision making as a problem solving exercise with six steps similar to those discussed earlier. Of great importance is their shared observation that the decisions made in the past present and future, should not be overlooked because they are basic in the decision process.

Musaazi (1987:74) perceives a decision process as a sequential process that culminates in a series of choices ... resulting in policies, rules or regulations that guide members of the organisation. He also shares

the six steps postulated by others.

This approach seems to share much in common with the model of morphological analysis of Mushkat (1986:52) discussed in this text.

These models differ in the number of steps, but their application is likely to yield the same results.

2.7.2.6 Mushkat's model of Morphological analysis

1. ---- START
2. ----- Policy Problem Perceived
- 3 ----- Definition of Problem
4. ----- Identification and assessment of needs
5. ----- Formulation of Objectives
6. ----- Generation of alternatives
7. ----- Evaluation of alternatives

8. ----- Choice of Preferred alternatives
9. ----- Implementation of Preferred
alternatives
10. ----- Monitoring Performance
11. ----- Corrective Action (Terminate if
necessary)
12. ----- STOP

Although Mushkat's model (1986:52) represents a tall order it does not necessarily differ from Tronc's Problem solving model which has three stages cited by Badenhorst et al (1982:11):

1. Preliminary investigation
2. Identification of goals and objectives
3. Careful consideration of alternative method that
can be employed in order to achieve these
objectives.

This is also in agreement with the Behaviour Alternative Model (BAM) suggested by Simon in preference to the six steps Rational Model discussed by Richard and Jordan in McGrew and Wilson (1985:111-112).

2.7.2.7 The Thompson Sequence Model of Policy Making

Thomson in Monahan and Hengst, (1982: 274) makes a profound observation about policy making: "In pluralistic society, almost any proposal will have advocates and opponents. Out of this conflicting opinion, compromises must be made - and this is policy". He further gives an outline of a policy-making sequence which is in line with Musaazi's decision making model. He sees this model as a five step process which will now be discussed:

STEP 1

According to Thompson in Monahan and Hengst, (1982: 274) the process of policy formation must first take account of the cultural milieu and its consequent impact on the local situation, a national political campaign, economic recession, or international threat to peace and stability. It is asserted that these factors fall

beyond the local environment and the extent of their impact varies from locale to locale. Their status has been assessed when policy development takes place.

STEP 2

At this stage the background of the local situation itself is considered. This analysis calls for attention of the policy makers, local traditions, existing organisations that might be affected by the proposed policy, and those established positions that have been held by local constituencies through legal agencies.

STEP 3

This focusses attention on contemporary actions and programmes of interested and potentially related agencies. This is said to represent, "a pulse taking exercise" that assists in developing an accurate estimate of potential responses from key groups in the affected areas.

Thompson in Monahan and Hengst, (1982:275) calls this the political action input to the development flow.

STEP 4

At this point, policy is formalised, after previously gathered information is analysed and then converted. It then becomes a direction giving statement identified as purpose-goal policy elements in the operation of an educational organisation. The "fit" of the proposal is then tested. If appropriate, policy is said to be born.

STEP 5

The fifth step is seen as a feedback loop in the process. The various models of policy making discussed above, by and large, show similarities. The policy development will now be discussed.

2.7.3. The Policy Development and Redefinition Cycle (PDRC)

In the previous section, the Thompson's sequence model has been described as comprising a series of steps ranging from the first to the last.

This model has the advantage of creating a firm base for policy framework. It should be noted that by the

end of step 4, the policy is ready to become a direction giving statement identified as purpose-goal policy elements in the education organisation.

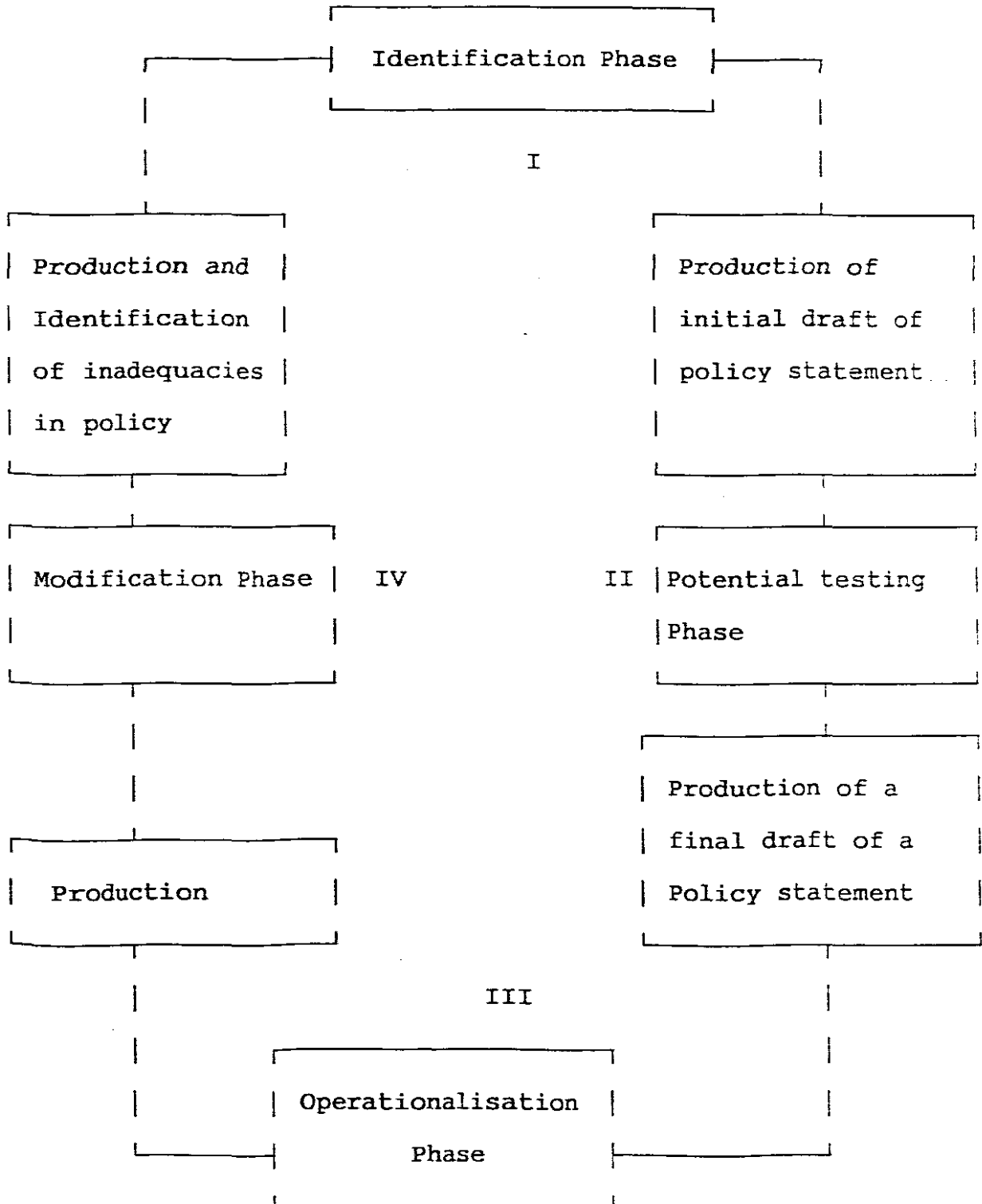
The policy Development and Redefinition Cycle on the other hand, considers the process as a continuous and unavoidable cycle (Monahan and Hengst, 1982: 276).

According to this model, policy is modified by the process of development and application. Stated simply, when policies are examined in the school system operation, it is revealed that they are seldom fully implemented or strictly enforced (Monahan and Hengst, op cit). These authors acknowledge the fact that policies serve as guidelines for decision making of teachers, administrators and board members ... and that they are flexible.

The point being made here is that policies are subject to a variety of forces and factors both in their development and application, and that these factors help shape specific policies.

What follows now is a schematic representation of the four phases of policy development and redefinition cycle:

FOUR PHASES OF POLICY DEVELOPMENT AND REDEFINITION
CYCLE:



The schematic representation above shows the phases of the policy development and redefinition cycle which will now be discussed:

It is argued that some groups have to be in the screening of the draft/proposal which includes:

- Interpretation of proposal by the leadership and staff.

- Analysis of the institutional climate to determine its readiness for the acceptance of the proposed changes envisioned. The chief official gauges the "climate" via the faculty or student body through formal and informal discussions. The product of this phase is policy statement which according to Kindred et al (1984:401) should be carefully formulated, hopefully covering school and community relations.

From the two phases already discussed, it may be contended that there is much in common with all the other authors.

Contributions by groups are reviewed by the chief official who assesses the input. If there is a need for further study, this is recorded by recycling back through phase II. At this level, the policy is regarded as ready for implementation.

PHASE III: OPERATIONISATION

This period is seen as an observation period as to how the policy "works" and seeing whether it is operable.

The product of this phase includes a record of implementation of the school policy and its impact on the school policy and on the system. Implementation factors include the following:

1. General publication of the implementation calendar. Implementation of policy is done according to a schedule of dates.
2. Notification of appropriate units and individuals.
3. Operational procedures
4. Training of responsible staff

The operationalisation phase is equivalent to step 6 of Gorton's decision making viz. carrying out of decision.

PHASE IV: MODIFICATION PHASE

The policy consumers shall have an evaluation response to it. This phase is said to recognise the fact that policies seldom see operational light. Individuals either live out or ignore the policy, thereby modifying it. Interest plays a major role in determining the kind of response to it. It may be stated that operationalisation of policy leads to its modification, once its inadequacies are established.

This stage may also be regarded as a review phase which normally comes after observation of the natural course of policy. According to Mushkat's model of morphological analysis discussed in section 2.7.2.6, this phase may be equated with the corrective action regarded as stage II of Mushkat. This modification phase seems to be a vital phase in that, any new strategy for improvement shall depend upon the impressions gained during the initial operation of policy.

It is important to conclude this section with a remark by Monahan and Hengst (1982: 278) that "... a basic assumption within this construct is that policies live

through implementation and die through abandonment to policy manuals".

2.8. CONCLUSION

In this chapter the main focus was on the aspects of policy as presented by various authors. Among others, the following were elaborately discussed in this chapter. Viz. the sources of policy, its functions, problems relating to policy and the models for policy making and development.

It has been established that there is general agreement on the views expressed by Jennings (1977: 30), Andrew (1984:5), Rebore (1982:6 - 7) and Monahan et al (1982:273) and many others on the nature and functions of policy particularly in education.

These authors present policy not only as a guide in the context of decision making and action taking, but also that it guarantees consistency and continuity in these issues. While these authors emphasize the fact that policy gives direction, this researcher consequently argues in support, that policy is thus an instrument in the pursuit and achievement of educational goals. The

above observation is in agreement with Reynders and Tronc in Badenhorst et al (1987: 10) on their view that policy is a translation of the objectives of an organisation. By and large, the above discussion embraces the functions of policy.

Although Robbins (1980: 73) describes policies as "vague guides" to allow administrators, some measure of discretionary judgement, this contention does not necessarily constitute a contradiction to the requirement that a policy statement has "to be unambiguous with little or no disagreement". (Monahan and Hengst, 1982: 279).

This review also highlighted some problems which make implementation of policy difficult. Reference has been made to Anderson's (1984:5) positive form of policy which has the legal coercive quality and that it is likely to be more effective than that without this quality. The problems relating to the dynamic nature of policy are discussed by Tronc (Badenhorst et al, 1982:11). It is argued that policy sometimes manifests itself in a very unpredictable manner, and that it is frequently a compromise entered into by policy makers. In the light of the above discussion, Badenhorst et al

(op cit)

rightly conclude that "no policy is ever perfect; there is always room for improvement. It must therefore be evaluated continually".

With regard to the sources of policy to which Badenhorst (1987:10), Robbins (1980:74), Anderson (1984:3) and many others, have addressed themselves, it may be sufficient to summarise by stating that agents of education such as teachers, departments and other organisations constitute a wide network of the sources of policy.

On the matter of policy making and development, various models have been discussed. This includes Mushkat's morphological analysis, Thompson's sequence model of policy making and the policy development and redefinition cycle. (PDRC).

In conclusion, it may be useful to end this chapter by referring to the most profound observation by Power (1982: 315) who summarises the essence, function and possible requirements for a sound policy as follows:

"The commission of educational policy is to translate principles to the education of persons in a particular historical, political, social and economic setting ... educational policy is constantly evolving, its fundamentals reacting to life's pressure, and subject to inevitable metamorphosis. New problems arise, new conditions are fixed ... The educational policy must be fluid, flexible and precocious to keep abreast of them".

With this chapter a firm source of reference for the whole project has been established.

CHAPTER 3

THE ORIGIN AND DEVELOPMENT OF EDUCATIONAL POLICIES

IN TIME PERSPECTIVE

3.1. INTRODUCTION

In chapter two, literature review was conducted with a view to establishing the views on policy, its nature, function and development. This chapter probes into the origin and development of educational policies through the ages in South Africa. It is envisaged that a clear understanding of the historical development of educational policies will serve as a frame of reference for further discussions in this project.

The concept "policy" has been clarified in section 1.6.1 of chapter one. Policy development cannot be dissociated from an attempt to preserve and uphold some values and aspirations of the Government of the day. In this sense policy operates as an instrument for preservation of values that are upheld by a particular group of people in general and the Government of the day in particular.

It is important to note that the nature and the development of educational policies in a given community is determined by the prevailing political conditions in the country in particular. The following sections will give an account of the position of educational policies during specified periods of educational development in South Africa, with special reference to the education for Blacks.

3.2. EARLY PERIODS OF EDUCATIONAL POLICY DEVELOPMENT IN SOUTH AFRICA

The first settlers of the Dutch East India Company (DEIC) had no intention to settle in the Cape. The reason for this settlement there was to establish a half way station for their trading activities with the East. Stock farmers began to explore the inland in search of new grazing lands. This was the beginning of further contacts with more and more of the aboriginals like Khoi, the San and the Xhosa speaking people.

The period between 1652 and 1800 saw greater changes in the socio-economic lives of the Africans in the Cape. The conditions overseas exercised great influence on the Cape as a new colony. In the year 1658 Jan Van Riebeeck established the first school for the slaves. He recorded this educational achievement in his diary as follows:

"Began holding school for the young slaves. To stimulate the slaves to attention while at school, and induce them to learn christian prayers, they were promised each a glass of brandy and two inches of tobacco, when they finish their task" (Horrell in

Christie, 1985:32).

It is however, deplorable to note the kind of incentives ever given to the slaves at that time. It is obvious that sound educational principles were not yet being established. It seems the concern of the time was enabling slaves of the DEIC to labour for their masters. This observation has been made by Kgoale (1987:1).

The second school was established in 1663. Though for the Settler's children, it was here where mixed schooling was a reality, i.e. there were 12 Settlers children, 4 Slaves and 1 Khoikhoi.

According to Kgoale (1987:3) socio-political and economic considerations, rather than educational matters decided in favour of segregated schooling. This observation seems to hold water because no sooner than later did White parents express their misgivings about mixed schooling. According to Behr and MacMillan (1987:107) the following policy provisions were consequently made, i.e. establishing of separate schools in the Cape in (1685), in Natal (1878) and Transvaal (1903). The education provision at the Cape was based on the system

of education in the Netherlands. The learning content, the methodology and educational control were directed by the inherited policy. It should be observed that ideological considerations exercised great influence on the training of teachers too in the Netherlands.

Training is said to have been according to the guild method whereby prospective teachers gathered round an experienced teacher and learnt such teaching methods. (Venter et al, 1973:4). Teachers were recruited from the Netherlands. This comprised therefore, the so-called "Sick comforters" who became the torch-bearers in education at the Cape. Teachers had a strong religious background as a result of the kind of doctrine.

It is observed that "before a teacher could teach independently, he had to prove his competence by sitting for an examination" (Venter et al, op cit).

Teachers trained in the Netherlands had to sign what was called the "formulary Oath" whereby the teacher declared that he/she "professed the Reformed religion, led an upright and irreproachable life and would defend the Reformed doctrine and teach it to his pupils"

(Venter et al, 1973:4). The formulary Oath was formulated by the Dordrecht Synod (1618 - 1619) for all principals and teachers to sign before they were appointed.

Inspection was conducted by the church and later by the Board of Scholars. Teachers were expected to teach and also to accompany the children to the church on church days. They were expected to maintain high standard of discipline.

According to Behr and MacMillan in Christie, (1985:32) the emphasis on the learning content of the children was on religious instruction. This was based on the promise that young people had to be prepared for confirmation as members of the church. Preaching, writing and religious knowledge were therefore a priority. This is in agreement with the observation by Venter et al (1973:4). For this consideration, the whole period of the Dutch regime at the Cape, was characterised by the learning of prayers, passages from the Bible and Catechism and the three R's.

From the above exposition it is clear that the educational policy which was implemented during the Dutch regime at the Cape was not an indigenous policy. It was an inherited one. In the light of this, it may be rightly agreed with Venter et al's observation (1973:10) that the first proper legislation on education at the Cape was the Ordinance of De Chavorness in 1714 which was in fact, a ratification of prevailing educational practice in the Netherlands at that time. This has far-reaching implications for the kind of schooling, content and the method of teaching of that time in South Africa. Inherited curricula from the Netherlands which might have needed modification to suit the conditions in South Africa, were implemented.

3.3. EDUCATIONAL POLICY DEVELOPMENT DURING THE BRITISH REGIME

In the previous section, the implementation of an inherited policy, from the Netherlands to the Cape, was highlighted. The period of the first British occupation (1795 - 1802) seems to have seen little (if any) attempt towards policy innovations. However, the period of the Batavian Republic at the Cape (1803 - 1806) may be regarded as a period of exploration.

This important step was initiated by De Mist.

Before drafting his Ordinance, De Mist obtained information through the following ways (Venter et al, 1973:36 - 37):

- * By undertaking an orientation journey into the interior for obtaining first hand information about the conditions in general and educational conditions in particular.
- * By being advised by the Society "Tot nut van het algeneem" and a number of prominent citizens about the educational requirement of the colony.
- * Appointment of an extra-ordinary commission of Senior Officials to assist him in connection with the financial implications of the contemplated Ordinance.

De Mist is seen to have nationalised the education activities which was a breaking away from direct implementation of an inherited policy from the Netherlands. His system was centralised and secularised. His appointment of a national Board of

education, provision of education for girls and local training of teachers, imposition of taxes for educational purposes and more attention to the language problem, gave the tone of his Ordinance a national character. It may be agreed with Venter et al (1973:44) that De Mist's School Ordinance seems to have been the most enlightened piece of legislation ever published during that time. His education development was however shortlived with the second taking over of the Cape by the English in 1806.

Although the effective year of the second British take over and occupation of the Cape is 1806, greater efforts were made as from 1814 towards intensification of the British influence. Not only churches and schools, but also the civil administration underwent a strong process of anglicisation. The British Authority at the Cape was attained through the advancement of the British educational interests thereby gradually consolidating this authority.

During the year of the Earl of Caledon (1809), not much was done in education. On the other hand, Sir John Cradock (Venter, 1973:61) is regarded as the first Governor to make serious efforts to reform education.

According to Venter (op cit) in 1812 a comprehensive report on the deficiencies in rural education with recommendations was submitted by the Chief Justice.

In an attempt to intensify the British influence in education during his era, Sir John Cradock is said to have not only guided education in an English direction but also cast educational methods in English by introducing the monitorial system.

The establishment of the Department of Education in 1839 led to further developments such as declaring Primary Schooling free, except for Secondary Education. Private, state aided and missionary schools sprang up. A further policy development worth noting is that after 1893 the Government made funds available for mission schools to provide education for poor White Community (Christie 1985:34). It is important to note that nothing is said of education for the Blacks. Seeing that schooling was not compulsory for Blacks, many children therefore never received education.

It is important to note that most Governors at the Cape were concerned with intensification of border pacification policy. This is also revealed in

Sir George Grey's plea to Parliament for state subsidy for Mission schools. According to Molteno (in Kallaway, 1984:50), it was as part of the Cape regime's policy that Sir George Grey motivated for state subsidisation of Missionary schools.

This is yet another evidence that while the White Missionaries had evangelisation as their main objective, the Government had a different purpose for the provision of education to Africans. According to Sir George Grey, "the Africans were to be raised in christianity and civilisation... for, if influenced by our missionaries, instructed in our schools, benefiting by our trade, would not wage wars on our frontiers". (Christie, 1985:37).

It seems obvious that Christianity and civilisation were considered useful instruments to guarantee some measure of peace in the frontier. This however, could not prevent clashes between the Settlers and the Africans.

The feeling of uneasiness about giving education to the Africans seems to have engulfed most of the Cape

Governors and the educationists of that time. Langham Dale for instance cited by Rose and Tunmer (1975:208) explicitly declared that "For the educated African, there is no opening. He may be qualified to fill the post of a clerk, but either there is no demand for such persons, for prejudice operate against persons of colour being so employed". Although these statements were made by individual Governors, it seems justifiable to conclude that it was Government Policy to discriminate on the basis of colour as they did.

With the establishment of the Trekkers State in the Transvaal and the Orange Free State, education became reasonably organised, especially to cater for the Trekker Community. The appointment of an Inspector General of education for the Orange Free State was the most important development towards serious policy in Education. He was charged with the responsibility of improving the quality of Education. More schools were set up. Steps towards compulsory education were taken in 1895. For country areas it is said a system of transit schools was set up. With regard to the Transvaal, an education act was passed in 1892.

According to this act the Government of De Zuid Afrikaansche Republiek adopted the principle which places the responsibility on parents to provide education for their children.

According to Behr (in Christie, 1985:40), its action was limited to

- "1. The encouragement of private schools by giving grants to aid them.
2. The supervision of schools with a view to ensuring that pupils receive the necessary protestants' christian education.
3. The establishment of an institution for higher education ... for the training of teachers and officials."

It is important to note that the Boer Republic Governments were very much concerned with the education for their children. There was however no Government provision of education for the Africans. The latter received education provided by the Missionary Schools, Kilnerton which was established in 1855 and Botshabelo in the Transvaal.

The position of the education policy in Natal seems to have been clearer. Although schooling was neither free nor compulsory, it seems evident however, that there were State schools, Missionary and State aided schools. State schools refer to those schools controlled and financed by the Government. State aided schools refer to that category of schools which are semi-subsidised.

The attitude of the Whites towards the education of the Africans, seems to have been that of reluctance. This is also revealed from a response to the Natal Native Commission in 1881 cited by Rose and Tunmer as follows:

"If Natives are to be taught at all, they should be taught industry. I do not myself see much use in teaching the Natives to read and write without teaching them to make use of their hands as well There are certain Natives who can be educated to get their living without working with their hands; ... Clergymen, ... some school masters ... also interpreters in the magistrates offices".

(Rose and Tunmer in Christie, 1985:42 - 43)

From the above observation, it may be justified to argue that Whites held a very low opinion on the Africans' need of education beyond lower level of manual labour. It is important, however, to appreciate the contributions made by the Missionary societies in education for their Africans. It may be contended that not every observer held the same view that Missionaries made some positive contributions towards the education of the Africans. This contention is based on the comments of "the Christian Express" in particular which held, "... Roman Catholic Missions have been a failure in Africa when they attempted to satiate the African craving for education with a few ounces of Catechism and communicate nothing to elevate the individual, ... nothing else was to be expected".

This comment is cited by Kallaway (1984:53).

It may be said that while some held the view that Missionaries made no positive contribution in the education for the Africans, this researcher argues that the Missionaries did lay a useful foundation for the education of the Africans, in spite of the criticism that they over emphasized evangelisation. The establishment of the institutions like Adams College (1853), Lovedale, Inanda Seminary for girls (1869),

Marianhill (1882) and St. Hilda (1907) should be seen in the light of the educational contributions the Missionaries have made, especially with regard to the training and the supply of teachers. It is not the aim of this section to give a full exposition of the missionary activities in South Africa. What is presented here is to acquaint the readers with some key activities associated with these Missionaries in relation to education policy during their time.

It is therefore useful to conclude this section by highlighting that Missionary schools operated in a society which was itself segregated. The fact of the matter is that the political arrangements of the country at any given time dictate the direction and the socio-economic climate of the respective country.

3.4. THE CHRISTIAN NATIONAL EDUCATION (CNE)

The Christian National Education (CNE) movement was initiated by groups of Afrikaners after the Anglo Boer War in opposition to the British schooling system which had been introduced. The latter refers to the whole

process of anglicisation.

The Christian National Education (CNE) policy is described by Enslin (in Kallaway, 1984:140) as the statement of beliefs which purports to constitute the life-and world-view of the Afrikanervolk. The CNE policy therefore is an expression of some aspects of the dominant ideology or the notion of the racial superiority of the Whites, seen to be serving the purpose of justifying a separate and inferior schooling system for the Blacks.

The launching of the CNE policy, should be seen as part of the struggle of the national recognition based on the Afrikaner world-view. The Dutch Communities used various means of voicing their rejection of anglicisation policies. The newspapers and poetry were the main instruments in the expression of the rejection of the anglicisation policies. The well known poem, "Die Afrikaanse Volkslied" by Pannevis, Hoogenhout, du Toit D.F. and du Toit S.J. (in Opperman, 1979:47 - 47), contains the sentiments of the Dutch Community about their nationalism:

"n ieder nasie het syn tyd ... syn taal ... Wet
 ... reg ... een God. Wie dit verag, sal syn
 straf dra. O God beskerm Suid Afrika!"

In this poem their struggle for national recognition is well reflected. The Dutch people seem to have had confidence in themselves as a people capable of self-determination. The formation of the commission for the CNE by boer teachers, military leaders and churches, was subsequently followed by setting up of about 200 CNE schools against the anglicisation of all aspects of schooling. Among the institutions that were built as a result of this development, is the conversion of Potchefstroom Theological Seminary into Potchefstroom University College for Christian Higher Education.

The Institute for CNE which was founded in 1939 published its policy statement in 1948. By this policy statement, the CNE further confirmed its view on education. According to the Sprocas report (1971:74) the CNE policy lays down the following:

"We want no mixing of languages, no mixing of cultures, no mixing of religions, and no mixing

of races. The struggle for the christian and national school still lies before us".

In the light of this observation, it may be argued that education for the Africans was therefore designed according to this life-view of the Afrikaners. This point is highlighted by Enslin (in Kallaway, 1984:140). According to CNE policy, education for Blacks should have the following:

- " 1. It should be in the mother tongue;
2. It should not be funded at the expense of White education;
3. It should ... not prepare Blacks for equal participation in economic and social life.
4. It should preserve the cultural identity of the Black community.
5. It must of necessity be organised and administered by Whites".

It is important to note the paternalistic element in this policy. This point was previously discussed.

The above discussion demonstrates the position of the CNE as an instrument in the consolidation of the NP's position of power and the Afrikaner nationalism as from 1948. These policies exercised great influence on the subsequent design of the system of instructional offerings for all races in South Africa.

3.5 SOME PERCEPTIONS ON SCHOOLING FOR AFRICANS AND THE SUBSEQUENT EDUCATION POLICIES

Scholars like Molteno (1984:45) constantly reveal that the purpose of education for the Africans seems to have always been the moral and intellectual subjugation of the Africans. In this way the latter were made to be less resistant to the education system offered by the Government of the day. It should be recalled that slave-owners during the Dutch regime rejected education of their slaves children for two main reasons.

According to Kallaway (1984:11) slave-owners contended in apprehension, that labour would suffer whilst slaves were attending classes; and that education might

stimulate slaves to make unreasonable political demands for social change above their state.

Therefore any education that might influence revolt against their masters had to be avoided. However, in order to facilitate communication with their masters, Africans were taught the language of their masters, and to be honest and obedient. It seems justifiable to believe that provision of education for the Africans had always been for different reasons. It is obvious that the main concern of the masters was that of a total subjugation of the servants as a means to having them provide labour. This perception, permeated all educational policies for the Africans through the ages.

Although the period of the missionary education seems to have approached education differently, it is important to recognise the fact that such an approach still produced similar results as envisaged by the different authorities who designed the education for the Africans. What has been said just now is supported by the Missionary press statement in 1878 issued by the Missionary mouth piece at Lovedale, the "Christian Express", which held "...We want to see the natives

become workers ... we believe that Christianity will be a chief cause of their becoming a working people ... Christianity teaches the duty of working, and denounces idleness as a sin ... so to Christianize a Kaffir is the shortest way, and the surest, to make him put his hand steadily and willingly to the work..." (Molteno, 1984:60).

It seems both the Governors of the time and the Missionaries were concerned with the prevention of the Africans from becoming something more than being servants. This assumption can be supported by the observation made by the Interdepartmental Committee on Native Education in 1934:

"The Native is becoming Europeanised by more contact, ... one cannot stop the process ... all that can be done ... is to direct and control the process..."

(Molteno, 1984:60).

From this statement, it seems evident that there was growing awareness that the Africans were fast accepting the western values and the implications were perceived to be of far reaching nature.

It seems evident that masters developed the negative perception about what education should do to the Africans. This perception prevailed even during the time the Nationalist Party ascended to power.

From the various sources cited, it seems evident that the aim of education for the Africans remained subjugative and discriminatory through the ages. This ideological tendency is responsible for the nature of the education policies ever formulated for Africans in South Africa.

Various commissions were appointed to design a programme of action for 1949 - 1951. The Welsch Commission should be seen in this light. However, the baseline in the provision of education for Blacks remained a desire to subjugate them.

The appointment of the Eiselen's Commission in 1949 with the following terms of reference, seems to reaffirm the above observation:

"The formulation of the principles and the aims of education for Natives as an independent race, in which their past and present, their inherent racial

qualities, their distinctive characteristics and aptitudes and their needs under the ever changing social conditions are taken into consideration ... in order to conform to the proposed principles and aims and to prepare Natives more effectively for their occupation" (Eiselen in Kgoale, 1987:5).

This report gave birth to Bantu Education whose impact engulfed the schooling system to the extent of producing the current education crisis in South Africa.

According to Kgoale (1987:5) the Eiselen's report/commission has become an official instrument to legitimise the National Party (NP) principles and aims of education embodied in the CNE. In the light of this, the commission recommended centralised Government control, maintenance and management of Black Education. Black Education was thus removed from Provincial Administration. In this way it was believed that the CNE principles would be easily assimilated.

Eiselen's Report was followed by the introduction of the Bantu Education Bill in Parliament in September 1953 by the then Minister of Native Affairs and later Prime Minister Dr H.F. Verwoerd. His unpopular

statement highlighted his perception on and what he would do with the Native Education if it were under his control.

"When I have control over Native Education, I'll reform it so that the Native will be taught from childhood that equality with the Europeans is not for them".

(Christie, 1985:12).

This philosophy was propagated in the subsequent years which consolidated Bantu Education into a monster.

It is within these circumstances that Bantu Education Act No. 47 of 1953 was passed. This was followed by the establishment of the Department of Bantu Education, which later became known as the Department of Education and Training (DET) in 1978.

This Department was to control all levels of education in the so-called White Areas. Each National State controlled its own educational activities through its own Education Department. These are the Education Departments in the self-governing states viz. KaNgwane, KwaZulu, KwaNdebele, Gazankulu, Lebowa and Qwaqwa and the TVBC (Transkei, Venda, Bophuthatswana and Ciskei).

Enslin (in Kallaway, 1984:140) highlighted what education should be for the Blacks in terms of the CNE policy "that it should be in mother tongue. Not to be funded at the expense of the White Education. It should preserve cultural identity of Black Community. It must of necessity be organised and administered by Whites, seeing that Blacks are regarded as in a state of cultural infancy".

What has been said just now is supported by the observation made by Jones (1970:56) which is a reflection of that kind of thinking. "We believe that any system of education of the native should be based on the life and worldview of the European, more particularly that of the Boer Nation"... The CNE is seen by many educationists as the main factor in the design of the kind of education the Africans have been imbibing ever since the birth of apartheid education. In this regard Khoza (1989:8-9) argues that the CNE and Bantu Education were designed to empower the whites in general, and the Afrikaners in particular, to have domination over, and subjugate, the Blacks.

More recently Hartzenberg (1980) the then Minister of Education and Training spelled out his policy as follows: "Educational policies in South Africa must be dictated by the Apartheid philosophy" (Christie, 1985:13). This highly dogmatised declaration is contrary to any democratic principles of education. Although most proponents of Apartheid Education seem to insist in justifying its existence and reaffirming their determination to uphold it, it is essential to argue that apartheid philosophy and its subsequent policies is held responsible for the education crisis in South Africa today. It is for this reason therefore, that it has always been opposed for its negative effects in the schooling for, and the placement of, the Africans in society.

3.6 CONCLUSION

It is not the intention of this section to catalogue all the debates for and against Bantu Education. This elaboration seeks to demonstrate how the present education policies developed through the ages.

CHAPTER FOUR

THE EDUCATIONAL POLICY PROCESS IN KANGWANE

4.1 INTRODUCTION

KaNgwane is one of the National States in South Africa. It was created in terms of the KaNgwane Constitution Proclamation R214 of 1977, as amended, within the ambit of the National State Constitution Act No. 21 of 1971 (Ndlala, 1985:7). It is not the aim of this chapter to give a full exposition of the history of the people of KaNgwane. Emphasis will be on the kind of the educational policy implemented and its impact on the educational development in this region.

4.2. THE PERIOD OF POLICY TRANSITION (1978 - 1980)

The birth of KaNgwane as a Region with legislative status, was during the period of education policy

questioning in South Africa. The enforcement of Afrikaans as a medium of instruction in Black schools affected all existing departments serving the Black Communities. On matters of curriculum, provision of teachers, stationery, textbooks, prescribed books and equipment, the new homeland Education Department never differed from the state of affairs which prevailed in the Department of Education and Training. Any education policy initiative then had to be approved of by the Department of Education and Training.

The period could therefore be regarded as a period of implementation of an inherited education policy.

KaNgwane Education Department had inherited, not only policies but also, manpower and other resources from the Department of Education and Training.

Most of the Senior staff members in the Department, from the Director to the Chief Professional Advisor, were seconded officials from the Department of Education and Training. The question is: Could KaNgwane Education Department be in a position to take a different education policy route during that period when every community was actively assessing the merits and legitimacy of the Bantu Education, which was heavily tested by the 1976 protest and resistance?

Of crucial importance is that education policies in this Region during this period, were dictated by the Department of Education and Training. This is more so because this National State receives its funding for all its educational activities from the central Government.

4.3. THE PERIOD OF POLICY EXTENSION (1981 - 1985)

In 1981 the KaNgwane Education Department made an appointment of the first Black Director of Education and Culture who also later became the Secretary for Education and Culture. During this period, it was anticipated that changes would be made on policy

matters. Although this period could be regarded as a period of great policy expectations, in practise this period was characterised by serious policy problems. Institutional policies were either half-heartedly implemented, or were not implemented at all. It is during this period that the Department began unconsciously to discourage, specially at colleges of Education, implementation of policies.

From the Departmental reports it is revealed that since the inception of KaNgwane there has been a great increase in the number of school pupils, schools and teachers. The primary school pupils increased from 63 000 in 1977 to 105 000 in 1982. This represents an increase of 66,6%. In Secondary Schools pupils increased from 500 in 1977, to 1 500 in 1982. For instance Secondary Schools increased from 6 in 1977 to 24 in 1982. The de facto registered schools in 1982 was thus 194 with 2 700 teachers. Primary and Secondary School teachers were trained at Mgwenya College. This was the only College in KaNgwane at that time.

It is important to mention some of the major issues which were raised during this period at colleges. Admission of students gradually began to be a political issue. Students who could not be admitted usually sought intervention from the Department. In 1985 an additional class was imposed at Mgwenya College. In the subsequent years similar demands were made without success. A particular group in 1987 went to an extent of purchasing Zozo's for use as classrooms. The Department was consulted by the group which received support. However, these structures did not satisfy all requirements in terms of building regulations. The deal was thus abandoned. The 1985 crisis at Mgwenya led to the suspension of classes. The staff submitted recommendations involving exclusion of some students whose conduct warranted disciplinary actions. The college's decision was overruled by the Department. All this became a recipe for future control problems of colleges in this region.

4.4. THE PERIOD OF POLICY-PROBLEM AWARENESS IN KANGWANE
(1986 - 1988)

With the growth and development in this Region, policy reassessment became desirable. This was more so because during this period, there seems to have been some expressed dissatisfaction with the implemented policies. It was essential, therefore, to establish the fact of the matter as there was conflict of role playing.

Out of a concern over these issues in KaNgwane Education and in South Africa as a whole, the then Chief Minister looked into the position of education in this Region. The terms of reference are contained in the Hartshorne Report (1988:1 - 2).

In this chapter, only those terms of reference which relate to policy at colleges of education are given below. The commission was to investigate, report on findings and make recommendations on the "urgent need to grant institutional autonomy to Colleges of Education, taking into account the following:

- budgetary control
- selection and appointment of staff
- teacher upgrading
- appointment of statutory governing councils."

Although the terms of reference refer to autonomy with special emphasis on the issues mentioned above, it is important to state that autonomy with regard to admissions, curriculum and other matters cannot be excluded.

From the Hartshorne Report (1988:14), it is observed that there was no clear policy statement of education in KaNgwane. Existence of a general education policy would produce a backing for Colleges of Education. Such a policy would clarify the extent of college autonomy against the background of a departmental policy.

It is important to state that colleges of education in this Department have their own internal policies regarding admissions and other aspects of college activities. The point that is being made here is that these policies have always been challenged by students and other structures.

This contention can be supported by the findings of the Hartshorne Report (1988:17) which hold that:

"... there is sufficient evidence to suggest that there have been cases of political intervention on behalf of students who had failed to gain admission through the normal channels".

The demand for mass admission at the two colleges of education, especially at Mgwenya College in 1991 and at Elijah Mango College in 1992 represents' the political intervention to which the Hartshorne Report refers.

The Hartshorne Report (1988:18) reveals that a Secretary for Education would be overburdened with details which could be best dealt with by a relevant officer on his behalf. This includes issues like admissions at colleges and recruitment of staff.

The observation referred to above reveals the state of affairs during this phase of policy process in this region.

The commission does not only make recommendations for the elimination of these inadequate approaches. It also admonishes that Government officials have to be, like Caesar's wife, absolutely beyond reproach and suspicion. They have to avoid using their political positions and power to gain advantage for anyone, including themselves.

4.5. THE PERIOD OF POLICY DEVELOPMENT INITIATIVES (1989 -)

The Hartshorne Report published in July 1988, is the significant contribution towards policy development in this Department. The recommendations made in it, require a close study for implementation.

The appointment of highly qualified personnel created opportunities for implementation of most of the recommendations contained in this Report. This manpower change in this Department signalled the dawn of a new policy in Education. In his first ministerial policy speech the new Minister emphasized that his Department would aim at building an infrastructure that would firstly help to bring this about, secondly prepare students for a future in the new South Africa and thirdly that it would leave a legacy of

educational structures, institutions and practices that would fit into the new system.

The Minister's 1989 policy speech identified the Department with the Government's firm commitment to a unified, non-racial and democratic South African future (Ripinga, 1989:2). The Department would follow an education policy based on the three fundamental principles for a democratic future.

1. "An education system committed to a democratic future implies that the policy process itself must be amenable to the democratic process".
2. A second principle for a new education policy is that education and democracy are intimately interrelated. Without education, it is argued, there can be no democracy. Education is seen as a crucial element in the process of democracy because it is concerned with the redistribution of knowledge, skill and expertise.
3. While "democratic education" may be contradictory in terms", education for democracy means that education must be committed to the principles of academic excellence".

It is essential however, to guard against giving certificates to our children rather than knowledge. It is further argued that any education policy which does not match the academic standards will condemn our students to a life of struggle and deprivation even in a changed South Africa.

Although there is no principle relating to the Colleges of Education, in the process of policy initiatives, provision was made for the constitution of College Councils in terms of promulgated regulations published on 1 March 1991 in the Government Notice No. 2 of 1991 on regulations governing College Councils in terms of the Education and Training Act No. 90 of 1979. It may be stated that the political situation in South Africa has led to most leaders in African Communities to express deepened desire for democracy in constitutional arrangements, democracy in education, democracy at work and other aspects of human life. The call for democracy, is necessitated by negative impact of the apartheid policies on, and which have so long dictated, the destiny of African people in South Africa. On the call for a democracy in Government arrangements and also Education, there seems to be a common voice among the leaders. The challenge now seems to be in the actual translation of the visions into visible realities.

The year 1990 saw the practical fruit of the Department's Policy initiatives announced in 1989. Among others, the following warrant mentioning here:-

- * Implementation of a modified organisational structure of the Education Department in the light of the Hartshorne Report (See Appendix 6).
- * Formulation of policy governing the involvement of the non-governmental organisations in education in this Region.
- * Establishment of Projects Committee for the purpose of improving the quality of Education in this Region.
- * With regard to Colleges of Education, constitution of College Councils in terms of promulgated regulations.

4.6. CONCLUSION

This research has revealed that there has been policy development in this region during the period 1978 - 1988. It seems this development may be seen to have four stages. During the first few years (1978 - 1980) of the inception of KaNgwane, there seems to have been active implementation of policies inherited from the Department of Education and Training. The period 1981 - 1985 represents a period of policy stagnation. It represents a negative period of policy development, which became more conspicuous especially during the next phase of development (1986 - 1988). It is particularly during this period that the Hartshorne Commission refers to as a period characterised by a serious lack of policy in KaNgwane.

CHAPTER 5

A DESCRIPTION OF RESEARCH METHOD AND THE
APPLICATION OF THE RESEARCH INSTRUMENTS

5.1 INTRODUCTION

The purpose of this chapter is to give a description of the method of research and the application of research instruments in the collection of data. Living and non-living sources were thus used. The non-living sources consisted of a study of literature on policies, education policies and research methods, with a view to gaining insight into the historical and theoretical background of the nature and function of education policies.

Although lack of research material on homeland education policies has been the main limiting factor in this project, the Hartshorne Report on education in KaNgwane published in 1988, served as the major source of reference on the educational policy development in this area. The policy and budget speeches of the Minister of Education and Culture,

especially the 1989/90 budget speeches, refer to a need for educational policy-making in KaNgwane.

With regard to the use of living sources, symbolic interactionism as a broad method of research was applied. This includes interviews and participant observation as a research technique in symbolic interactionism. Mailed questionnaires were used for data collection from college rectors, lecturers and students. The research tools will now be fully discussed.

5.2 A REPORT ON THE CONSTRUCTION AND THE USE OF QUESTIONNAIRES IN THIS RESEARCH

The advantages derived from the use of this research instrument cannot be sufficiently appraised. It is essential however, to cite Mouly's view (Ndlala, 1985:51) that it permits wide coverage with minimum effort, thus promoting greater validity of results and eliciting more candid and objective replies, because of its impersonal nature. It is important to reiterate the observation by Ndlala (1985:52) that most researchers who have advocated the use of a questionnaires as a research tool, have acknowledged that not all respondents are within reach in any

given target population. For similar considerations, questionnaires were used in this study.

Section 1.2 defines the target population and the sample colleges for this study.

This researcher is satisfied that the responses from the nine colleges of education are sufficient to yield results that are reasonably reliable for the interpretation of the collected data.

5.2.1 Items and the length of the questionnaires:

Two sets of questionnaires were constructed, refined and applied after approval. These were meant to be completed by the rectors and lecturers (Section A) and the students (Section B) of colleges of education. Appendices 1 & 2 show these two sets of questionnaires. The sets of questionnaires focussed mainly on the following items:

the availability and acceptability of policy at colleges of education, policies on recruitment and appointment, admissions, disciplinary action, maintenance of quality learning and academic standards, involvement of staff and students in

management, bursary and other related issues.

5.2.2 Response Set:

The classic form of response set, as described by Goode and Hatt (1952:322), was used. This was achieved by grouping together under a central theme different items which could be answered in the same way though with different implications (Ndlala, 1985:54). The format of the questionnaires was such that most of the items were answerable on a three-point scale i.e., Yes/No/Not sure; fair/not fair/not sure; very essential/essential/not essential, etcetera.

Other items needed the respondents' comments in addition to the closed questions. What has been said above may be stated differently as follows:

This researcher included open questions in each set of questionnaires to give an opportunity to each respondent to express his or her own views.

The students' set of questionnaire (Section B) contains some items with closed questions and others with open ended questions, which also allow for comments by the respondents.

Lack of time and financial means are chronic problems for most researchers. It was also impossible for this researcher to administer all these questionnaires personally (Ndlala 1985:56). For this reason, the help of research assistants was enlisted.

The research assistants administered some questionnaires and received them back after completion. This researcher also personally mailed others which were returned to him after completion directly.

5.2.3 The target population and the drawing of a sample:

The target group constituted the rectors, lecturers and students of colleges of education in the National States. Initially questionnaires were administered among the lecturers and students of colleges of education controlled by the KaNgwane Education

Department, as these were accessible to the researcher. It was however, considered desirable to make the test population as representative of the target population as possible. (Ndlala 1985:56). For this reason more questionnaires were thus sent to other colleges of education in the other National States as well.

Questionnaires were sent to at least two colleges per National State (See appendix 8). Data from these two participating colleges per State, was considered adequate to enable the researcher make reasonably fair conclusions about the findings of this study.

The responses to questionnaires are thus analysed and discussed in chapter six.

5.2.4 Some problems regarding the questionnaires used in this research:

Some colleges of education could not return the questionnaires even after repeated follow up reminders. The non-returns could be attributed to a number of factors.

- (i) In some cases it is likely to have been caused by difficulties in understanding some of the items, possibly, due to failure to satisfy the requirement of linguistic completeness (Mrwetyana 1983:117) and the principle of specification advocated by Lazarsfield in Goode and Hatt (1952:317). It was established that some respondents found some questions fairly difficult due to ambiguity. A few examples will be given here in support of the observation.

The meaning of "department" presented problems for some respondents. One respondent constructively commented as follows:

"There seems ... to be some confusion about the meaning of 'department', though most took it to mean the Department of Education at Head Office Others thought it to mean that students follow the policies laid down by each department of the college. e.g. Biblical Studies, Geography, English etc." (Rose, 1992:1). This is indicative of the difficulty encountered on this item.

Item 6 of the staff questionnaire reads as follows: "In your opinion, what causes students' failure at colleges of education?" This item presented a difficulty to some respondents as well. It is commented that "people did not know whether they should answer only regarding this college, or whether they should bring to bear their experiences and knowledge of other institutions" (Rose, op cit).

There may be other items in which some respondents found some difficulty of understanding.

(ii) Some colleges might have been sceptical about the purpose of the investigation. One institution, in particular, requested for more information regarding the project. Clarifications on issues such as the title of the research project, degree pursued and for which institution was requested.

After clarification of these matters, there emerged positive willingness to co-operate.

At the time of finalising the data analysis, the other college of Education in Gazankulu, to which questionnaires were sent had not yet returned them. The same applies to the only college of education in KwaNdebele.

Notwithstanding the above observations, the data collected through these questionnaires were however adequate to enable the researcher make reasonably fair conclusion about the findings emanating from this research.

5.3 THE USE OF INTERVIEWS IN PARTICIPANT OBSERVATION

Various authorities define an interview in different ways. In this section reference is made to some of their views. Mason and Bramble (Ndlala, 1985:57) define an interview as 'a verbal discussion conducted by one person with one another for the purpose of obtaining information'.

This researcher sees Bingham and Moore's definition (Ndlala, 1985:57) quoted in Sunberg et al (1983:99) as more acceptable. They define an interview as 'conversation with a purpose'. This definition is not loaded with implications for formal discourse,

which seems to be more fitting in a participant observation activity. In this research, interviews were conducted for similar considerations.

Various authors like Ary et al, Mouly, Mason and Bramble (Ndlala, 1985: 56 -57) and Haralambos (1989:507-8) draw a distinction between structured and unstructured interview in line with the nature of participant observation. This researcher used both structured and unstructured interviews. It was considered likely to obviate difficulties inherent in structured interviews. In the light of what has been said above, inspectors, principals, teachers, former students and those currently registered at colleges were interviewed on some aspect of college management, to determine how policy influences the functioning of colleges.

Findings from their responses are incorporated in the summary of findings in chapter 7.

5.4 EXPOSITION OF SYMBOLIC INTERACTIONISM

- 5.4.1 From the sources reviewed, there seems to be a difference of emphasis in the presentation of symbolic interactionism. Some refer to its focus

of attention, and others concentrate on its advantages or assumptions. It is, however, important to observe that most sources seem to agree that symbolic interactionism is a sociological view on education.

The notion that symbolic interactionism views society as a people interacting with one another, is not only held by Hewitt and Hewitt (1986:8), but also shared by Mercer and Covey (1980:66), who refer to this interaction as the actor-reactor relationship.

The above observation is amplified by Swift in Mercer and Covey (1980:71), according to whom the school is perceived as an arena for interacting personalities. Within the school, each member is seen to occupy a position or positions to which a number of roles are assigned. In the light of the above observation, Mercer and Covey (1980:66) perceive the concern of an interactionist as that of obtaining answers to the following questions:

How are students and their educators socialised into their respective school roles?

According to Ezewu (1983:18 - 20), as individuals interact in their groups and consequently in society, they behave according to statuses in a given system within the roles they are expected to play. This reflects the school as a social institution in which every member is engaged in an ongoing process of assessing others or of being assessed. Interactionists contend, therefore, that education is a symbolic activity in which participants constantly make gestures to which others react.

This researcher chose to use symbolic interactionism as a method of research for the same reasons as perceived by Wood (1983:16). According to him the interactionist approach enables the researcher to take part in the ordinary everyday life of the group under study.

Quite a number of scholars have applied this method of research in more or less related research. Most scholars refer to the studies conducted by Becker, Geer and Hughes (1968), contained in the publication "Making the Grade".

Among others the following have written extensively on interactionist research as a recognised sociological approach to the study of reality, including education: Wood (1983:1), Mercer and Covey (1980:66 - 68), Meltzer et al (1975:8), Cuff and Payne (1984:209).

For the formation of humanness, society is indispensable. It is assumed that an individual as a human being has an ability to imagine who and how he is, as well as how others feel about him or her. By means of symbols as stated above, an individual has the ability to behave in a particular way towards himself or herself. He may also anticipate how others may behave towards him or her. A human being is therefore an actor-reactor as there is an interaction between the subjective "I" and the objective "me".

The knowledge of the subjective "I" and the objective "me" enabled this researcher to approach the observation fairly objectively. This researcher was conscious of the fact that his subjects of research were also gaining certain impressions about him in the interaction.

Human beings construct their behaviour in the course of interaction:

According to Meltzer et al (1975:8), this proposition stresses the notion that "human beings are participants in creating their own destinies. The behaviour from the interaction may be unpredictable. It is a process of interpretation involving choosing and rejecting".

Actors' covert behaviour:

The point of departure in the understanding of human conduct is said to be a study of actors' covert behaviour. According to Mead in Meltzer et al (1975:8), a study of human behaviour should include even the unobservable actions of the human beings. It is sufficient to refer to the fact that, "it is only by gaining knowledge of the actors' perceptions and reactions to situations that an understanding of the action involved is achieved." (Reid 1986:32).

The importance of this view is stressed by Cuff and Payne (1980:205) in their assertion that it is desirable to get at people's meaning, at their definitions of situations and that their studies are often studies of interaction, in particular, in small

scale settings. e.g. a study of a mental hospital, a hospital ward, a classroom etc. This technique requires that details of action in particular contexts be given - the aim being a discovery of what is going on in a given situation, or how the people being studied see themselves and their setting. This technique concentrates on the undertaking of qualitative studies of particular cases (Cuff & Payne, 1980:206).

To give effect to participant observation in this study, this researcher:

- (1) enlisted the help of researcher assistants.

This consisted of college lecturers and other colleagues who were considered as neutral and acceptable to students (see acknowledgement). With this, it was hoped that students would be free to express their views on the questions asked about schooling and policies at colleges. It was found that students were open with the lecturers.

- (2) personally engaged himself in some way in collecting this data. Common questions

asked include those relating to the students' perceptions of authority, teaching, regulations, rules or policies. Some students were very open and were giving their views without reservations. A few preferred discussions than completion of the questionnaires.

Some lecturers and other colleagues assisted greatly in the collection of data through questionnaires and interview of the students from colleges. Some rectors of colleges of education outside KaNgwane assisted greatly on the collection of data as well.

(a) Some advantages in the use of participant observation:

The goal in participant observation is to describe, theorise about and understand the social world under study. According to Hewitt and Hewitt (1986:25), the most important advantage of this technique is that it brings the investigator closer to the particular social world. It is further contended that use of symbolic

interactionism is essential to show how the microscopic world of everyday life is connected to the larger more complex social arrangement.

Becker, Geer and Hughes (1968:209) acknowledge and typify this as the best method of data collection. By taking the role of others (e.g. students) one can gain insight into the ways students/people make sense of their situation.

According to Hewitt and Hewitt (1986:11),

- * this method of research is believed to give an image of human nature.
- * It is said that it provides a good account of the formation of behaviour, as people interact by its very emphasis, on symbols and meaning as the basis of human conduct.
- * It is believed that use of the participant observation technique exposes the researcher to first hand information regarding the theme under

discussion. This technique enables the researcher to perceive what could otherwise be difficult for the respondents to disclose.

(b) Some problems with participant observation:

- (i) Some researchers are highly critical of participant observation. They argue that this technique lacks reliability.

According to Haralambos and Heald (1988:506), there is no way of replicating a study of this nature and checking its findings. It is further contended that its procedures are not explicit, its observations are unsystematic and that its results are rarely quantified.

Whyte in Haralambos and Heald (1988:506) cites further inherent difficulties in the use of this

technique. To this effect he states that "since participant observation relies on the sensitivity, interpretative skills and personality of the observer, precise replication of studies using this method are difficult..."

As a result it is not possible to generalise from such studies. This observation is also espoused by Becker, Geer and Hughes in Cuff and Payne (1984:209).

(ii) Lack of trust of those the participant observer observed".

The presence of the participant observer is likely to influence the actions of those he observes. Consequently, results are likely to be unreliable.

Although there are possible shortcomings in the use of participant observation, such weaknesses may be minimized by the use of interviews and questionnaires. From the literature review,

it has been established that the weakness of symbolic intereactionism is compensated with the use of interviews and mailed questionnaires.

Interview of the students still at college revealed in most cases that they too tended to read between the lines as to what the researcher was looking for. They tended to respond on what they feel is not properly done by students, and avoid the wrongs done by lecturers or administration. With constant probing further into the issues they realised that more was needed from them. The tendency was to impress the researcher rather than alerting him on the irregularities. This constituted a threat on the reliability of the results. However, those former students were open with the researcher. They were able to talk about the strengths and the weaknesses of the policies at colleges. They also made positive suggestions. Questionnaires together with the above approach to this research compensated the weaknesses of symbolic interactionism.

To give effect to participant observation as a research technique in symbolic interactionism, this researcher constituted an organised observation of what goes on at colleges of education in KaNgwane, in the light of the definition of participant observation given by Becker and Geer (1968:76).

The following events were occasions for participant observation in my study:

Admissions; the students' view on college rules and the Department's regulations; the student's view of their academic programme, their attendance, campus cultures, their interaction with lecturers, students' extra curricular activities; the Department's interaction with the colleges, meetings with the SRC's and the student body; the treatment of grievances and class boycotts; the students' view on academic standards and other related matters.

Questions which aimed at probing into the nature and function of education policies included the following:

- * With regard to the academic programme; how do students view the selection of students for admission to the college programme?

How do they view admissions in terms of set criteria? How do they perceive attendance in relation to their performance (compulsory or optional)? How do they perceive assessment by lecturers?

- * With regard to the Departmental regulations and college rules: How do students perceive the application of these prescriptions? How do they perceive the roles of college authorities, departmental officials and the student's representatives (SRC)? How do they perceive the role of negotiations and demands? What is the students' view on disciplinary actions for committed offences?

- * With regard to college cultures: How do students perceive drunkenness, assaults, intimidation, class boycotts, and club activities?

- * With regard to academic staff:
How do they perceive their roles, the role of the administration, that of students, departmental regulations and policy in general? How do they view their teaching activities and administrative responsibilities? How do they view appointments, assessment and promotion of staff?

The section on the analysis and interpretation of data gives a picture as to the findings relating to the questions asked and events observed.

CHAPTER SIX

AN ANALYSIS AND THE INTERPRETATION OF DATA

INTRODUCTION

The purpose of this research was to analyse some aspects of the college activities with a view to establishing the nature and the functions of the education policies at colleges of education in the National States. In chapter one, the nature of the problem under investigation and the desirability of this research were discussed. The literature review in chapter two, the discussion of the origin and development of the educational policies in chapter three and four, provide the theoretical frame of reference for this project. A full exposition of the method of research, its instruments and their application were described in chapter five.

In chapter six, data from the questionnaires, interviews and from the participant observation is analysed and interpreted.

Before the tabular data is presented, it is necessary to restate the general assumption formulated in section 1.5. The general assumption is that: The educational policies at colleges of education in the National States in South Africa, do not empower the college authorities to be fully in charge of their institutions.

Data from the questionnaires is presented in a tabular form and briefly discussed. Data from the participant observation is analysed and interpreted according to sub-themes and is not tabulated.

Attempts were made in this section to determine the extent to which data from different tables support the retention or the rejection of the above assumption. Tables in section 6.2 contain the responses from the staff. Those in section 6.3 contain responses from the students.

The identities of the National States from which the responses were received, were concealed. These National States are thus represented by means of the letters A,B,C,D and E.

6.2 DATA FROM THE RECTORS AND THE LECTURERS'
QUESTIONNAIRES (SECTION A)

This section presents a discussion based on the data from the staff questionnaire. The responses from colleges of education of each National State were therefore combined together as responses from the respective States. The responses from Gazankulu, however, represent the responses from one college of education only. The questionnaires which were sent to the other college in Gazankulu, were never returned despite the follow-up reminders and subsequent promises regarding the return of the completed questionnaires. Giyani college of education is not controlled in the same way as the other colleges of the National States. It enjoys some measure of autonomy from the Gazankulu Education Department. Its participation in this research project is of absolute desirability to give responses from an autonomous college perspective.

DOES THE COLLEGE TO WHICH YOU ARE/WERE ATTACHED HAVE DEPARTMENTAL DIRECTIVES
ITEMS

[illegible]

TABLE 6.2.1

Does the college to which you are/were attached have departmental directives?

The majority (80,0%) of the respondents from D and those (72,72%) from B affirm that a policy on admission is available. Most (63,33%) respondents from C and half (50,0%) from E and A (51,35%) agree that there is a Departmental policy on admissions.

With regard to the mission statement, most (63,64%) respondents from B and 60% from D affirm that a mission statement on the training of teachers is available. Half (50,0%) the respondents from E share this observation as well. Less than half (46,67%) from C and a few (32,43%) from A agree that a mission statement is available.

The majority of the respondents from B (91,0%), from D (80,0%), from C (76,67%) and A (70,27%) affirm that rules and regulations on students are available. Less than half (40,0%) the respondents from E, maintain that there are rules and regulations. Very few respondents per National State claim that there are no rules and regulations. Responses to that effect, show that 40,0% of responses from E express uncertainty if rules and regulations are available.

With regard to the availability of Departmental directives on the maintenance of academic standards, most of the respondents in each of the National States, affirm that they are available. The above assertion is supported by the following responses on the availability of directives: D (72,0%), B (63,64%), C (63,33%), E (60,0%) and A (54,65%).

With regard to the code of practice for staff, most (63,64%) respondents from B agree that the code of practice for staff is available. More than half (56,67%) the respondents in C, less than half (40,0%) from D and E respectively also affirm this. A few (37,84%) from A acknowledge this. From this data there seems to be an indication that in most colleges, the code of practice for staff is not known.

With regard to control of colleges of education in the National State, the responses from D (68,0%) and C (56,67%) affirm that there are Departmental regulations. The responses from the rest of the National States however, show that there are doubts about knowledge of the existence of such regulation. This observation has serious implications for policy.

With regard to knowledge of subject priorities, almost all colleges except for those from D, express lack of uncertainty whether or not subject priorities and needs are made known. Most (60,0%) respondents from D affirm that these are published.

With regard to the appointment of staff to senior positions, the majority (76,0%) of responses from D, above half from B (54,54%) and A (51,35%) respectively, agrees that there are Departmental directives.

Almost all the respondents (80,0%) from E express uncertainty about existence.

In chapter one on the statement of the problem, reference was made to the lack of uniform college policies. The fact that some respondents claim that they are not sure, whether or not there are Departmental policies on these issues, and others affirm that there are directives, reveals that these directives are not applied uniformly.

In the light of this observation, the general assumption that educational policies at colleges of education do not empower the college authorities to be fully in charge of these institutions, should be maintained.

TABLE 6.2.2

LEVEL OF DEPARTMENT'S CONTROL OF COLLEGES
ITEMS

STATE	RESPONSES	COLLEGE ARE AUTONOMOUS		COLLEGES IMPLEMENT DEPARTMENTAL POLICIES		COLLEGE HAVE NO DEPARTMENTAL POLICIES TO FOLLOW		STUDENTS REJECT DEPARTMENTAL POLICIES		DEPARTMENT HAS CONFIDENCE FOR COLLEGE RECOMMENDATION	
		NO	%	NO	%	NO	%	NO	%	NO	%
A	Yes	6	16,22	24	64,86	4	10,81	25	67,57	14	37,84
	No	26	70,27	7	18,92	26	70,27	3	8,11	9	24,32
	Not sure	5	13,51	6	16,22	7	18,92	9	24,32	14	37,84
	TOTAL	37	100	37	100	37	100	37	100	37	100
B	Yes	4	18,18	14	63,64	6	27,27	4	18,18	6	27,27
	No	14	63,64	4	18,18	8	36,36	9	40,91	5	27,27
	Not sure	4	18,18	1	18,18	8	36,36	9	40,91	11	50
	TOTAL	22	100	22	100	22	100	22	100	22	100
C	Yes	4	13,13	17	56,67	4	13,33	24	80	7	28,33
	No	21	70	6	20	19	63,33	3	10	8	26,67
	Not sure	5	16,67	7	23,33	7	23,33	3	10	15	50
	TOTAL	30	100	30	100	30	100	30	100	30	100
D	Yes	4	16	19	76	5	20	11	44	10	40
	No	17	28	4	16	16	64	7	28	5	20
	Not sure	4	16	2	8	4	16	7	28	10	40
	TOTAL	25	100	25	100	25	100	25	100	25	100
E	Yes	6	60	1	10	1	10	2	20	6	60
	No	2	20	5	50	3	30	1	10	-	-
	Not sure	2	20	4	40	6	60	7	70	4	40
	TOTAL	10	100	10	100	10	100	10	100	10	100

TABLE 6.2.2

What role does the Department play in the control of Colleges?

This table shows the level of control of colleges of education by the Department.

From this table responses reveal that colleges are not autonomous. The majority of respondents from A (70,27%), C (70,0%), and most from B (63,64%) testify that colleges of education are not autonomous.

Most respondents from E (60,0%), however, agree that colleges are autonomous. This seems to be an authentic response since the responses from this National State come from Giyani college of education which is autonomous. As to the kind of autonomy colleges aspire for, more research is required since there seems to be a difference of understanding of the nature of the autonomy aspired for.

With regard to the implementation of the Departmental policies, it is revealed that most respondents from almost all the National States affirm that this is done. The responses that follow hereunder, support this observation: D (76,0%), A (64,86%) B (63,64%) and more than half from C (56,67%). The responses from colleges of education in E, reveal a different perception of what is meant by department. According to Rose (1992:1-2),

some thought a department means that of the college e.g. Biblical Studies, History etc. Others thought of an education department such as KwaZulu or Lebowa Education Department. The responses therefore, have been affected by the problem of interpretation.

Most of the responses from almost all the National States, reveal that there is agreement to the effect that colleges have the Departmental policies to follow.

The above assertion is supported by most of the respondents from A (70,27%), C (63,33%) and D (64,0%).

With regard to the respondents from E, most (60,0%) express uncertainty as to whether or not the college follows any Departmental policy. On the item regarding the acceptance of Departmental policies, most of the respondents from C (80,0%) and A (67,57%) negate that such policies are rejected. This suggests that the respondents are however conscious of the availability of policy. Less than half of the respondents from D (44,0%), affirm that students do not reject Departmental policies. The majority of the respondents from E (70,0%) are not sure if Departmental policies are rejected.

With regard to the acceptance of College recommendations, the

majority of the respondents from E (60.0%), affirm that they are accepted. This is likely to be so seeing that the respective College of Education from E is autonomous. The other institutions which are not autonomous, reveal that they are not sure if their recommendations are accepted.

What could be said now is that there might be some difficulties in the implementation of the Departmental regulations. In practice, the difficulty referred to is that sometimes communities overrule colleges when some regulations are to be implemented.

REACTION OF THE DEPARTMENT TOWARDS COLLEGE ISSUES

[illegible]

TABLE 6.2.3

How do you perceive the reaction of the Department towards the following?

Data from this table reveals that the majority of the respondents in each National State are of the opinion that Departments are not sensitive to staff shortage. Most of the respondents from E (70,0%), D (44,0%), C (56,67%), B (50,0%), and A (48,65%) confirm the observation as stated above.

The observation with regard to staff promotion reveals that most of the respondents from E (60,0%) and B (45,46%) affirm that Departments are indeed sensitive towards appointment of staff on promotion.

With regard to removal of staff by students most respondents from E (70,0%) claim that their Department remains non-committal. The responses from B (43,09%) and C (47,66%) support the above observation. The responses from A reveal that less than half (43,24%) of the respondents maintain that their Department is not sensitive to staff removal by students. On the other hand responses from B reveal that 45,46% observe that their Department is sensitive to the removal of staff by students.

staff by students.

With regard to the need for curriculum development, most of the responses from the National States reveal that there is agreement that such a need is recognised. The respondents from each National State support this observation in the following way:

More than half (51,3%) the respondents from A, close to half (45,46%) of those from B and few (44,0%) from D. The responses from C show that half (50,0%) the number of respondents claim that the Department remains non-committal.

With regard to the violation of policies by students, most of the respondents from E (60,0%) and less than half (46,67%) from C maintain that the Department remains non-committal. This is seen to suggest leniency against students' misbehaviour. On the other hand the respondents from B (50,05%) and D (52,0%) observe that Departments are sensitive. Less than half (45,93%) the respondents maintain that the Department is not sensitive to the violation of policy by students. On the other hand there seems to be sensitivity and promptness in responding to matters on violation of policy by staff.

Most of the responses from B (59,09%), C (46,66%) and E (90,0%)

reveal that the respondents hold a view that their respective Departments remain non-committal to the resolution of conflict. This means that Departments do not facilitate prompt resolution of conflict. Responses from A (51,35%) maintain that the Department is not sensitive. On the other hand responses from D (64,0%) assert that their respective Department is indeed sensitive to conflict resolution.

With regard to the issues affecting conditions of service for staff, respondents hold a view that Departments do not respond promptly. This assertion is supported by the responses given below: More than half (51,35%) from A and D (56,0%), close to half (46,67%), and a few (40,0%) from E maintain that Departments are not sensitive and as such do not respond promptly. Responses from B (40,9%) reveal that their Department remains non-committal.

With regard to staff recommendations, there seems to be a view that Departments are either not sensitive or they remain non-committal. Responses from A (45,95%), B (50,0%) and E (40,0%) support the observation that Department remain non-committal, while those from C (53,33%) maintain that Departments are not sensitive. Another 40% of those from E observe that Departments are sensitive.

Although responses reveal a negative picture with regard to the Departments' reaction to staff promotion, needs and improvement of conditions of services, in practice these matters are duly handled by personnel offices which deal with these on day-to-day basis.

With regard to removal of staff members for colleges to which Departments appeared to be non-committal or less sensitive, there is evidence from this research and practical experience that students have removed some lecturers from colleges in the National States A and D during the period 1989 - 1991 on the alleged grounds of incompetence and negative attitudes. There was, however, no investigation conducted by the Department in A to establish the fact of the matter, nor was there any public statement condemning the students' unacademic behaviour. In the opinion of the students their demand was justified.

On the other hand most of the respondents maintain that the Department is sensitive to the violation of Departmental regulations (policies) by staff members. This suggests that the Departments act drastically against staff but leniently against students for whatever misconduct.

In practice, staff members have always been found misbehaving but were never charged with misconduct in terms of existing staff code. This state of affairs has always made it impossible for any college head to deal with misconduct of staff and students. This observation justifies the need

for retention of the assumption that educational policies at colleges of education do not empower the colleges to be fully in control of these institutions.

TABLE 6.2.4

IN YOUR OPINION IS THERE A NEED FOR THE FOLLOWING?

[illegible]

TABLE 6.2.4

In your opinion is there a need for the following?

With regard to the need for departmental policy on colleges, the majority (70,0%) of the respondents from C, agree that this is very essential. More than half (60,0%) of those from D also concur that this is so.

The majority of the responses from B, show that above half (54,55%) of the respondents affirm that college policies are very essential. Although the responses from other institutions are spread between very essential and essential, they however constitute the view that policies are in fact essential. The responses from E also reveal that more than half (60,0%) agree that departmental policies on colleges are essential.

With regard to the objectives on teacher training, the responses from all the participating National States, reveal greater agreement that these are essential. From A, (72,97%) of the respondents regard existence of objectives as very essential. The responses to "essential" and "very essential", added together for each National State reveal that the majority of the respondents regard objectives in the training of teachers as essential. This assertion is supported by the responses from each National State as follows: From B (86,47%), C (76,67%), D (92,0%) and E (80,0%) for "very essential" and "essential" added together. What has been outlined above

reveals that the need for a clear policy statement on the numbers and the type of teachers to be trained, cannot be sufficiently motivated.

From this table most of the respondents from D (72,0%), B (63,64%), A (56,76%) and C (56,67%) regard uniform academic standards as very essential. The responses from E to "very essential" and "essential" added together reveal that (70,0%), support the view that the majority of the respondents regard uniform academic standards as essential. With regard to the need for policy on disciplinary action for misconduct very few respondents from A (10,81%) B, (4,55%), D (20,0%), C (30,0%) and E (30,0%) support this. The majority of the respondents in each National State agree that policy is essential.

With regard to the need for institutional rules and regulations, the majority (70,0%) of the respondents, do not consider institutional rules and regulations as necessary. However, the respondents from the rest of the National States reveal that rules and regulations are in fact necessary.

The majority (70,0%) of the respondents from E, most (63,64%) those from B, more than half (56,0%) and A (51,35%) regard autonomy on curriculum matters as necessary. The responses to "very essential" and "essential" from C added together support the expressed view above.

The college autonomy on the deployment of staff is regarded as very essential by the respondents from E (60,0%), A (67,5%) and B (50,0%). The above assertion is supported by the responses to very essential and essential added together from C (76,67%) and D (56,0%) respectively.

The most respondents from D (64,0%), more than half from B (54,55%), half from A (51,35%) and less than half from C (43,33%), regard existence of policy on intimidation and classboycotts as very essential. It is interesting to note, however, that most of the respondents support the need for existence of a policy to address the question of intimidation. This observation is contrary to that in Table 6.3.4 where more than half the number of respondents deny that intimidation is a serious cause for students' failure. In practice students do intimidate others. This response suggests that the respondents are conscious of the negative effects of intimidation.

TABLE 6.2.5

WHAT ARE COLLEGE ADMINISTRATORS LOOKING FOR WHEN RECRUITING COLLEGE LECTURERS?

ITEMS

STATE	RESPONSES	HIGH QUALIFICATION		EXPERIENCE		POTENTIALLY TO ASSIST POLICY DEVELOPMENT	
		NO	%	NO	%	NO	%
A	Very essential	21	56,76	16	43,24	13	35,14
	Essential	12	32,43	9	24,36	11	29,73
	Not at all	4	10,81	12	32,43	13	35,14
	TOTAL	37	100	37	100	37	100
B	Very essential	13	59,09	8	36,36	9	40,91
	Essential	4	18,18	11	50,00	7	31,82
	Not at all	5	22,73	3	13,64	6	27,27
	TOTAL	22	100	22	100	22	100
C	Very essential	15	50,00	11	36,67	11	36,67
	Essential	11	36,67	10	33,33	8	26,67
	Not at all	4	13,33	9	30,00	11	36,67
	TOTAL	30	100	30	100	30	100
D	Very essential	10	40	9	36	12	40
	Essential	11	44	11	44	9	36
	Not at all	4	16	5	20	4	16
	TOTAL	25	100	25	100	25	100
E	Very essential	7	70,00	5	50,00	7	70,00
	Essential	3	30,00	5	50,00	3	30,00
	Not at all	3	30,00	3	30,00	3	30,00
	TOTAL	10	100	10	100	10	100

TABLE 6.2.5

What are college administrators looking for when recruiting college lecturers?

Most (70,0%) of the respondents from E regard high qualifications as the most important requirement for appointment to the position of a lecturer at colleges. The responses to "very essential" and "essential" added together for each of the National State reveal that the majority of the respondents from A (89,19%), B (77,27%), C (86,67%) and D (80,0%) concur with those of E regarding the highest qualifications as the most important requirement for recruitment of college lecturers.

With regard to experience as an essential requirement the responses to "very essential" and "essential" from E, added together reveal that 100% of the respondents agree experience as an essential requirement for recruitment of college lecturers.

The above observation is also supported by the 80,0% from D, 70,0% from C, 86,36% from B and 67,56% from A. The potentiality to assist in policy development is regarded by 100% of the respondents from E as essential. The responses from D (76,0%), C (63,34%), B (72,73%) and A (64,87%) regard experience as an essential requirement for recruitment of college staff.

The responses reveal reality as it would be expected. It is normal practice to look for subject expertise for successful service at colleges.

Although experience does not seem to rate high, in practice colleges desperately need experienced lecturers. Qualifications, experience and subject expertise can be identified before appointment. College policies have to define appointment requirements for proper selection of staff. In practice, colleges have numerous inexperienced, though highly qualified teachers.

TABLE 6.2.6

CAUSES OF STUDENTS' FAILURE

[illegible]

TABLE 6.2.6

What causes students' failure at colleges of education?

This table (6.2.6) reveals the lecturers' perception of the causes of students' failure.

Most of the respondents (62,16%) from A attribute students' failure to lack of policy on students. The responses from B reveal that half (50,0%) the respondents do not regard lack of policy as a cause of students' failure. The other half (50,0%) regards it as a cause. This observation is also true of the respondents from Gazankulu, where 50,0% negates that lack of policy is a cause of students' failure, while the other half (50,0%) affirms that it is in fact a cause.

Most of the respondents (73,33%) from C and (60,0%) from D, regard lack of policy as a cause of students' failure. With regard to organised study hours, most respondents from each National State regard lack of organised study hours as a cause of students' failure. The following responses support the above assertion regarding this as a cause of students' failure: From A (51,35%), B (59,09%), C (63,33%), D (88,0%) and (60,0%) from E.

Most of the respondents (60,0%) from E do not regard lack of academic assessment as a cause of students' failure. The responses from B show that half (50,0%) regard lack of academic assessment as a cause while the other half (50,0%) does not regard it to be a cause.

The responses from the remaining National States agree that lack of academic assessment causes student's failure. The majority (75,67%) from A, (80,0%) from C and (74,0%) from D support the above assertion.

STAFF INVOLVEMENT AND OTHERS

[illegible]

TABLE 6.2.7

Staff involvement and others:

Table 6.2.7 shows the level of involvement of different structures in the management of colleges.

Most of the respondents from each National State show that

-- Heads--of Departments are greatly involved in college administration. The above observation is supported by the following responses which reveal great involvement. i.e. 75,68% from A, 72,73% from B, 63,33% from C, 60,0% from D and 90,0% from E.

With regard to the involvement of the Senior lecturers, half (50,0%) the number of the respondents from National State E affirm that they are greatly involved. The responses from the remaining National States reveal that there is little involvement of the senior lecturers i.e. Data from A (54,05%), B (54,55%), C (50,0%) and D (32,0%) support the above observation.

With regard to the involvement of lecturers, most of the respondents generally hold a view that there is little involvement of these people. More than half (54,05%) the

respondents from A observe that there is no involvement of lecturers in college administration. Less than half (40,0%) from E also reveal that there is no involvement of lecturers. Responses from B (54,55%), C (40,0%) and D (40,0%) show that there is little involvement of these officers.

With regard to the involvement of Vice-Rectors, most responses from almost all the National States show that they are greatly involved. The following data support the above view: From A (81,08%), C (66,67%), D (76,0%) and E (70,0%). The responses from B (43,33%) show that less than half the respondents agree that vice-rectors are greatly involved.

It is possible to find different leadership styles in some institutions ranging from little to great involvement of vice-rectors. Responses from the following states show great involvement of the Senior Heads of Department in college administration as seen from A (54,05%), B (68,19%), D (72,0%) and E (50,0%). Less than half (43,33%) of the respondents from C affirm this as well. The fact that few respondents affirm that Senior Heads of Departments are greatly involved, suggests that some respondents might not be aware of the existence of this post at their respective institutions.

With regard to the involvement of the SRC, less than half the respondents from each of the three National States reveal that they are greatly involved . i.e. A (37,84%), B (40,91%), and C (46,67%).

This may suggest that there is still reluctance among the administrations to greatly involve the SRC's due to a number of factors. Responses from the remaining two States reveal that SRC's are greatly involved.---Most respondents from D (72,0%), and C (70,0%) respectively support this observation.

With regard to the involvement of parents, most of the States affirm that parents are not involved in college management. This is revealed in the following responses where the majority of the respondents affirm this: B, (77,27%), C (56,67%) and E (70,0%). The responses from A (59,45%) and D (48,0%) show that parents are greatly involved. In some communities where management councils governing councils are still acceptable, respondents are likely to agree that parents are greatly involved. Where such structures are not acceptable the respondents are likely to deny that parents are involved.

FACTORS AFFECTING LEARNING AT COLLEGES

STATE	RESPONSES	LACK OF COMMITMENT FROM STUDENTS		CAMPUS ASSAULTS AND INTIMIDATION		DRUNKNESS		POOR ATTENDANCE	
		NO	%	NO	%	NO	%	NO	%
A	Very adversely	16	43,24	16	43,24	13	33,14	11	29,73
	Adversely	14	37,84	18	48,65	18	48,65	14	37,84
	Not at all	7	18,92	3	8,11	6	16,22	12	32,43
	TOTAL	37	100	37	100	37	100	37	100
B	Very adversely	11	50,0	4	18,18	8	36,36	6	27,27
	Adversely	3	13,64	8	36,36	13	59,09	7	31,82
	Not at all	8	36,36	10	45,56	1	4,55	9	40,91
	TOTAL	22	100	22	100	22	100	22	100
C	Very adversely	21	70,0	11	36,67	15	50,0	14	46,67
	Adversely	4	13,33	11	36,67	9	30,0	9	30,0
	Not at all	5	16,67	8	26,67	6	20,0	7	23,33
	TOTAL	30	100	30	100	30	100	30	100
D	Very adversely	18	72,	10	40	11	44	13	52
	Adversely	5	20	7	28	11	44	11	44
	Not at all	2	8	8	32	3	12	1	4
	TOTAL	25	100	25	100	25	100	25	100
E	Very adversely	4	40,0	1	10	2	20,0	1	10,0
	Adversely	2	20,0	4	40,	6	60,0	8	80,0
	Not at all	4	40,0	5	50	7	70,0	1	10,0
	TOTAL	10	100	10	100	10	100	10	100

TABLE 6.2.8

Which of the following affects the learning quality at colleges of education?

The majority (70,0%) of the respondents from C (70,0%) and D (72,0%) respectively, affirm that lack of commitment from students adversely affects learning at colleges of education. Half the number of those from B (50,0%), less than half from A (43,24%) and E (40,0%) respectively regard this as a factor.

Campus assaults and intimidation are regarded by most respondents as affecting learning at colleges. This observation can be supported by the following responses which reveal a high response confirming that they are indeed a factor: i.e. from A (91,89%), from B (54,54%), from C (73,34%) and from D (68,0%). On the other hand responses from E show that 50% agree that campus assaults and intimidation are a factor, and the remaining 50% negate this. This suggests that E does not necessarily perceive intimidation and assaults as factors that directly affect the learning process.

With regard to drunkenness, most responses reveal that drunkenness contributes towards effective learning at colleges. The following responses support the above observation: From A (83,79%), B (95,45%), C (80,0%), D (88,0%) and lastly E (60,0%).

With regard to poor attendance, there is similarly some agreement that it affects learning at colleges . The following data reveals this observation:

From A (67,57%), B (59,09%), C (76,67%), D (96,0%) and E (90,0%). The students' responses in table 6.3.4 on these aspects, show a different pattern altogether. While lecturers regard drunkenness, campus assaults and poor attendance as with negative effects, students do not regard them as such.

From the practice point of view, students have developed a culture which is not conducive to effective learning. There is outright defensive approach to this. This assertion supports the assumption that policies do not empower college authorities to be fully in charge.

TABLE 6.2.9

This table (6.2.9) shows the extent to which the improvement of academic quality depends on the improvement on some aspects of administration.

The majority of the respondents from A (75,68%), B (63,64%), C (73,33%), D (68,0%) and E (70,0%) regard the selection of students for admission as very essential for the improvement of academic quality at colleges of education. By implication, selection which is based on well considered criteria is of absolute importance. Application of a system of external examiners is to a certain extent regarded as essential by 86,49% of the respondents from A, 68,18% from B, 83,33% from C, 88,0% and D. On the contrary, the majority of the respondents from E (80,0%) claim that the system of external examiners is not necessary for the improvement of quality education.

With regard to the scheme of association with a university, it was revealed that most respondents regard this as essential. Responses to "essential" and "very essential" were added together and considered as adequate description for essential. In the light of this, the following obtains: Almost all (89,18%) respondents from A, B (77,28%), C (76,66%), D (100%) and E (80,0%) agree that the scheme of association with universities is essential for the improvement of quality education in the National States.

Most of the respondents from A (100,0%), B (95,45%), C (90,0%), D (100,0%) and E (80,0%) also agree that improvement on the current college curriculum may lead to the improvement of the academic quality at colleges of education.

With regard to autonomy in curriculum design, almost all the respondents from A (91,89%), B (86,36%), C (66,67%) and D (84,0%) affirm that this is essential. Contrary to this view, most (60,0%) of respondents from E hold a view that this is not essential.

The question of a need for firm policy is supported by almost all respondents from A (92,09%), that it is essential. The respondents from B (77,28%), C (86,67%), D (92,0%) and E (100,0%) support this observation.

Concerning a disciplinary action for intimidation, almost all the respondents from the different National States, see this as one of the ways. The majority from A (92,89%), B (87,17%), C (73,34%), D (84,0%) and E (70,0%) confirm the above view.

With regard to availability of policy on all aspects of college there is agreement that it is essential. This is confirmed by the responses from A (96,30%), B (68,18%), C (90,0%), D (84,0%) and (60,0%). It is important to conclude this section by stating that formulation of a firm education has better chances of creating a conducive educational atmosphere at colleges of education

STUDENTS ATTITUDE TOWARDS

STATE	RESPONSES	EXISTENCE OF RULES AND REGULATIONS		MAINTENANCE OF ACADEMIC STANDARDS		TESTS AND EXAMINATION		DISCIPLINARY ACTION	
		NO	%	NO	%	NO	%	NO	%
A	Accept	7	18,92	5	13,51	10	27,03	4	10,81
	Reject	30	81,08	32	81,49	27	72,97	33	89,19
	TOTAL	37	100	37	100	37	100	37	100
B	Accept	10	45,46	13	59,09	18	81,82	8	18,18
	Reject	12	54,55	9	40,91	4	18,18	14	63,64
	TOTAL	22	100	22	100	22	100	22	100
C	Accept	14	46,67	8	26,67	17	40,0	6	20,0
	Reject	16	53,33	22	73,33	18	60,0	21	80,0
	TOTAL	30	100	30	100	30	100	30	100
D	Accept	4	16	5	20	13	52	7	28
	Reject	21	84	20	80	17	48	18	72
	TOTAL	25	100	25	100	25	100	25	100
E	Accept	7	70,0	8	80,0	6	60,0	8	80,0
	Reject	3	30,0	2	20,0	4	40,0	2	20,0
	TOTAL	10	100	10	100	10	100	10	100

TABLE 6.2.10

What is your observation of the students' attitude towards the following?

From this table there is evidence that the students have a negative attitude towards rules and regulations.

The majority of the responses from most of the National States reveal that students reject rules and regulations. The responses from A (81,08%), B (54,55%), C (53,33%) and D (84,0%). On the other hand 70,0% of the respondents from E affirm that students accept rules and regulations.

With regard to the maintenance of academic standards, this table shows that most respondents from A (81,49%), C (73,33%) and D (80,0%) reject this. On the other hand, and B (59,09%) claim to accept maintenance of academic standards.

Although tests and examination are part of curricula, most respondents (72,97%) from A and C (60,0%) however, reject their application. The majority (81,82%) from B above a half (52,0%) from D and E (60,0%) claim that they accept tests and examinations.

Almost all respondents from A (89,19%), B (63,64%), C (80,0%) and D (72,0%) reject disciplinary action for misconduct. On the other hand the majority (80,0%) of the respondents from E maintain that they accept disciplinary action.

In previous sections to which students have responded in favour of rules, regulations and existence of policies, it is clear that in real practice, students have an inclination to reject policies and regulations that apply to them. This suggests----- that there are serious difficulties in the implementation of any policy at colleges due to this negative rejection.

TABLE 6.2.11

REASONS FOR REJECTION OF ALTERNATIVE/SUGGESTION FROM AUTHORITIES

STATE	RESPONSES	STUDENTS DECISION IS ALWAYS FINAL		PRESSURE FROM THE S.B.C.		PRESSURE FROM STUDENTS	
		NO	%	NO	%	NO	%
A	Agree	25	67,57	29	73,33	13	35,14
	Disagree	7	18,92	3	8,11	15	40,54
	Not sure	5	13,57	5	13,57	9	24,32
	TOTAL	37	100	37	100	37	100
B	Agree	3	13,64	2	9,09	17	72,73
	Disagree	12	54,55	6	27,27	1	4,55
	Not sure	7	31,82	14	63,64	4	18,18
	TOTAL	22	100	22	100	22	100
C	Agree	22	73,33	20	66,67	6	20,0
	Disagree	5	16,67	3	10,0	11	36,67
	Not sure	3	10,0	7	23,33	12	43,33
	TOTAL	30	100	30	100	30	100
D	Agree	12	40,0	15	60	16	61
	Disagree	8	30,0	2	8	3	12
	Not sure	5	20,0	8	32	6	24
	TOTAL	25	100	25	100	25	100
E	Agree	3	30,0	3	30,0	2	20,0
	Disagree	4	40,0	4	40,0	3	30,0
	Not sure	3	30,0	3	30,0	5	50,0
	TOTAL	10	100	10	100	10	100

TABLE 6.2.11

In your opinion, what do you consider to be the reason that often causes students to reject alternative suggestions from the administration?

Data from this table shows that most of all respondents from A (67,57%) and C (73,33%) hold a view that the major reason for the rejection of alternatives, emanates from the students' conviction that their decision is always final. Few respondents from D (40,0%) and E (30,0%) also affirm that this is the case. More than half (54,55%) the respondents from B, less than half (40,0%) from E and a few (32,0%) from D, negate the assertion that students reject alternative suggestions on account of their conviction that their decision is final.

Most of the respondents from the majority of the National States reveal that the rejection of alternative suggestion from the administration emanates from the pressure from the SRC. The responses from A (78,38%), C (66,67%) and D (60,0%) reveal the stated observation. The majority (63,64%) of the respondents from B however, reveals that they are not sure. It seems logical to conclude that this group seems to negate that pressure from the SRC is the cause of the rejection of alternative suggestions from the college administration. Responses from E (40,0%) negate that rejection of alternatives emanates from the SRC's pressure.

With regard to the students' pressure as the cause of rejection of alternative suggestions from the college authority, most (72,73%) respondents from B and D (64,0%) respectively affirm that this is so. Less than half (40,54%) the respondents from A, C (36,67%) and E (30,0%) disagree that rejection of alternative suggestion emanates from students' pressure.

The above responses show the amount of student power vested in the SRC. There seems to be serious policy problem at colleges of education. The students' power movement has permeated the students' cultures to the extent of influencing students negatively. Under such circumstances, education policies are likely to disempower college authorities.

TABLE 6.2.12

Table 6.2.12 shows the role of each structure on some administrative activities. This data reveals the following:

Most of the respondents agree that it is the duty of academic staff to design academic programme for their respective colleges. The majority of respondents from B (72,73%) and D (72,0%) as well as most of those from C (66.67%); more than half (54,05%) from A and half (50,0%) from E respectively, confirm this observation.

Most respondents also agree that maintenance of academic standards is the responsibility of academic staff. Evidence from the following responses confirms this observation: Most of the respondents from B (63,64%), D (64,0%) and E (60,0%) hold this view.

More than half (59,46%) the respondents from A and half (50,0%) of those from C respectively share the above observation.

With regard to the selection of students for admission, most respondents agree that it is the duty of academic staff .

Responses from A (62,16%), B (68,18%), D (64,0%) and E (60,0%) confirm this. On the other hand, close to half (46,67%) the respondents maintain that it is the responsibility of the Department. From the open-ended items, some respondents raised the problem of bribery at colleges of education and expressed as a major reason for their strong desire to participate in committees dealing with admissions. The formulation of college dealing with admissions. The formulation of college policy (rules) is understood by the majority to be the responsibility of the academic staff. Almost all (81,82%) the respondents from B (81,82%), the majority from C (77,67%), from D (60,0%) respectively, and half from E (50,0%) are in agreement with those holding this view. Respondents from A seem to reveal uncertainty as to the area of responsibility of the Council, academic staff and the Department.

Concerning the dismissal of lecturers by the students, there seems to be uncertainty as to whose authority it is to deal with dismissal of staff. Responses from A (51,35%) and those from B (54,55%) recognise the council as the structure with a mandate to deal with students who are inclined to demand for dismissal of lecturers. In some cases the Department is also recognised to have co-authority to deal with dismissal of lecturers by students. Responses from C (40,0%) and E (40,0%) show recognition of the Department highlighted above.

Only respondents from D (72,0%) regard the academic staff as responsible for dealing with interruption of academic programmes. Otherwise most of the respondents recognise the authority of the council in particular. Half the respondents from E (50,0%), less than half from B (45,46%) respectively, and from A (43,24%), support the observation made in this aspect as well. The Department is seen to be co-authority of the council on matters of dealing with interruption. In the light of what has been said just now responses from A (43,24%), B (40,90%), and C (43,33%) share the view that the Department has jurisdiction over the said matter in addition to the recognition of council authority. It may be said that in most cases the role of college council is unknown to or rejected by college academics. This is more so because in some communities where college councils were labelled as instruments of apartheid regime, and consequently rejected, respondents do not recognise their authority. In other communities where councils are still accepted as part of the community structures concerned with education, their authority is recognised.

The formulation of education policy is regarded mainly as the responsibility of the following structures according to the responses from the respective States. Respondents from B (63,64%) and (45,95%) from A, recognise that it is the councils' responsibility to formulate education policies. Responses from D reveal that academic staff (40,0%) share this responsibility with the Department (40,0%). Responses from E (40,0%) show that academic staff are responsible for this.

With regard to the maintenance of examination standards, most of the respondents from A (62,16%) regard maintenance of examination standards as the responsibility of the academic staff. Responses from B (40,91%) and D (56,0%) also share the same view. On the other hand responses from E (60,0%) and C (43,33%) recognise the authority of the Department in this regard.

Although responses reveal that the authority of the council and that of the Department is recognised on matters such as admissions, examinations, disciplinary action and policies on academic standards, in practice students do not accept maintenance of academic and examination standards. They even challenge examination results, maintaining that they are re unfair especially when they have failed. It should be recalled that responses to the reasons for students' failure, were discussed earlier. It was found that students do not accept failure as being caused by ineffective study other than being failed by their lecturers.

Although admission is seen as the responsibility of academic staff, in reality communities put tremendous pressure on the institutions through the Department. Admission of students has thus become a political issue. Communities especially in KaNgwane have lately adopted an approach of seeking mass admission. This has thus serious implications for utilisation of resources and management as well.

The disparities observed on policy matters in the colleges of education have serious management implications, and this endorses the assumption that education policies in the National States, do not empower college authorities to be fully in charge of their institutions.

The nature of responses from C reveals that there is uncertainty as to whose responsibility it is to formulate education policies. This may be attributed to a number of factors such as the labelling spoken about earlier.

The nature of the responses from E may imply that there is strong value attached to the authority of academic staff. The status of the institution as autonomous, seems to reveal that there is some relationship between the autonomy of an institution and the authority possessed by its staff members. Academics from autonomous institutions such as Giyani and others affiliated to universities recognise the capabilities they have in the formulation of policies rather than relying on councils and departments to perform such a task.

TABLE 6.2.13

LACK OF POLICY AT COLLEGES OF EDUCATION

STATE	RESPONSES	HAMPERS ACHIEVEMENT A GOAL		CAUSES STUDENTS TO REJECT DISCIPLINE		LEADS TO CONFLICT OF INTEREST		CAUSES STUDENTS TO DEFY COLLEGE AUTHORITIES		ENCOURAGES STUDENTS TO CHALLENGE EXAMINATION	
		NO	%	NO	%	NO	%	NO	%	NO	%
A	Yes	27	73,97	15	40,54	18	48,65	16	43,24	22	59,46
	No	10	27,03	22	59,46	19	51,35	21	56,76	15	40,54
	TOTAL	37	100	37	100	37	100	37	100	37	100
B	Yes	12	54,55	13	59,09	11	50,00	14	63,64	15	68,18
	No	10	45,45	9	40,91	11	50,00	8	36,36	7	31,82
	TOTAL	22	100	22	100	22	100	22	100	22	100
C	Yes	18	60,0	16	53,33	12	40,0	21	70,0	18	60,0
	No	12	40,0	14	46,67	18	60,0	9	30,0	12	40,0
	TOTAL	30	100	30	100	30	100	30	100	30	100
D	Yes	19	72	17	68	15	60	16	64	13	52
	No	7	28	8	32	10	40	14	56	12	48
	TOTAL	26	100	25	100	25	100	30	100	25	100
E	Yes	4	40	7	70	5	50	6	60	7	70
	No	6	60	3	30	5	50	4	40	3	30
	TOTAL	10	100	10	100	10	100	10	100	10	100

TABLE 6.2.13

Effects of lack of policy at colleges.

This table shows that most respondents from A (73,97%), B (54,55%), C (60,0%) and D (72,0%) affirm that lack of policy hampers achievement of academic goals.

Contrary to the above observation, most (60,0%) respondents from E negate that lack of policy hampers the achievement of academic goals.

With regard to the cause of students to reject discipline, most (70,0%) respondents from E, D (68,0%) and B (59,09%) affirm that lack of policy causes rejection of discipline. Other respondents however do not regard this as a cause. The above observation can be supported by the responses from A (59,46%).

Lack of policy leads to conflict of interest among the students and the administration. Conflict of interest usually reveals itself in the students' intent to gain their political power, while the administration wishes to achieve the academic goals through the students.

There seems to be a balance of perception regarding the effect

of lack of interest. While 50% of the respondents from E, affirm that lack of policy leads to conflict of interest, the other 50% negates this. The same pattern of responses is obtaining in C as well. Most of the respondents from C (60,0%) negate that conflict of interest is caused by lack of policy. It is important to note that half the respondents from A (52,35%) also negate that as well. Most respondents from D (60,0%) affirm that conflict of interest is caused by lack of policy.

The majority of the respondents admit that lack of policy causes students to defy college authorities. This is evident from the following responses where most of the respondents affirm that most respondents from B (63,64%), C (70,0%), D (64,0%) and E (60,0%) support this observation. More than half (56,76%) the respondents from A do however negate the observation that students defy college authorities due to lack of college policy.

With regard to the examination results, most respondents from E (70,0%) C (60,0%), C (68,18%), A (59,46%) and D (52,0%) agree that lack of policy at colleges encourages students to challenge examination results.

In practice, students do in one way or another defy authority, challenged examination results and rejected disciplinary action. It may be contended that , not because of lack of policy in all these aspects.

Colleges of education do have policies issued by the Department of Education and Training.

With regard to a disciplinary action, it may be that they wish to be involved when such a decision is taken. Students are inclined to stage classboycotts as a way of expressing their grievances and as a condition for their demands to be met. This suggests the effect of conflict of interest and not lack of policy. This has implication for policy formulation discussed in chapter two, especially with regard to the need for consultation.

6.3 DATA FROM STUDENTS' QUESTIONNAIRE

SECTION B

TABLE 6.3.1

DOES THE COLLEGE TO WHICH YOU ARE ATTACHED HAVE THE FOLLOWING

ITEMS:

STATE	RESPONSES	POLICY ON ADMISSION		A MISSION STATEMENT ON TRAINING OF TEACHERS		RULES AND REGULATIONS ON STUDENTS CONDUCT		MAINTENANCE OF ACADEMIC STANDARD	
		NO.	%	NO.	%	NO.	%	NO.	%
A	Yes	123	61,5	53	26,5	180	90	89	44
	No	18	9,0	38	19,0	8	4	15	7,
	Not sure	59	29,5	109	54,5	12	6	96	48,
	TOTAL	200	100	200	100	300	100	200	100
B	Yes	25	50	23	46	33	66	8	16
	No	12	24	15	30	17	34	25	50
	Not sure	13	26	17	34	7	14	17	30
	TOTAL	50	100	50	100	50	100	50	100
C	Yes	40	50,0	41	53,75	60	67,5	47	58,
	No	36	45,0	12	15,0	20	25,0	21	26,
	Not sure	4	5,0	25	31,25	10	12,5	12	15,
	TOTAL	80	100	80	100	80	100	80	100
D	Yes	20	10,00	18	30	31	57,67	26	43,
	No	28	46,67	31	51,67	11	18,33	23	38,
	Not sure	12	33,33	11	18,33	18	30,0	11	18,
	TOTAL	60	100	60	100	60	100	60	100
E	Yes	20	84,00	20	80,00	15	60,00	12	48,0
	No	4	10,00	3	12,00	6	24,00	0	0
	Not sure	1	6,00	7	3,00	3	16,00	13	52,
	TOTAL	25	100	25	100	25	100	25	100

DATA FROM STUDENTS' QUESTIONNAIRE (SECTION B)

TABLE 6.3.1

This table shows the responses of students according to the National States.

The majority (90,0%) of the respondents from colleges of education from A, agree that rules and regulations are available. This observation is supported by the responses from other colleges as indicated. Most (66,0%) respondents from B, (62,5%) and E (60,0%) affirm availability of the rules and regulations. The responses from D show that above half (51,67%) the number of respondents agree also that rules and regulations are available.

With regard to policy on admission the majority (84,0%) of the respondents from E and most (61,5%) of those from A agree that it is available. Half (50,0%) the responses from C concur with those (50,0%) from B that admissions policy is available. Less than half (33,33%) the respondents from D also agree that the policy on admission is available.

With regard to a mission statement on the training of teachers the majority of the respondents from E (80,0%) agree that this is available. The respondents from C (53,75%) also affirm that a mission statement is available.

The responses from B show that less than half (46,0%) of the respondents know of the availability of a mission statement on the training of teachers. Less than half (30,0%) the respondents from D agree that a mission statement is available. This view is also supported by the 26,5% respondents from A.

Based on the observation above, it may be deduced that the high responses from E could be attributed to the fact that the one college from which these respondents were drawn, is a new institution. As a new institution it started with an own mission statement and new objectives and procedures. The students were therefore also clear as to what a mission statement is. Colleges of education from C seem to have the advantage of long existence. The mission statement might have evolved through the ages.

Where the responses are low, it may be attributed to the fact that there might be no properly articulated mission statement.

With regard to maintenance of academic standards, more than half (58,75%) the respondents agree that academic standards are maintained at colleges. The respondents in each of the following states agree that academic standards are maintained. In each case less than half the number of respondents affirm this: From A (44,5%), D (43,33%) and E (48,0%).

On the other hand half (50,0%) the number of respondents from B negate that academic standards are maintained. More than half (52,0%) from E state that they are not sure.

TABLE 6.3.2

WHY DID YOU PREFER TO BE REGISTERED AT THIS COLLEGE
ITEMS

STATE	RESPONSES	POLICY ON ADMISSION THERE IS FIRM POLICY		POLICY IS NEGOTIABLE		POLICY IS NOT EXISTING		POLICY IS AMENDED FROM TIME TO TIME		MORE ACADEMIC FREEDOM ALLOWED		MORE POLITICAL FREEDOM ALLOWED	
		NO	%	NO	%	NO	%	NO	%	NO	%	NO	%
A	Yes	127	65,5	66	33,0	15	7,5	112	56,0	87	43,5	47	23,0
	No	26	13,0	67	33,5	125	62,0	50	25,0	67	33,5	100	50,0
	No specific	47	23,5	67	33,5	61	30,5	38	19,0	46	23,0	23	26,0
	TOTAL	200	100	200	100	200	100	200	100	200	100	200	100
B	Yes	27	54	35	70	27	54	17	34	32	62	32	64
	No	20	40	13	26	22	44	21	42	12	24	10	20
	No specific	3	6	2	4	1	2	12	24	7	14	8	16
	TOTAL	50	100	50	100	50	100	50	100	50	100	50	100
C	Yes	48	60,0	43	53,75	37	46,25	41	51,25	34	42,5	26	32,50
	No	21	26,25	30	37,50	41	51,25	28	35	24	30,0	34	42,50
	No specific	11	13,75	7	8,75	2	2,50	11	13,75	22	27,50	20	25,0
	TOTAL	80	100	80	100	80	100	80	100	80	100	80	100
D	Yes	36	60	30	50	33	55	29	48,33	39	65	30	50
	No	23	38,33	23	38,33	25	41,67	21	35	11	18,33	25	41,62
	No specific	01	1,67	7	11,67	2	3,33	10	16,67	10	16,67	05	8,33
	TOTAL	50	100	50	100	50	100	50	100	50	100	50	100
E	Yes	10	40	13	52	3	12	12	48	18	72	20	80
	No	5	10	4	16	15	60	4	16	2	8	3	12
	No specific	10	40	8	32	7	28	9	36	5	20	2	8
	TOTAL	25	100	25	100	25	100	25	100	25	100	25	100

TABLE 6.3.2

This table shows students' responses regarding their preference of the institutions to which they are admitted.

Most of the respondents (63,5%) from the colleges from A affirm that they preferred admission to their respective institutions on the grounds of their belief that there is a firm policy.

Responses to this item reveal also that most of the respondents (60,0%) from C concur with those from D that they preferred admission to their respective institutions for the same reasons raised by the respondents from Colleges from A. More than half (54,0%) the respondents from B reveal the same reason as the other institutions in the other states.

Less than half (40,0%) the number of respondents from E associate their preference to admission with existence of a firm policy.

Most responses are found under the headings "no" or "not sure". This may suggest that students who applied for admission to these institutions are clear that their preference is not associated with existence of any policy. This is likely to be true of Giyani college which has just been started.

With regard to the item that policy is negotiated, most respondents (70,0%) from colleges from B agree that their preference of certain institutions is associated with the negotiable nature of the policy. More than half the respondents from C (53,75%) and E (52,0%) respectively reveal this observation.

Less than half (33,0%) the respondents agree that their preference is associated with existence of a negotiable policy. This, by implication, shows that this may not be the only reason for their preference.

With regard to the item that policy is amendable from time to time, more than half (56,0%) the number of respondents from colleges from B and C (51,25%) respectively, attributed their preference for admission to these institutions to the amendable nature of the policy. However, less than half (48,53%) the number of the respondents from D concur with those (48,0%) from E that their preference has also been motivated by the above reason.

With regard to the item that more academic freedom is allowed, the majority (72,0%) of the respondents from E, most (65,0%) from D and (62,0%) respectively affirm that they preferred their respective institutions for the said reason.

Less than half (43,5%) the number of respondents from A also share the same reason. It seems true that other reasons are also recognised. This point may be supported by the less number of respondents in favour of this item.

With regard to the item that political freedom is allowed, the majority (80,0%) of the respondents from E, most (64,0%) from B and half (50,0%) from D respectively affirm that their preference is associated with existence of political freedom in the institutions to which they have been admitted.

Few respondents (32,50%) from C and very few (23,0%) from A refer to existence of political freedom as the reason for their preference for admission to their respective institutions. This low response in favour of this item suggests that other reasons do exist other than this.

TABLE 6.3.3

This table shows the level of importance and necessity of policy with regard to some aspects of the administration.

The majority (65,0%) of the respondents from C and A (61,5%) more than half (55,0%) from D and slightly above the half (52,0%) in E respectively support the need for a policy regarding the college functioning.

Although less than half (48,0%) of the respondents from B support the view that policy is very essential, they nevertheless represent the majority of those who support the view.

With regard to the need for policy on the objectives in the training of teachers, most (61,5%) of the respondents from the colleges in A and those (62,5%) from colleges from C, and slightly above half (52,0%) of those from E agree that policy is very essential.

With regard to maintenance of academic standards, the majority (66,0%) of the respondents from A and those (64,0%) from E acknowledge that this is very essential. Respondents from C (56,25%) D (51,67%) and B (46,6%) support the necessity of maintenance of academic standards.

With regard to the need for disciplinary action for misconduct most respondents from colleges from B (60,0%) affirm that this is essential. More than half respondents from D (56,67%) and half of those from A (50,0%) support the view that a disciplinary action is desirable for misconduct. Although less than half the respondents from E (48,0%) acknowledge that disciplinary action is necessary, this low response is compensated by the additional 32,0% on top of 48,0% support.

With regard to the policy on study bursary, the majority of the respondents from E (72,0%) and most of those from A (65,0%) support that policy is essential.

The total responses ranging from essential to very essential reveal that majority of the respondents from B (80,0%), C (85,0%) and D (91,67%) support the view that there should be a policy on study bursary.

With regard to the need for uniform policy on admission, most respondents from the colleges from C (61,25%) support a need for uniform policy on admission. The total responses ranging from essential to very essential reveal that all (100%) of the respondents from B regard policy as desirable. Most from D (66,67%) and from E (68,0%) respectively as well as from B (56,0%) support that uniform policy is essential.

On the need for uniform policy on students' conduct, less than half the respondents from B(48,0%), from E (44,0%), from C (31,35%) and from A (31,5%), affirm that this is essential.

With regard to a need for a policy on intimidation, more than half the respondents from A (55,5%) do not see a need for a policy on this subject. More than half the respondents from D (56,67%) and C (55,0%) respectively support that a policy on intimidation is very essential. Less than half respondents from B (40,0%) support this view as well.

With regard to drunkenness and assaults, half the respondents from A (51,5%) negate the need for a policy on drunkenness. Half the respondents from E (52,0%) and B respectively express support on the need for a policy on this subject.

Although some students seem to concur on the importance of policy with regard to most of the issues above, there seems to be a defensive stance on the necessity of policy for the control of drunkenness and intimidation. In practice students actually like to practice intimidation and also to consume as much liquor as possible to get drunk in the name of their freedom. It is these issues which are responsible for creating policy problem at colleges of education in the National States.

TABLE 6.3.4

IN YOUR OPINION WHAT CAUSES STUDENTS' FAILURE AT YOUR INSTITUTION?

ITEMS

[illegible]

TABLE 6.3.4

This table reveals the following: Most respondents from D (63,33%) regard drunkenness as the serious cause of students' failure. However, most respondents from the other States do not regard drunkenness as the serious cause. This assertion is supported by the majority of the respondents from E (72,0%), more than half from C (53,0%) and A (52,5%) respectively, and less than half from B (42,0%).

Most of the respondents from E (60,0%) regard lack of proper academic assessment procedures as the main cause of students' failure. This is supported by half the number of respondents from D (50,0%) and less than half from A (43,0%).

More than half the respondents from A (56,5%) regard taking of many courses as the serious cause of students' failure. This is supported by close to half the number of respondents from C (47,5%) and from D (46,67%) respectively.

The above claim is however negated by most respondents from E (64,0%).

Above half the number of respondents from D (53,33%)

regard interruption of the academic programme by classboycotts as the serious cause of students' failure. This is supported by half of respondents from A (50,0%).

The majority of the respondents from E (80,0%) regard this as not a cause. More than half the respondents from B (58,0%) share the same perception held by E.

Lack of organised study hours is regarded by most from E (60,0%) as the common cause. From this response, it is heartening to note that priority is given to study. It is not surprising to note however, that the respondents from the other states do not regard the above as a serious cause for students' failure. This perception may be attributed to the loss of learning culture. The following responses confirm the above observation:

Half the respondents from C (50,0%) and A (53,0%) respectively, less than half from D (43,33%) and B (42,0%) respectively regard lack of organised study hours as not a cause for students' failure.

Most of the respondents from the National States regard lack of firm policy as not a cause for students' failure. The responses hereunder give support to the above assertion:

Most respondents from E (60,0%), more than half from C (57,5%) and A (53,0%) respectively, support the above view.

Less than half the respondents from D (43,33%) and B (42,0%) respectively do not regard lack of policy on attendance as a cause.

With regard to intimidation as a cause for students' failure, most of the respondents deny that it is a cause. The majority of the respondents from E (80,0%), most respondents from C (61,25%) and more than half from A (55,5%). Less than half from D (38,33%) and B (30,0%) respectively do not regard intimidation as a cause.

Close to half the respondents from B (46,0%) regard lack of seriousness in studies as a serious cause for students' failure. This is supported by 41,67% of the respondents from D.

With regard to ineffective teaching, half the respondents from C (51,67%) regard this as a common cause, while close to a half of the respondents from A (47,5%) and less than half from C (40,75%) respectively, regard this as a serious cause.

Close to half the respondents from B (48,0%) and E (48,0%) respectively share the same perception that ineffective teaching is not a cause of the students' failure. This may imply that teaching at these is effective and can therefore not be regarded as a cause for students' failure. It may also be that other factors are more serious than ineffective teaching.

With regard to intimidation, drunkenness and lack of organised study hours, the responses show a very unrealistic picture. In practice as said before, students reject any policy-oriented aspect. The assumption still holds that policies at colleges of education do not empower college authorities to be fully in charge of their colleges during this era of volatile political climate in the country.

TABLE 6.35

WHAT HINDERS THE FOLLOWING
ITEMS

STATE	RESPONSES	MAINTENANCE OF ACADEMIC STANDARDS		ACHIEVEMENT OF ACADEMIC GOALS		PROMOTION OF PROFESSIONALISM	
		NO.	%	NO.	%	NO.	%
A	Rejection by students	63	31,5	19	9,5	41	20,
	Poor attendance	91	45,5	40	20,0	60	30,0
	Interruption by boycotts	33	16,5	72	36,0	28	14,
	Ineffective teaching	13	6,5	69	34,5	71	35,
	TOTAL	200	100	200	100	200	100
B	Rejection by students	18	36,	15	30	13	20,
	Poor attendance	14	28	12	24	15	30,
	Interruption by boycotts	6	12	18	36	9	18,
	Ineffective teaching	12	24	5	10	13	26,
	TOTAL	50	100	50	100	50	100
C	Rejection by students	40	50,0	32	40,0	43	53,
	Poor attendance	12	15,0	14	17,50	15	18
	Interruption by boycotts	18	22,5	10	12,50	12	15,
	Ineffective teaching	10	12,5	24	30,0	10	12,
	TOTAL	80	100	80	100	80	100
D	Rejection by students	19	31,67	22	36,67	26	43,
	Poor attendance	11	18,33	12	20,	16	26,
	Interruption by boycotts	21	35,0	16	26,67	7	11,6
	Ineffective teaching	9	15	10	16,67	11	18,3
	TOTAL	60	100	60	100	60	100
E	Rejection by students	15	60	8	32	0	0
	Poor attendance	5	20	0	0	8	32
	Interruption by boycotts	2	8	0	-	0	-
	Ineffective teaching	3	12	17	68	17	68
	TOTAL	25	100	25	100	25	100

TABLE 6.3.5

With regard to the maintenance of academic standards, most respondents from E (60,0%) and half of those from D (50,0%) regard rejection of staff by students as the main variable. Less than half the respondents of each of the remaining states regards the above variable as the main factor, viz A (31,5%), B (36,0%) and D (31,67%).

Poor attendance is regarded by 45,5% of the respondents from A as a variable in hindering maintenance of academic standards. From the other states there is little evidence that the above variable is the main factor. Interruption of classes by classboycotts is regarded by 35,0% respondents from D as a factor. From the respondents of other states there is thus no strong evidence.

Most respondents from E (68,0%) affirm that ineffective teaching hinders achievement of academic goals. This view is supported to a certain extent by less than half respondents from A (34,5%) and from C (30,0%) respectively.

Rejection of staff is regarded as a factor here. This is supported by 40,0% of the respondents from C, 32,0% from E, 36,67% from D and 30,0% from B.

Promotion of professionalism is perceived to be hindered by rejection of staff by students. This fact is recognised by 53,75% respondents from C and 43,33% from D. However, most respondents from E (68,0%) regard ineffective teaching as the main variable. This is supported by the 35,5% of the respondents from A.

Poor attendance is also regarded as one of the hindering factors. This point is recognised by 32,0% of the respondents from E, 30,0% from B and 33,0% from A.

From this discussion, it seems advisable to regard effective teaching and consistent attendance as part of the learning situation. They tend to influence each other. Classboycotts and rejection of lecturers could be regarded as unforeseen issues. In practice, where the policy is clear, there are better chances of realising the set objectives.

Ineffective teaching as a factor in hindering achievement of institutional academic goals, has been recognised by the respondents to the open-ended questions according to which the respondents asserted that lecturers do not prepare for their lessons.

TABLE 6.3.6

WHAT POSITION DO YOU HOLD OR HAVE YOU EVER HELD IN THE COMMITTEE?

STATE	RESPONSES	CHAIRMAN		VICE-CHAIRMAN		SECRETARY		VICE-SECRETARY		TREASURER		JUST PARTICIPANT		ACTIVE SUPPORTER	
		NO	%	NO	%	NO	%	NO	%	NO	%	NO	%	NO	%
A	SRC	5	2,5	2	1,0	8	4,0	3	1,5	7	3,5	31	15,5	85	42
	SCM	4	2,0	8	4,0	3	1,5	4	2,0	4	2,0	22	11,5	105	53,5
	Drama	3	1,5	0	0	3	1,5	0	0	8	4,0	9	4,5	41	20,5
	Music	6	3,0	2	1,0	0	0	1	0,5	2	1,0	27	54	120	60
	Debate	2	1,0	0	0	3	1,5	2	1,0	0	0	12	13,5	63	31,5
B	SRC	0	0	13	26,6	6	12	8	16	11	22	18	36	15	30
	SCM	0	0	15	30	18	36	12	24	2	4	13	26	28	40
	Drama committee	5	10	12	24	6	12	7	14	7	14	5	10	15	10
	Music	7	14	6	12	11	22	13	26	15	30	8	16	17	34
	Debate	3	6	4	8	9	18	10	20	15	30	6	12	14	28
C	SRC	10	12,5	15	18,75	25	31,25	13	16,25	14	17,5	10	12,5	25	31,25
	SCM	10	12,5	10	12,5	8	10	18	22,5	10	12,5	12	15	11	13
	Drama	15	18,75	25	31,25	15	18,75	16	20	12	15	21	26,25	14	17
	Music	25	31,25	10	12,5	13	16,25	9	11,25	10	12,5	21	26,25	20	25
	Debate	20	25	10	12,5	19	23,75	21	26,25	14	17,5	14	17,5	10	12,5
D	SRC	8	13,33	10	16,67	16	26,67	7	11,67	5	8,33	8	13,33	15	25
	SCM	9	15	8	13,33	8	13,33	13	21,67	13	21,67	14	23,33	5	8,33
	Drama	13	21,67	12	20	13	21,67	20	33,33	12	20,67	20	33,33	20	33,33
	Music	12	20	16	26,67	13	21,67	15	25	8	13,33	8	13,33	7	11,67
	Debate	15	25	14	23,33	10	16,67	5	8,33	2	3,33	10	16,67	13	21,67
E	SRC	3	12	2	8	3	12	1	4	1	4	2	8	2	8
	SCM	0	0	0	0	1	4	0	0	0	0	0	0	0	0
	Drama	4	16	4	16	0	0	2	8	3	12	14	56	10	44
	Music	2	8	0	0	0	0	3	12	4	16	4	16	11	44
	Debate	1	4	0	0	4	16	4	16	1	4	5	20	2	8

TABLE 6.3.6

This table reveals the strength of participation in various extra-mural activities.

Most respondents from A (60.0%) affirm that students actively support music activities. More than half respondents from A (52,5%) are active supporters of the SCM and (42,5%) of the SRC.

Responses from KwaZulu show that there is also participation in the SRC, (30,0%), SCM (40,0%), music (34,0%) and drama (10,0%) activities in this National State.

Participation in, and support of debate and drama reveals a low percentage. This in reality does reflect the general state of affairs with regard to these activities. Students tend to avoid debates and drama. These activities have a moulding element, and unfortunately they seem to be disliked. It suggests a need for a restatement of policy with regard to participation in these activities.

TABLE 6.3.7

In which other management committees of the college do you suggest students should be involved?

Data from this table reveals that most respondents from almost all the National States consider their involvement in admissions committee as important. The majority of the respondents from B (78%), C (75%), D (70%) and E (80%) bear evidence to the above assertion.

With regard to finance matters, most of the respondents from almost all National States also regard their involvement in finance committee as equally important. Almost all the respondents from B (94,0%), C (81,67%), D (93,33%) and E (88,0%) support the above observation.

It seems students also regard their involvement in college council matters as desirable. Half the number from B (50,0%), from D (68,0%) and from E (64,0%) support this.

With regard to promotions, most respondents from D (83,33%) and E (60,0%) regard students involvement as important. Less than half of the remaining States also hold the same view i.e. 42,0% from B and 43,33% from C testify to this. Half the respondents from C (51,67%) and from D (50,0%) respectively, regard involvement in the Disciplinary Committee as important.

From the open ended items, students seem to hold a perception that there are some irregularities with regard to college financial management, admissions and unfairness on disciplinary matters. They therefore wish to assist administrations remedy the situation.

In practice, students do receive allocation of funds for their various clubs and committees. Through their finance committees they are given an opportunity to run their own affairs as part of their training. It has always been found that the SRC never discusses their financial report with the students body. This causes dissatisfaction among the students.

TABLE 6.3.8
ELECTION OF SRC
ITEMS

STATE	RESPONDENT	RESPONDERS	
		No.	%
A	Fair	105	52.5
	Not fair	77	38.5
	Not sure	18	9
	TOTAL	200	100
B	Fair	20	40
	Not fair	10	20
	Not sure	4	40
	TOTAL	34	100
C	Fair	40	50
	Not fair	24	31.25
	Not sure	14	18.75
	TOTAL	78	100
D	Fair	15	21.67
	Not fair	20	33.33
	Not sure	27	45
	TOTAL	60	100
E	Fair	20	80
	Not fair	3	12
	Not sure	2	8
	TOTAL	25	100

TABLE 6.3.8

The majority of the respondents from E (80,0%) perceive the election of their SRC as fair. This is supported by the responses from A (52,5%) and from C (50,0%) respectively.

Although 40,0% responses from B show that elections are fair, a total number of responses for "not -fair" and "not sure" amount to 60,0%. This suggests that most (60,0%) respondents perceive the election of the SRC as not fair.

According to the responses from D, the election of the SRC is not fair.

According to data from the open-ended items, the SRC's represent their particular political organisations and not the student body. It is further claimed that during elections, the electoral officers "do not count the votes but estimates".

In short, the respondents argue that election results are manipulated. It may be necessary to state that lack of uniform policies at colleges of education affect the day-to-day running of the colleges. In this way policies cannot empower the college authorities to be fully in charge of these institutions.

TABLE 6.3.9

WHO TAKES RESOLUTIONS?

STATE					RESPONDENTS					
	STUDENTS		S.R.C.		ADMIN.		ALL THREE		TOTAL	
	NO	%	NO	%	NO	%	NO	%	NO	%
A	35	17,5	35	17,5	24	12,0	106	53,0	200	100
B	14	28	16	32	12	24	8	16	50	100
C	25	31,25	25	31,25	16	20,0	14	17,50	80	100
D	12	20	9	15	20	33,33	19	31,67	60	100
E	5	20	7	28	2	8	11	44	25	100

TABLE 6.3.9

More than half of the respondents from A (53,0%) agree that the SRC, the student body and the administration do take resolutions. Less than half the respondents from E (44,0%) concur that all three structures do take resolutions on matters affecting students.

Responses from D reveal that resolutions are taken mainly by the administration (33,33%) and also all three (31,67%) respectively.

The respondents from B show that the student body (31,25%) and the SRC respectively, do take resolutions. The responses from C, reveal that the student body (31,25%) and the SRC (31,25%) take resolutions.

Although this table reveals this state of affairs, the responses to the open-ended item (12 of the students' questionnaire) reveal that the SRC actually dominates in taking resolutions. These are some of the factors which disempower college authorities in the National States. There is, therefore a need for uniform policies regarding the role of the students in administration.

TABLE 6.3.10
ACCEPTANCE OF ALTERNATIVES
ITEMS

STATE	RESPONSES	ALTERNATIVE ACCEPTED		ALTERNATIVE REJECTED		STUDENTS DECISIONS FINAL.	
		NO	%	NO	%	NO	%
A	200	91	45,5	40	20,0	69	34,5
B	50	25	50,0	16	32,0	9	18,0
C	80	44	55,0	23	38,75	13	16,25
D	60	39	65,0	11	18,33	10	16,67
E	25	18	72,0	5	20,0	2	8,0

TABLE 6.3.10

What is your view on alternative suggestion given by the college authorities after students have taken a resolution on the same matter?

From table 6.3.10 the responses show that most of the respondents in almost all the States maintain that they accept alternative suggestions.

The majority of respondents from E (72,0%), from D (65,0%) and from C (55,0%), half the number from B (50,0%) and less than half from A (45,5%) support the observation made above.

However, a holistic view on the responses to this item reveals that in reality students reject an alternative suggestion from authorities. This assertion can be supported by the view that students, during this era of political fermentation, tend to believe that any suggestion from authorities is an instruction in disguise. Their stand therefore is that of rejecting anything from authorities who are regarded as symbols of oppression. The perception has thus negative effect on the acceptance and development of a variable education policy for colleges of education.

TABLE 6.3.11

NECESSITY OF ALTERNATIVES
ITEMS

STATE	RESPONSES	SIRC DECIDES		ADMINISTRATION SUGGESTION MAY HELP		STUDENTS DECISION FINAL	
		NO.	%	NO.	%	NO.	%
A	Essential	85	42,5	133	76,5	35	17,5
	Not essential	115	57,5	47	23,5	165	82,5
	TOTAL	200	100	200	100	200	100
B	Essential	26	52	23	46	28	56
	Not essential	24	48	27	54	22	44
	TOTAL	50	100	50	100	50	100
C	Essential	44	55	57	71,25	39	48,75
	Not essential	36	45	23	28,75	41	51,25
	TOTAL	80	100	80	100	80	100
D	Essential	39	65	33	55	32	53,33
	Not essential	21	35	27	45	28	46,67
	TOTAL	60	100	60	100	60	100
E	Essential	18	72	20	80	8	35
	Not essential	7	28	5	20	17	68
	TOTAL	25	100	25	100	25	100

TABLE 6.3.11

This table shows the necessity of an alternative suggestion given by administration in relation to the students' attitude.

The majority of the respondents from E (80,0%), most of those from A (76,5%) and those from C (71,25%) respectively, regard the alternative suggestions by administration as essential. More than half of the respondents from D (55,0%) and less than half those from B (46,0%) concur that administration's suggestion may help. The highest responses which regard the suggestion from administration as not essential are those from B (54,0%) and D (45,0%) respectively.

Almost all the respondents from A (82,5%), most respondents from E (68,0%), half the respondents from C (51,25%) negate that students' decision is final. Half the respondents from B (56,0%) regard the students' decision as final. This observation is supported by the 53,33% respondents from D. Close to half the respondents from C (48,75%) also support the view that students' decision is final.

With regard to the SRC's decision on alternatives, the majority of the respondents from E (72,0%), most of those from D (65,0%), half of those from C (55,0%) and A (52,0%) concur that the SRC's decision is essential.

It may be said however that more than half (57,5%) the respondents regard the decision of the SRC regarding an alternative as not essential. From the above discussion it seems the respondents conceal the real nature of the current students' perception. In practice, students' decision and that of the SRC is regarded by them as final. This can be supported by the current trend for student power. Demands and classboycotts constitute the order of the day, should their point of view not be taken. The students' position today is that of accepting nothing from the others. Instead of negotiation students and their SRC's have adopted a philosophy of demands and rejection of other peoples' view points.

Throughout this project, it seems evident that implementation of policies at colleges of education offer difficulties because of the attitude and perceptions of students.

TABLE 6.3.12
REASONS FOR REJECTION OF ALTERNATIVES
ITEMS

STATE	RESPONSES	PRESSURE FROM SRC		PRESSURE FROM STUDENTS		ADMIN CONCERNED ONLY		STUDENTS DECISION REMAINS FINAL	
		NO.	%	NO.	%	NO.	%	NO.	%
A	Yes	46	23,0	67	33,5	120	60,0	49	24,5
	No	154	77,0	133	66,0	80	40,0	151	75,5
	TOTAL	200	100	200	100	200	100	200	100
B	Yes	33	66	40	80	39	78	41	82
	No	27	34	10	20	21	22	9	18
	TOTAL	60	100	50	100	60	100	50	100
C	Yes	43	53,75	37	40	61	67,5	39	48,75
	No	37	46,25	48	60	26	32,5	41	51,25
	TOTAL	80	100	80	100	80	100	80	100
D	Yes	39	65	23	38,33	39	65	11	18,33
	No	21	35	37	61,67	21	35	49	81,67
	TOTAL	60	100	60	100	60	100	60	100
E	Yes	8	3,2	16	64	15	60	7	28
	No	17	68	9	36	10	40	18	72
	TOTAL	25	100	25	100	25	100	25	100

TABLE 6.3.12

This table shows that most respondents from B (66,0%) regard pressure from the SRC as the reason for the rejection of alternative suggestion from the administration. This view is also shared by most respondents from D (65,0%). Slightly above half the respondents from C (53,75%) also regard that pressure from the SRC is the factor in the decision to reject an alternative suggestion.

The majority of the respondents from A (77,0%) and those from E (68,0%) however, deny that pressure from the SRC is the reason for the rejection of alternative suggestions. Less than half the respondents from C (46,25%) also maintain the view expressed by those from A and C.

With regard to the pressure from students, as a reason for rejection of alternative suggestion, the majority of respondents from B (80,0%), E (64,0%) and C (60,0%) affirm that this is a factor.

However, respondents from other National States deny that pressure from the students constitute the only reason for rejection of an alternative suggestion. viz. D (61,67%), C (60,0%) and A (66,0%).

With regard to the tendency of administration to concentrate on academic matters only, the majority of the respondents from the different states reveal concurrence that this is a factor. viz. B (78,0%), C (67,5%), D (65,0%) and A (60,0%).

With regard to the item that students' decision is final, the majority of the respondents from B (82,0%) and from C (48,75%) agree that this is the factor.

However, the majority deny that students' decision is final. viz. D (81,67%), A (75,5%), E (72,0%) and C (51,25%).

From the discussion above responses deny that alternative suggestions are rejected on the ground of students' pressure and SRC's pressure. In practice, these responses do not reflect the true picture of the matter. Students and the SRC's in particular have always pressurised and rejected the alternative suggestions.

TABLE 6.3.13
INVOLVEMENT OF STUDENTS IN MANAGEMENT
ITEMS

STATE	RESPONSES	THROUGH CLASS REPRESENTATIVES		AT CLUBS COMMITTEE LEVELS		SRC	
		NO.	%	NO.	%	NO.	%
A	Sufficiently	117	58,5	100	50,0	131	65,5
	Not sufficiently	52	26,0	57	28,5	41	20,5
	Not at all	31	15,5	43	21,5	28	14
	TOTAL	200	100	200	100	200	100
B	Sufficiently	16	32,	20	40	21	42
	Not sufficiently	22	44,	16	32	18	36
	Not at all	12	24	14	28	11	22
	TOTAL	50	100	50	100	50	100
C	Sufficiently	40	50	43	53,75	47	58,75
	Not sufficiently	36	45	25	31,25	21	26,25
	Not at all	4	5,	12	15	12	15,
	TOTAL	80	100	80	100	80	100
D	Sufficiently	23	38,33	20	33,33	19	31,67
	Not sufficiently	20	33,33	28	46,67	29	48,33
	Not at all	17	28,33	12	20	12	20,
	TOTAL	60	100	60	100	60	100
E	Sufficiently	17	68	19	76,	22	88
	Not sufficiently	8	32,	4	16	7	8
	Not at all	-	-	7	28	1	4
	TOTAL	25	100	25	100	25	100

TABLE 6.3.13

How are students involved in management activities at your college:

This table shows that almost all the respondents from E (88,0%) affirm that the SRC is sufficiently involved in management activities of their college.

Most respondents from A (65,5%) also express their observation that the SRC is sufficiently involved in the management of college activities. This observation is also supported by more than half the number of respondents from C (58,75%).

Less than half the respondents from B (42,0%) and very few from D (31,67%) respectively, also agree that their SRC's are sufficiently involved.

With regard to involvement of students through class representatives, most respondents from E (68,0%) affirm that this is done.

More than half the respondents from A (58,5%) and half from C (50,0%) respectively agree that students are sufficiently

involved through class representatives in the management of their respective college activities. Less than half of those from D (38,33%) affirm that there is sufficient involvement of students through class representatives. Very few from B (32,0%) support this assertion.

The majority of the respondents from E (76,0%) agree that their students are involved at clubs and committee levels. More than half the respondents from C (53,75%) and half from A (50,0%) also share the observation that students are sufficiently involved in management at club and committee levels. Less than half from B (40,0%) also affirm this.

In chapter two (2.7.1) a full discussion on the importance of consultation of interest groups in policy making was discussed. It seems generally accepted that lack of sufficient involvement of students in college management gives more problems. Parents' participation in college matters has better chances of improving the college tone.

TABLE 6.3.14
THE APPROPRIATE AND EFFECTIVE APPROACHES TO ADDRESSING PROBLEMS
ITEMS

STATE	CHARGES BOYCOTTES		NEGOTIATIONS		THREATS ON LIFE AND PROPERTY		DEMANDS		NO.	%
	NO.	%	NO.	%	NO.	%	NO.	%		
A	7	8,5	189	97	54	12	-	-	200	100
B	-	-	43	86	4	8	3	6	50	100
C	-	-	65	81,25	5	6,25	10	12,5	80	100
D	-	-	90	83,33	6	10	4	5,67	60	100
E	4	16	21	84	-	-	-	-	25	100

TABLE 6.3.14

This table reveals that the majority of the respondents from each National State regard negotiation as the most appropriate and effective approach to the problems. This assertion is supported by the following responses. Almost all the responses in E (84,0%), B (86,0%), D (83,33%), C (81,25%) and A (79,5%) respective affirm this.

Both classboycotts and threats on life and property are regarded as very less appropriate approaches to addressing problems. These responses seem to represent the authentic understanding of students on this matter. It is noted, however, that responses to the open-ended item reflect that classboycotts are used as the last resort upon the delay of the authorities to address their grievances.

TABLE 6.3.15
LACK OF POLICY OF COLLEGE OF EDUCATION
ITEMS

STATE	RESPONSE	CREATE DIFFICULTIES IN ACHIEVEMENTS ACADEMIC OBJECTIVES		CAUSE STUDENTS TO REJECT ANY FORM OF DISCIPLINARY ACTION FOR MISCONDUCT		LEADS OF CONFLICT OF INTEREST AMONG STUDENTS AND COLLEGE AUTHORITIES		CAUSES STUDENTS TO DEFY COLLEGE AUTHORITY		ENCOURAGES STUDENTS TO CHALLENGE EXAMINATION RESULTS	
		NO.	%	NO.	%	NO.	%	NO.	%	NO.	%
A	Yes	100	50,	110	55,0	133	66,5	125	63,5	140	70
	No	75	37,5	55	27,5	43	21,5	50	25,0	40	20
	Not sure	25	12,5	35	17,5	24	12	25	12,5	20	10
	TOTAL	200	100	200	100	200	100	200	100	200	100
B	Yes	15	30	23	46	28	56	31	62	21	42
	No	30	60	17	34	22	44	12	24	17	34
	Not sure	5	10	10	20	-	-	7	14	12	24
	TOTAL	50	100	50	100	50	100	50	100	50	100
C	Yes	44	55	12	15	40	50	29	36,25	30	37,50
	No	16	20	44	55	23	28,75	40	50	27	33,75
	Not sure	20	25	24	30	17	21,25	11	13,75	23	28,75
	TOTAL	80	100	80	100	80	100	80	100	80	100
D	Yes	22	36,67	25	41,67	30	50	29	48,33	40	66,67
	No	16	26,66	23	38,33	23	38,33	21	35	15	25
	Not sure	22	36,67	12	20,	7	11,67	10	16,67	5	8,33
	TOTAL	60	100	60	100	60	100	60	100	60	100
E	Yes	12	48	16	64	12	48	13	44	11	44
	No	2	8	8	32	7	28	8	32	5	20
	Not sure	11	44	6	24	6	24	6	24	9	36
	TOTAL	25	100	25	100	25	100	25	100	25	100

TABLE 6.3.15

This table reveals that most of the respondents from A (62,5%) and B respectively concur that lack of policy has a negative administrative effect, which causes students defy college authorities. This observation is also revealed by the responses from D (48,33%) and from E (44,0%) respectively.

On the other hand 50,0% of the respondents from C maintain that lack of policy at colleges of education does not cause students to defy authority. Less than half the number of respondents in each National State support the above observation.

Most respondents from A (66,5%), more than half from B (56,0%), half from C (50,0%) and D (50,0%) respectively, maintain that lack of policy leads to conflict of interest amongst students and college authorities. Close to half from E (48,0%) support this observation. Less than half the number of respondents from each National State maintain lack of policy does not lead to conflict of interest amongst students and college authorities. To this effect data from this table reflects this state of affairs as follows:

44,0% from B, 38,0% from D, 28,75%, C, 28,0%.

From E and 21,5% from A.

Most (70,0%) respondents from A maintain that lack of policy encourages students to challenge examination results. This observation is also revealed by most respondents (66,67%) from D.

The respondents from the remaining states also show support of the above observation i.e. B (42,0%), E (44,0%) and C (37,50%).

Most (64,0%) respondents from E and more than half (55,0%) from A agree that lack of policy causes students to reject any form of disciplinary action for misconduct. Less than half the respondents (46,0%) support the observation made.

More than half (55,0%) of the respondents from C, half (50,0%) of those from A and close to a half (48,0%) from E affirm that lack of policy creates difficulties in achievement of academic objectives.

Responses, on this item from the remaining States show that there is some doubt if lack of policy creates difficulty in the achievement of academic objectives.

6.4 DATA FROM THE INTERVIEWS AND PARTICIPANT OBSERVATION

From the participant observation and the interviews the following points were reviewed:

6.4.1 The student's perceptions

Students perceive the college rules and regulations, which define each one's role, as oppressive and therefore unacceptable. They therefore reject, or reluctantly carry out, orders from persons in positions like Rectors, Vice-Rectors and Heads of Departments. This usually reveals itself in aspects of college life like, attendance, official functions organised by administration, punctuality, writing of tests and assignments.

As a result, students do not bother themselves with following set lines of communication between themselves and the institutional authorities.

In their opinion, lines of communication exist for the sake of delaying any process whereby issues are being addressed. Any suggestion, no matter how genuine it may be, is perceived as an imposition.

Rejection of alternatives should be seen in that light. This assertion is even supported by the responses to table 6.3.10 and 6.2.12 .

6.4.2 Some admission requirements:

On matters of admissions, most of the students who were interviewed do acknowledge that admission is determined by the availability of space and the academic admissibility of the respective candidates. They find it unacceptable however, when others are not admitted.

They argue that the unadmitted colleagues belong also to the deprived masses. In some cases registered students submitted written appeals to ministers on behalf of those applicants who could not gain admission (see appendix 3).

6.4.3 Students involvement:

There is a fast growing desire among the college students to be involved in some committees, especially, the finance and the disciplinary

committees. Students have a perception that they are in a better position to enforce discipline among their colleagues. Any disciplinary decision taken in which they are not involved is difficult to implement.

It is noted further that, students reject any disciplinary action against a student. No matter how legitimate the action may be, there is always a demand for suspending any form of disciplinary action. This is revealed in different occasions in which suspension of a student is called for. Such a decision would be challenged by the student body. This should be seen against the popular slogan that "injury to one is an injury to all."

On matters of finance, students argue that they are prospective teachers therefore participation in a finance committee would enable them to learn the skills required of a teacher handling finances. The observations made here may be supported by the responses to table 6.3.7 on both the disciplinary and the finance committees.

6.4.4 Lecturers' teaching role:

Students perceive the effectiveness of their lecturers as wanting due to lack of preparation. In their opinion, the lecturers do not prepare their lessons.

6.4.5 Lecturers' view on college management

On the other hand, the lecturers' perceptions reveal the following:

- (a) That rectors are overflexible in the implementation of policies and that they yield too much to students' demands.
- (b) They argue that on matters of misconduct by staff, the departments apply policy rigidly, whereas this is not the case with the students.
- (c) They fear that academic standards are contradicted by the disruptive behaviour of students.

(d) Most lecturers concur on their observations that there is no security for staff at colleges nowadays. Once students demand for the dismissal of a lecturer, departments simply assume that the grievance is legitimate without any form of investigation. This feeling among the staff seems to gain support especially in the recent incidents at the two colleges of education in KaNgwane, where two lecturers left the institutions under students' pressure. There was no commission of enquiry into the allegations with which they were associated.

6.5 CONCLUSION

The aim of this chapter was to collect data by means of questionnaires, interviews and participant observation. This objective was achieved. Data from these instruments was collected and analysed.

The responses have given a clear picture as to the nature and the function of policy as well as the difficulties encountered when policy takes its natural course.

The following chapter deals with a summary of the findings as well as the recommendations resulting from this empirical research.

CHAPTER SEVEN

SUMMARY AND RECOMMENDATIONS

7.1 INTRODUCTION

The problem which led to this research project started as a result of the researcher's concern that education policies at colleges of education in the National States do not empower the college authorities to be fully in charge of their institutions. Consequently there was a need to analyse the nature and function of educational policies, as well as to seek more information and suggestions that might help solve the problem.

In chapter one, therefore the problem under study was highlighted. Special attention was also focussed on the following questions:

- * the question of uniform departmental policies.
- * the acceptability of policy formulated by the Department of Education and Training.
- * the effect of conflict of objectives in the pursuit of academic goals.

Data from interviews, participant observation and mailed questionnaires was analysed. Here follows a summary of these:

7.2. SUMMARY OF THE FINDINGS

7.2.1 Educational policy and Crisis

Colleges of Education have their own executive policies in the form of rules and regulations. These are internally formulated through a process of consultation with college staff members. These rules and regulations are formulated on behalf of the students without necessarily consulting them. Such rules and regulations cover a wide range of aspects on college life e.g. attendance of lessons and punctuality, life at residences, examination procedures, pass and promotion requirements, catering services, bursary matters and others.

The college formulated policies have to be sanctioned by the Department of Education and Culture. This is done mainly for financial reasons and political agendas.

With regard to financial reasons, it is essential to recall that our Department still depend upon the Central Government for finance. With regard to political agendas, Departments have to satisfy themselves that they are well informed with regard to policies implemented at institutions within their jurisdiction, more so because Governments remain accountable for the policies implemented in their areas.

This study has revealed that college executive policies are usually challenged by the students and overruled by the community through the Department. The Department of Education and Culture is being pressurised by the political movements to relax their policies. Policies are thus either half-heartedly implemented or, if implemented, rejected. What has been said just now is supported by evidence in table 6.2.2 (a), where a question is posed on the control of colleges, viz "What role does the Department play in the control of colleges?"

Most of the respondents (70,27%) agree that colleges of education do have their own policies. With regard to Education Department, that most do not have Education Acts. The KwaZulu Education Department has

its own Act. The major difficulty in the implementation of college rules and regulations is their rejection by the students mainly due to the present political violence in South Africa.

In chapter two (2.4.1) the functions of policy were discussed. Reference was made to the general agreement amongst the sources in the treatment of policy as a guide and a source of reference in any given venture. However, rejection of policy constitutes a policy problem to the extent that officials may decline to act on some problems. According to Anderson (1984:5) this is regarded as the negative form of policy. It may be reiterated that a policy that is not adhered to cannot yield the result suggested by policy scholars on its functions.

7.2.2 Colleges autonomy

In chapter one, it was stated that the question of college autonomy has received attention. This study has revealed that colleges of education in the National States are not autonomous institutions. In chapter four (4.4) reference was made to the urgent need to grant institutional autonomy to colleges in

terms of the Hartshorne Report (1988:1-2). Currently they receive the directives from the Departments of Education and Culture. The tendency is to control them as High Schools.

Their operation is not defined in terms of enabling Statutes or Education Act. This may have serious implication for control and their functioning.

7.2.3 Admission policies

This research has confirmed that colleges of education do have admission policies in the form of guidelines internally formulated, and based on the general policy formulated by the Department of Education and Training. The admission of students, however, has become a political issue. This contention is based on the practical experiences of this researcher on this subject. Reference was made earlier to the influence of the political climate of South Africa on education. Due to the political violence in the country, students are inclined to demand for mass admission. Incidents of this nature occurred in 1985, 1986, 1987 and recently in 1991 and 1992 at colleges of education in KaNgwane in particular.

In the light of the above observation, it seems justifiable to agree with Morgan's view (1986:13) of political metaphor in organisations that: "When organisations are understood as political systems, people are more likely to behave politically in relation to what they see. They begin to see politics everywhere, and to look for hidden agendas even where there are none." This state of affairs has serious implications for academia.

7.2.4 Maintenance of academic standards

This study has revealed that various factors operate against all attempts at maintaining academic standards. College students today lack the intrinsic motivation to learn self-discipline and the rejection of activities aimed at maintaining academic standards. The political climate in South Africa seems to contribute toward the tendency amongst the students to relax in their studies and subscription to the philosophy of "pass one pass all". The college cultures discussed in the next section contain good examples of the position.

The curriculum for teacher training for secondary and primary education has for years been regarded as not challenging. By implication students simply pass without necessarily working hard for it. There is a need for a renewed approach to the maintenance of college academic standards. This need is also supported by the responses to table 6.2.4 (a) where the majority (76,57%) affirm that uniform academic standards are very essential. In table 6.2.2 (a) most respondents (66,5%) affirm that maintenance of academic standards is very necessary.

7.2.5 The college student cultures

This research has revealed that a new student culture has emerged at colleges of education. It is nationwide phenomenon characterised by excessive use of liquor, campus assaults and intimidation, lack of self-discipline, inclination to classboycotts, intensified group behaviour and student solidarity even on intercollege issues. Appendix 5 bears evidence to this. Motivation for learning has dropped lamentably low. There seems to be overpoliticalisation of every aspect of college activity. Students have cultivated a culture of

disruptive behaviour, leading to the rejection of authority due to their negative perception of administration.

Demands for removal of some lecturers who are regarded as having a negative attitude or who are perceived to failing students, has become part of the culture referred to above. In most cases, students even attempt at physically removing affected lecturers from colleges.

In their opinion, the investigation launched by the administration is usually regarded as either a delaying tactic or a way of protecting lecturers. In this incident, an element of mistrust seems to permeate the perception of students.

This culture further manifested itself in academic boycott, including academic consecration and diploma ceremonies. This state of affairs has more than revealed itself during this period of political fermentation in this country. In this manner it is justifiable to agree with Morgan's view (1986:13) that: "when organisations are understood as political systems, people are more likely to behave

politically in relation to what they see. They begin to see politics everywhere, and to look for hidden agenda's even where there are none." This state of affairs has serious implications for the academia.

7.2.6 Perceptions on management styles

This study has revealed that, lecturers hold a view that there are imbalances between the treatment of student's misconduct and that of the staff by the Departments. The latter is seen to adopt a more flexible and less firm policy in managing students' affairs, but a much rigid one with regard to the lecturers. This finding is based mainly on the responses to the open-ended items of the questionnaires. They contend that Departments contribute greatly in the development of the emerging student cultures, by yielding to every demand and making concessions which unavoidably affect them.

As a result of this, it is contended that implementation of a firm institutional policy without the support of the Department, creates insurmountable problems.

On the contrary, students perceive the institutional policies as oppressive and that the staff are uninformed of the students' aspirations. This suggests existence of conflict of interests discussed under table 6.2.13 (a) to which almost all (89,11%) respondents attribute existence of conflict of interest to lack of organisational policy. This has serious implications for college management.

7.2.7 College rules and regulations

In chapter one (1.3) reference was made to the aim of policy analysis in the light of Minogue's view (1992:14) that, it is to examine whether or not specific policies are effective in solving specific problems. This study has established that college rules and regulations are available. They are recognised as very essential, but that students reject these. It is however recognised that there is no Education Act in some National States, especially in KaNgwane within which college rules and regulations are formulated. Availability of an Education Act would serve as a source of reference and a guide in the light of the discussion in chapter one (1.6.1) and chapter two (2.4).

7.2.8 Aims and objectives on the training of teachers

This research has revealed that there is no policy statement with regard to the production of teachers with reference to numbers, type of product, definition of competencies and subject directions. This has serious implication for planning of provision and supply of teachers.

7.2.9 The function of policy

The central problem in this study relates to the nature and function of policy at colleges of education. The aim of this study therefore was stated in 1.3 as "to establish the influence and effects of educational policies on the functioning of colleges of education in the National States in South Africa".

In the literature review (2.4) reference was made to the consensus view of most sources cited on the function of policy. It has been established that there is a general agreement that most authors treat policy as a source of reference in any given venture and as a guide to decision making for the achievement

of goals. It involves a choice among a wide range of alternatives. It is future directed and it allows some air of flexibility as well.

In practice, there are policy problems which the Departments of Education and Culture encounter with regard to the implementation of policies. It seems desirable to agree with Tronc in Badenhorst et al (1982:11) that "policy sometimes manifests itself in a very unpredictable manner. A compromise is always entered into by policy makers as this is derived from new opportunities that arise rather than old problems that have to be solved".

In this way the dynamic nature of policy is implied.

7.2.10 Lack of consultation in policy formulation

This research has revealed that there is insufficient involvement of interest groups in the formulation of the Education Policy at macro level.

7.3 RECOMMENDATIONS

This research has raised important issues which appear to exercise great influence on the functioning

of the colleges of education in the National States. The major issue which is fundamental in the functioning of the colleges of education in the National States is the lack of an Education Policy within which college policies would function. Consequently these college policies lack the most desired element for their effectiveness.

In section 7.2 a summary of the findings is given. This section offers some recommendations in attempt to address the problem.

7.3.1 Education policy formulation

This study has established that there is no Education Policy in some National States. With regard to the formulation of such a policy, it is recommended that Thompson's sequence model and policy development cycle (PDRC) discussed in 2.7.3 should be adopted.

Proper and wide consultation has to be made during the policy making process in the light of the procedures discussed in 2.7.1. According to this, local authorities, teachers, departments of education and other interest groups should be consulted.

In the light of the above discussion, it is essential to note the warning by Salter and Tapper (in McGrew and Wilson 1985:196) according to which the Department should merely facilitate the emergence of policy and its development. With regard to Ministers of education, it is argued that their role should be that of arbitration. This is important because consulted people like parents, teachers, civic associations and other interest groups sometimes differ on what to and not to include as policy.

In practice, however, departments of Education and Culture and the Ministers in the National States in particular, tend to formulate policy on behalf of the people instead of with them.

7.3.2 College status

It has been established that colleges of education are not autonomous institutions, and that institutional autonomy should be granted by, and laid down in, an enabling Education Act or Statute. It is recommended therefore that colleges of education in the National States in particular, be elevated to university college status in terms of an enabling

Statute or Education Act. The enabling Act to define the nature and scope of the college powers, duties and functions.

7.3.3 Admissions policies

It is the prerogative of every career to select the most suitably qualifying recruit to train for effective service in the respective career. It is recommended that uniform admissions policies be established for colleges of education, and that admission should remain an academic rather than a political issue.

It is recommended that a Central Admissions Committee be established to deal with selection of students for admission to and training at colleges of education.

Such a committee to consist of the representatives of the colleges of education, the Department, the universities to which colleges are affiliated and recognised teachers' organisations.

7.3.4 Academic Standards

It has been established in 7.2.4 that the present

curriculum for Secondary Teachers Diploma (STD) and Primary Teachers' Diploma (PTD) is not challenging. With regard to the improvement of academic quality at colleges, the recommendation on the university college status or any equivalent scheme of association, is also applicable here. Such a scheme of association will benefit the colleges through the use of experts and the system of external examiners. With the scheme of association, the academic image of colleges will be transformed into a positive one. A much more enriched curriculum should be introduced to replace the current one.

7.3.5 Restoration of an academic culture at college of education

It has been established that without discipline, positive motivation to learning, and commitment to studies, effective tuition cannot take place.

It is recommended that there should be a spirit of reconciliation among communities, organisations, teachers, parents and students. The community organisations, politicians, parents teachers and students should engage themselves in genuine debates

on the need for the restoration of a positive learning attitude and the cultivation of good academic habits. The back to school campaign is a golden opportunity to the achievement of the desired objective. It should be recognised that self-discipline, diligence, good academic habits will still be required in the new South Africa.

With regard to the culture of violence manifesting in campus assaults, intimidation and the inclination of classboycotts and other forms of academic boycott, it is recommended that the current perception of a democratic behaviour of students, be evaluated and redefined by a wider consultation forum in spirit of true democratic and political tolerance.

7.3.6 Improvement of management perception

It has been established that the element of mistrust between the administration and the lecturers and between the students and the administration has negatively affected good working relations. Conflict of interest consequently becomes an immediate result.

It is recommended that openness with regard to management procedures, academic goals and objectives and consultation should be adopted as the corner stone of the college communication systems.

7.3.7 College rules and regulations

It has been established that rules and regulations ~~are internally formulated executive policies of~~ colleges of education.

It is recommended that college policies should be formulated within the context of established statute for colleges of education. Such regulations should, have the force of law and, be supported by policy makers. In this way college policies will empower the college authorities to be fully in charge of their institutions.

With regard to participation in the formulation of these results and regulations, it is recommended that college authorities involve students, lecturers, parents and other interest groups as far as possible in the light of the procedures discussed in chapter two (2.7.1) on consultation.

There is evidence that, the top-down model suggested by Badenhorst et al (1987:13) discussed in 2.7.2 whereby a single person or group are persuaded to accept the direction through a hard process of telling, is unacceptable as a model of policy formulation at college level. For this reason, it is not recommended.

7.3.8 Formulation of Policy Statements regarding the training and supply of teachers

This study has revealed that there is a need for a policy statement regarding the training and supply of teachers at colleges of education in the National States. A discussion on the requirements for a sound policy in chapter two (2.5) reveals that Monahan et al (1982:279) admonish and concur with Kindred et al (1984:40) that a formal statement of policy should be characterised by clarity of expression, and evaluated against the background of observable criteria.

In the light of the above, it is recommended that colleges of education should have clearly defined mission statements defining their goals and objectives as institutions of learning. Universities' mission statements are good example of this.

In chapter 3 (3.2) reference was made to "the formulary oath" which had to be signed by teachers trained in the Netherlands. It was in some way an expression of some competencies with which these teachers were associated. The "formulary oath" was formulated by the Dordrecht Synod (1618 - 1619) for all principals and teachers to sign before they were appointed.

What is recommended is a policy statement by the Department of Education and Culture on what kind of teachers it purports to produce, what competencies in terms of subject directions and the ratio.

7.3.9 The function of policy

It has been established that there are problems in some Departments of Education and Culture with regard to the implementation of these policies as a result of their dynamic nature.

A firm policy which is carefully formulated on the basis of sound legal principles of fairness and justice, has better chances of empowering education administrators to use their discretion effectively.

In the light of this, it may be reiterated that an Education Act has to be formulated to spell out the parameters of college policies in the National States.

7.3.10 Sufficient involvement of interest groups in policy formulation

It has been established that there is a need for a uniform Education Policy engendered in an Act governing all colleges of education in South Africa.

For successful policy formulation it is recommended that the Departments of Education and Culture apply the principles of involvement and consultation discussed before in the light of the discussion in 2.7.

It seems justifiable to agree with Grant in McGrew and Wilson (1986:196) who supports the question of consultation as follows: "it may be politically essential to consult and bargain with groups that are even unhelpful or that by challenging, they cannot be considered legitimate".

7.4 CONCLUSION

This study has sought to discover the nature and function of the education policies at colleges of education in the National States in South Africa.

The need to analyse these policies emanated from the observation that certain policies at colleges of education have begun to present problems. According to Minogue (1982:1-2) policy analysis is conducted among other reasons, for the following:

- *" to examine whether or not specific policies are effective in dealing with specific problems.
- * to determine if ineffective or failed policies could be improved.
- * to consider the use of efficient methods of decision making...."

It is for similar consideration that this policy analysis was initiated.

It has been revealed that there are policy problems at colleges of education in the National States. It is evident that the political climate of the country exercises great influence on the policy functioning even in the academic activities.

Data from various sources has been analysed and interpreted accordingly. It is hoped that the recommendations based on the findings will enhance the resolution of the policy problem identified.

BIBLIOGRAPHY

- Agger, R., Goldrich, D. and Sweinson, B. (1964): The Rulers and Ruled. New York: John Wiley.
- Allison, G.T. (1971): Essence of Decision Making. Boston: Little Brown.
- Alluto, J.A. and Balasco, J.A. : A Typology for Participation in Organisation Decision Making. Administrative Science, Duktery.
- Almond, G.A. and Verbal, S. (1985): The Civic Culture. Boston: Little Brown.
- Anderson, J.E. (1984): Public Policy Making. 3rd edition New York: Holt, Rinehart and Winston.
- Anton, T.J., Linde, C. and Melbour, A. : Bureaucracy in Politics. A Profile of the Swedish Administrative Elite, Canadian, Public Administration 16 Winter 626.51.
- Apple, M.W. (1985): Education and Power. (Ark Paperbacks) London: Boston Henley.
- Argyris, C. (1960): Understanding Organisation Behaviour. London: Tavistock
- Arnold, D. (1979): Congress and the Bureaucracy. New Haven: Yale University Press.
- Attwood, M. (1985): Introduction to Personnel Management. London and Sydney: Pan Books.
- Bachrach, P. and Baratz, M.S. (1963): Decision and Non-decision: An Analytical Framework. American Political Science Review.
- Badenhorst, D.C., Calitz, L.P. (1987): School Management: The Task and Role of the Teacher. Pretoria: Haum Education Publishers.
- Van Schalkwyk, O.J. and Van Wyk, J.G.

- Badenhorst, D.C. and Van Wyk, J.G. (1978): Comparative Education. B. Ed, 0V0402 Guide I, Pretoria: Unisa.
- Baner, R.A. (1968): The Study of Policy Formulation: An Introduction in Bave R.S. and Gergan K.J. (1968).
- Banks, O. (1976): The Sociology of Education. London: Batsford.
- Bamber, C. (1978): Student and Teacher Absenteeism. Phil Delta Kappa: Indiana Bloomington.
- Beard, P.N.G. and Morrow, W.E. (1981): Problems of Pedagogics. Durban: Butterworth.
- Becker, H.S., Geer, B and Hughes, E.C. (1968): Making the Grade. London: George Allen and Unwin, Boston.
- Behr, A.L. and Mcmillan R.G. (1971): Education in South Africa. Pretoria: Van Schaiks.
- Benewick, R. (1974): British Pressure Group Politics: The National Council for Civil Liberties. Annals of the America Academy of Political and Social Science.
- Berger, P. and Luckman T. (1987): The Social Construction of Reality: A Treatise in the Sociology of Knowledge. UK: Penguin Books Cox and Wynman Ltd.
- Birley, D. (1970): The Officer and his Word. London: Routledge on Kegan Paul.
- Blau, P.M. (1963): The Dynamics of Bureaucracy. Chicago: University of Chicago.
- Blau, P.M. (1965): Bureaucracy in Modern Society. New York: Random House.
- Brand, J.A. (1965): The Implementation of the 1944 Education Act in Leicester: A case study in Administration Relationship. Ph.D Thesis. London: University of London.

- Chapman, R (edition) (1987): Teaching Public Administration. Vol. VII No. 1 Spring 1987 Manchester: IDPM.
- Christie, P. (1985): The Right to Learn: The Struggle for Education in South Africa. Johannesburg: Ravan Press.
- Cock, J. (1980): Maids and Madams: A Study of the Politics of Exploitation. Johannesburg: Ravan Press.
- Cole, G.F. (1973): Politics and Administration of Justice. Beverly Hills: Sage Publications.
- Cox, W. and Jacobson, H. (1973): The Anatomy of Influence. New Haven: Yale University Press.
- Cuff, E.C. and Payne, C.F. (1984): Perspectives in Sociology London: George Allen and Unwin, Boston.
- Dahl, R.A. (1965): Preface to Democratic Theory. Chicago: University of Chicago Press.
- Demaine, J. (1981): Contemporary Theories in the Sociology of Education. London: MacMillan Press Ltd.
- Department of Education and Science (1977): A New Partnership for our Schools. Report of the Committee of enquiry, Chairman Mr Tom Taylor, London: HMSO.
- Dewey, J. (1973): Democracy and Educational Administration. Official Report New Orleans Convention. The American Association of School Administration, The American Association, National Educational Association, Washington D.C.

- Dearlove, J. (1973): The Politics of Policy in Local Government. Cambridge: Cambridge University Press.
- Du Plooy, J.L. Griesel G.J. and Oberholzer, M.O. (1982): Fundamental Pedagogics for Advanced Students. Pretoria: HAUM.
- Eckstein, H. (1960): Pressure Group Politics. The Case of the British Medical Association. London: Allen and Unwin.
- Emmetts, D. (1967): Rules, Roles-Relations. London, MacMillan.
- Enslin, P. (1984): The Role of Fundamental Pedagogics in the Formulation of Educational Policy in South Africa, in Apartheid and Education by Kallaway, P. Johannesburg: Ravan Press.
- Etzion, A. (1964): Modern Organisation. New Jersey: Englewood.
- Etzion, A. (1961): A Comparative Analysis of Complex Organisation. New York: Free Press of Glencoe.
- Ezewu, E. (1983): Sociology of Education. London: Longman.
- Fiedles, F.E. (1967): A Theory of Leadership Effectiveness. New York: McGraw Hill New York.
- Finch, C.R. and McGough, R. (1982): Administering and Supervisory Occupational Education. New Jersey: Prentice-Hall.
- Gabela, R.V. (Undated): Notes on Organisational Politics: Power and Conflict. Department of Educational Planning and Administration, Kwa-Dlangezwa: U.Z.

- Gimson, A.C. (1981): Current English. Great Britain: Oxford University Press.
- Goble, W.M. and Porter, J.F. (1977): Changing Role of the Teacher. Paris: Unesco.
- Goode, W.J. and Hatt, P. (1952): Methods in Social Research. New York: McGraw-Hill Co.
- Graham, H.T. (1966): Human Resource Management. U.K: Longman Group.
- Griessel, G.A.J., Louw, G.J. and Swart, C.A. (1986): Principles of Educative Teaching. Pretoria: Acadia Books.
- Griessel, G.A. (1987): Orientation in Fundamental Pedagogics. Johannesburg: Via Africa.
- Handy, C.B. (1976): Understanding Organisations. Harmondsworth: Penguin.
- Haralambos, M. and Heald, R. (1988): Sociology :Themes and Perspectives. London: Unwin, Hyman Publishers.
- Hartshorne, K.B. (1988): After ten years (1978-1987) Some Aspects of Education in KaNgwane Part One. KaNgwane: Louieville.
- Hewitt, J.P. and Hewitt, M.L. (1986): Introducing Sociology: A Symbolic Interactionist Perspective. Englewood Cliffs, New Jersey: Prentice-Hall.
- Hornby, A.S. and Cowie, A.P. (1981): Oxford Advanced Learners' Dictionary of current English. Great Britain: Oxford University Press.
- Hoy, W.K. and Miskel, C.G. (1978): Educational Administration Research and Practice. New York: Random House.
- Hussain, K.M. (1973): Development of Information for Education. New York: Prentice-Hall.
- Inhlava
Elijah Mango College Magazine
1989, Kabokweni: Elijah Mango College.

- Jennings, R.E. (1977): Education and Politics-Policy Making in Local Education Authorities. London: B.J. Batsford Ltd.
- Jentz, B.G. and Wofford, J.W. (1979): Leadership and Learning. New York: McGraw Hill Co.
- John, D. (1980): Leadership in Schools. London: Heineman Educational Books.
- John, R.L., Morphet, E.L. and Alexander, K. (1983): The Economics and Financing of Education. 4th ed. New Jersey: Prentice-Hall, Inc Englewood Cliffs.
- Jones, R.C. (1970): The Education of the Bantu in South Africa. Education in Southern Africa, edited by B. Rose, Collier, Johannesburg: MacMillan Ltd.
- Kakabadze et al (1988): Working in Organisations. U.K.: Penguin Harmondsworths.
- Kallaway, P. (editor) (1984): Apartheid and Education: The Education of Black South Africans. Johannesburg: Ravan Press.
- KaNgwane Government Year Book (1986): KaNgwane: Louieville.
- KaNgwane Government Year Book (1987): KaNgwane: Louieville.
- KaNgwane April (1987): The Heart of the Lowveld. KaNgwane: Louieville.
- Kaufman, J.J. et al (1967): The Role of Secondary Schools in the Preparation of Youth for Employment: University Park, Pa: Institute for Research on Human Resources, Pennsylvania State University.
- Kaufman, R.A. (1982): Education System Planning: New York: Prentice-Hall.
- Kemer, T.R. ed (1977): Facing Financial Exigency: Strategies for Educational Administration. Lexington, Mass: Lexington Books.
- Kgoale, M.M. (1987): Education in South Africa. Unpublished notes: University of Bophuthatswana.

- Khoza, R.J. (1989): Education and Empowerment in Unizul 30 Years. Speech delivered at Umlazi Graduation Ceremony in Durban City Hall on the 13 May 1989.
- Kiefer, W.C. (1979): Management Systems, Organizational Climate, Leadership, Socio-economic Level and Organization Performance. Ph.D thesis, Detroit: Wayne State University.
- Kindred, L.W., Bagin, D. and Gallaghes, D.R. (1984): The School and the Community Relations. 3rd edition. Prentice Inc. New Jersey: Englewood Cliffs.
- King, E.J. (1979): Other Schools and ours: Comparative Studies for Today. 5th edition London: Holt, Rinehart and Winston.
- Kruger, R.A., Captain Eberlein, Van Zyl, P.J.E. en Venter, B.J. (1979): Doelstelling in die Onderwys in Instructa. Durban: Butterworth.
- Lane, W.R., Crown, R.G. and Monahan, W.G. (1967): Foundations of educational Administration. New York: MacMillan.
- Lawler, E.E. (1969): Job Design and Employee Motivation: Personnel Psychology.
- Lessinger, L.M. ed. (1971): Accountability in Education. Ohio: Jones.
- Loubser, J.A. (1981): The Apartheid Bible and Critical Review of Racial Theology in Southern Africa. Cape Town: Maskew Miller Longman.
- Lovell, T.J. and Wiles, K. (1983): Supervision for Better Schools, 5th ed. New Jersey: Prentice-Hall, Englewood Cliffs.

- Luthuli, P.C. (1981): The Philosophical Foundation of Black Education in South Africa. Durban: Butterworths.
- Luthuli, P.C. (1985): What Ought to be in Black Education. Durban: Butterworths.
- Malherbe, E.G. (1977): Education in South Africa. Vol. 2 Cape Town: Juta.
- Manzer, R.A. (1970): Teachers and Politics. Manchester: Manchester University Press.
- Marks, J.R., Stoops and King-Stoops J.C. (1979): Handbook of Educational Supervision: A Guide for Practitioners. Boston: Allyn and Bacon.
- Mason, E.J. and Bramble, W.J. (1978): Understanding and Conducting Research: Application in Education and the Behavioural Sciences. New York: JHB. McGraw Hill Book Co.
- Mayer, C.L. (1982): Educational Administration. Boston: Allyn and Bacon.
- McCormick, R., Bynner, J., Clift, P., James, M. and Brown, C.M. (1982): Calling Education to Account. London: Heinemann Books.
- McGrew, A.G. and Wilson, M.G. ed. (1985): Decision Making Approaches and Analysis. U.K.: Manchester University Press.
- Meighan, R., Borton, L. and Walkes, S. (1986): A Sociology of Education. London: Holt Rinehart and Winston.
- Meltzer, B.N., Petrus, J.W. and Reynolds, L.T. (1975): Symbolic Interactionist. Genesis, Varieties and Criticism. Routledge and Kegan Paul.
- Mercer, B and Covey, H. (1980): The Historical frame work in Sociology of Education. Cambridge: Schenkman Publishers Co.
- Mgwenya College Magazine (1988): KaNyamazane.

- Miles, M. (1969): Comprehensive Schooling: Problems and Perspectives. London: Longman.
- Milstein, M.M. and Jennings, R.E. (1969): Educational Policy Making and the State Legislative. The New York Experience. New York: Praeger Publishers.
- Minogue, M. (1982): Problems in Teaching Public Policy. Manchester: DPA.
- Molteno, F. (1984): The Historical Foundations of the Schooling of Black South Africans in Kallaway P. (Ed) Apartheid and Education. Johannesburg: Ravan Press.
- Monahan, W.G. and Hengst, H.R. (1982): Contemporary Educational Administration. New York: MacMillan Publishing Company.
- Morgan, G. (1986): Images of Organisation. U.K.: Sage.
- Morphet, E. (1982): Educational Administration. 3rd ed. New Jersey: Prentice-Hall, Englewood Cliffs.
- Mouly, G.J. (1970): The Science of Educational Research. 2nd ed. Boston: Allyn and Bacon Inc.
- Mouly, G.J. (1978): Educational Research. The Art and Science of Investigation. Boston: Allyn and Bacon.
- Mphahlele, E. (1990): Education as Community Development: Re-ordering of Values, Focus, Emphasis. Johannesburg: Wits. CCE.
- Mrwetyana, N. (1983): The Application of the Principle of Instrumental Technology in Ciskeian Secondary Schools with reference to some Teaching Aids of the First Generation. M. Ed. dissertation. Alice: Fort Hare.

- Mushkat, M. (1986): Policy Design by Means of Morphological Analysis - with special reference to the Civic Education in Hong Kong: Manchester papers on Development Vol. 1 March 1986. U.K: University of Manchester.
- Musaazi, J.C.S. (1987): The Theory and Practice of Educational Administration. London: MacMillan Publishers.
- Ndlala, W.M. (1985): The Pedagogical Significance of Supervision and Inspection In Secondary Schools with special Reference to KaNgwane. (Unpublished M. Ed. dissertation) KwaDlangezwa: University of Zululand.
- Ndlala, W..M. (1987): Some Issues at Mgwenya College of Education and the KaNgwane Department of Education and Culture (unpublished article) KaNyamazane: Mgwenya College.
- Ndlala, W.M. (1988): Admission of students to Colleges of education and the polytechnics in the U.K. and South Africa with reference to KaNgwane. A Study paper for HEAP 18, Manchester: University of Manchester. IDPM.
- Neagley, R.L. (1981): Strategies for School Improvement, Planning and Development. Boston: Allyn and Bacon.
- Neagley, R.L. (1980): Handbook for Effective Supervision of Institutions. 3rd ed. New Jersey: Prentice-Hall.
- Nicholson, J.H. (1971): Analysis of Communication in an Urban School System. M.Ed. dissertation, Pretoria: Unisa.
- Niven, J.M. (1980): Teacher Education in South Africa: A Critical Study of Aspects of its Historical Curricular and Administrative Development. Vol II Ph.D. Thesis. Pietermaritzburg.

- Nxumalo, O.E.H.M. (October 1990): Some Implications of Classboycotts: The Socio-Educational Perspective. KwaDlangezwa: University of Zululand.
- Odendaal, F.H. (1975): n Kritiese Analise en Normatiewe Evaluering van die Onderwysinspeksie in Suid Afrika met Verwysing na Heersende Werêld tendense en die beginsel van Professionale Verantwoordelikheid. Universiteit van die Oranje Vrystaat.
- Oliva, P.F. (1976): Supervision for Today's Schools. New York: Crowett, Harper and Row Publishers.
- Opperman, D.J. (1979): Senior Verse Boek. Cape Town: Tafelberg Uitgewes Beperk.
- Otto, H.G. (1944): Elementary School Organisation and Administration. 2nd Edition. New York: Appleton Century Crafts Inc.
- Ovard, G.F. (1976): Administration of the Changing Secondary School. New York: MacMillan Co.
- Owens, R.G. (1970): Organisation Behaviour at School. New Jersey: Prentice-Hall.
- Paisey, A. (1981): Organisation and Management in School. London: Longman.
- Parents' Responsibility Towards School (In Educamus) September, 1984. Vol. No.1 : Pretoria: Government Printers.
- Passow, A.H., Noah, H.J. (1976): The National Case Study: An Empirical Comparative Study of Twenty-one Educational Systems. New York: John Wiley and Sons.
- Ekstein, M.A. and Mallea J.R.
- Pells, E.G. (1979): 300 Years of Education in South Africa. USA: Reprint Greenwood Press Publishers.

- Peters, R.S. (1976): The Role of the Head. London: Routledge and Kegan Paul.
- Peterson, P.E. and Kantor, P. (1970): Citizen: Participation, Political Parties and Democratic Theory: An Analysis of Local Politics in England. A Paper presented at 60th Annual Meeting of the American Political Science Association. Los Angeles: Carlifornia, September 8-12, 1970.
- Poster, C. (1977): School Decision Making. London: Heinemann Educational Books.
- Power, E.J. (1982): Philosophy of Education: Studies in Philosophies. Englewood Cliffs: Prentice-Hall.
- Rao, S.V. (1985): Education and Rural Development. New Delhi: Sage Publications.
- Rebore, R.W. (1982): Personnel Administration in Education: A Management Approach. New Jersey: Englewood Cliffs, Prentice-Hall.
- Reid, J. (1986): The Sociology of Schooling and Education. London: Fontana Books.
- Ripinga, S.S. (1989): The Department of Education and Culture, Policy and Budget Speech. KaNgwane: Louieville.
- Ripinga, S.S. (1990): The Department of Education and Culture, Budget and Policy Speech. KaNgwane: Louieville.
- Robbins, S.R. (1976): The Administrative Process Integrating Theory. New Jersey: Prentice-Hall.

- Robbins, S.R. (1980): The Administrative Process. London: Prentice-Hall International Inc.
- Robinson, P. (1981): Perspectives on Sociology of Education, London: Routledge Kegan Paul.
- Rogers, C. (1982): A Social Psychology of Schooling. London: Routledge and Kegan Paul.
- Rose, A. (2 November 1992): A letter from the Rector of Giyani College of Education to Mr William Ndlala.
- Rose, B. and Tunmer, R. (1975): Documents in South African Education. Johannesburg: A.D. Donken.
- Rubbin, L.J. (1971): Improving In-Service Education: Proposals and Procedures for Change. Boston: Allyn and Bacon.
- Rupert, R.M. (1976): The Education System in Southern Africa. Pretoria: Van Schaik's.
- Salisbury, R.N. and Heine, J. (1970): A Theory of Policy Analysis and some Preliminary Applications in Shaskasky (ed) Policy Analysis in Political Science, Chicago: Maskham.
- Saran, R. (1967): Decision Making by a Local Education. A Case Study, Oxford: Oxford University Press.
- Saran, R. (1978): Policy Making in Secondary Education. Oxford: Clarendon Press.
- Schein, E.H. (1980): Organizational Psychology. 3rd ed. New Jersey: Prentice-Hall.
- Sergiovanni, T.J. (1979): Emerging Patterns of Supervision: Human Perspectives. New York: MacGraw Hill Book Company.

- Sprocas (1971): Education Key and Apartheid. Johannesburg.
- Stewart, J.D. (1972): Local Government: Changing Patterns of Management. Education Management. Supplement of Education 23 June 1972.
- Stewart, J.D. (1986): British Pressure Groups. London: Oxford University Press.
- Stewart, R. (1986): The Reality of Management. London and Sydney: Pan Books.
- Stone, H.J.S. (1981): The Common and the Diverse: A Profile of Comparative Education. Johannesburg: McGraw Hill.
- Sunberg, N.D, Taplin, J.R. and Tylex, L.E. (1983): Introduction to Clinical Psychology: Perspectives, Issues and contributions to Human service. New Jersey: Prentice-Hall.
- Tuckman, B.W. (1978): Conducting Educational Research 2nd edition New York: Hartcourt Brace, Jeronovich.
- Van Schalkwyk, O.J. (1979): Comparative Education. B. Ed. OV0401 Guide 1. Pretoria: Unisa.
- Van Schalkwyk, O.J. (1988): The Education System: Theory and Practice. 2nd Edition. Pretoria: Alkanto Publishers.
- Venter, I.J.S., Mulder, P.W.A., and Vesters, T.L. (1973): Education III . Guide 2. Pretoria: Unisa.
- Venter, A. (1989): South African Government and Politics. Johannesburg: Southern Book Publishers.
- Warwick, D.P. (1975): Theory of Public Bureaucracy. USA: Harvard University Press.
- Wood, C.A. (1973): Educational Policy in Bristol within the context of National Educational Policy. M.Sc. Dissertation, U.K.: Bristol University.

- Wood, P. (1983): Sociology and the Schools. An Interactionist Viewpoint. London, Routledge Kegan Paul.

NEWSPAPERS AND NEWS LETTERS

1. City Press 7 June 1990.
2. City Press 8 July 1990
3. City Press 7 April 1991.
4. KaNgwane Education News: People, resources and events Volume 3 Number 2 March 1991.
5. KaNgwane Education News: Volume Number 1 July 1989.

SECTION A

APPENDIX 1

QUESTIONNAIRE FOR RECTORS AND LECTURERS

Respondents are requested to indicate their responses by means of a cross where applicable. Some questions require some comments or just a few words.

GENERAL INFORMATION

Nationality : -----

Sex : -----

Age : -----

Occupation : -----

Rank : -----

Experience : -----

Qualifications : -----

ACADEMIC	PROFESSIONAL

Parent/Guardian of:

PRIMARY	HIGH SCHOOL	COLLEGE	TECHNIXON	UNIVERSITY	SCHOLAR

1. Does the College to which you are/were attached have Departmental directives on the following?

	YES	NO	NO SURE
1.1 Policy on admissions
1.2. A mission statement on training of teachers
1.3. Rules and regulations on students
1.4. Maintenance of academic standards
1.5. Code of practice for staff
1.6. Control of colleges
1.7 Publicising subject priorities and needs
1.8. Appointment of staff to senior positions

2. What role does the Department play in the control of colleges.

	YES	NO	NOT SURE
Colleges are autonomous			
Colleges implement Departmental policies			
Colleges have no departmental policies to follow			
Departmental policies are difficult to implement			
Students reject departmental policies			
Department has confidence on college recommendations			

3. How do you perceive the reaction of the Department towards the following college issues?

	SENSITIVE	NOT SENSITIVE	DEPT.REMAINS NON-COMMITAL
3.1 Staff shortages			
3.2 Staff promotions			
3.3 Staff removal by students			
3.4 Need for curricular development			
3.5 Violation of Departmental policy by students			
3.6 Violation of Departmental policy by staff			
3.7 Existence of conflict among staff members			
3.8 Staff recommendations on crisis issues affecting students			
3.9 Conditions of service for staff			

4. In your opinion, is there a need for the following?

	<u>VERY ESSENTIAL</u>	<u>ESSENTIAL</u>	<u>NOT ESSENTIAL</u>
4.1 Departmental policy on colleges			
4.2 Departmental objectives on teacher training			
4.3 Uniform academic standards at Colleges			
4.4 Departmental policy on disciplinary action for misconduct			
4.5 Institutional rules and regulations			
4.6 College autonomy on curricular matters			
4.7 College autonomy on staff deployment			
4.8 Departmental policy on intimidation, classboycotts, defiance, threat on life and property.			

5. What are College administrators looking for when recruiting College lecturers?

	<u>VERY ESSENTIAL</u>	<u>ESSENTIAL</u>	<u>NOT AT ALL</u>
5.1 Highest qualification			
5.2 Experience			
5.3 Potential to assist in policy development			

6. In your opinion, what causes student's failure at colleges of education?

	SERIOUS CAUSE	COMMON CAUSE	NOT A CAUSE
6.1 Lack of firm college policy on student's management			
6.2 Lack of organised study hours			
6.3 Lack of proper academic assessment instrument			
6.4 Interruption of academic programme by boycotts			
6.5 Lack of firm policy on attendance			
6.6 Lack of seriousness in studies			
6.7 Others (specify)			

7. To what extent is the academic staff involved in the college administration?

	GREAT INVOLVEMENT	LITTLE INVOLVEMENT	NO INVOLVEMENT
7.1 Heads of Department			
7.2 Senior Lecturers			
7.3 Lecturers			
7.4 Vice-Rector			
7.5 Senior Head of Department			
7.6 S.R.C.			
7.7 Parents			

8. Which of the following affects the learning quality at colleges of education?

	VERY ADVERSELY	ADVERSELY	NOT AT ALL
8.1 Lack of commitment from students			
8.2 Campus assaults and intimidation			
8.3 Drunkenness			
8.4 Poor attendance			

9. What could be done by policy planners towards improvement of the academic quality at colleges of education?

	<u>VERY ESSENTIAL</u>	<u>ESSENTIAL</u>	<u>NOT ESSENTIAL</u>
9.1 Selection of students for admissions			
9.2 A system of external examination			
9.3 A scheme of association with universities			
9.4 Improvement of present curriculum			
9.5 Autonomy in curricular design			
9.6 Firm college policy			
9.7 Disciplinary action for intimidation, threat on life			
9.8 Availability of departmental policy on colleges			

10. What is your observation of the students attitude towards the following?

	<u>ACCEPT</u>	<u>REJECT</u>
10.1 Existence of rules and regulations		
10.2 Maintenance of academic standards		
10.3 Assessment through tests and examinations		
10.4 Disciplinary action for misconduct		

11. In your opinion, what do you consider to be the reasons that often causes students to reject alternative suggestions from the administration?

	<u>AGREE</u>	<u>DISAGREE</u>	<u>NOT SURE</u>
11.1 Students' decision is always final			
11.2 Pressure from the S.R.C.			
11.3 Pressure from students			

12. Every given system of education has a level of competence/jurisdiction defined by the respective policy. In your view, who should be responsible for the following?

	COLLEGE COUNCIL	ACADEMIC STAFF	DEPARTMENT
12.1 Design of academic programme			
12.2 Setting and maintenance of academic standards			
12.3 Maintenance of exam standards			
12.4 Selection of students for admission			
12.5 Formulation of college rules			
12.6 Dismissal of lecturers by students			
12.7 Control of interruption of academic programme			
12.8 Education policy of a community			

13. Lack of policy at colleges of education.

	YES	NO
13.1 Hampers achievement of goals		
13.2 Causes students to reject any form of disciplinary action for misconduct		
13.3 Leads to conflict of interest among students and college authorities		
13.4 Causes students defy college authority		
13.5 Encourages students to challenge examination results		

14. In this item you are requested to make any observation and recommendations on any point which might have been omitted or insufficiently considered.

15. What do you consider to be the most destructive factors which are not promoting academic progress at your college?

15.1 Give those emanating from the administration

15.2 and those from students

SECTION B

APPENDIX 2

QUESTIONNAIRE FOR STUDENTS

Respondents are requested to indicate their responses by means of a cross where possible. Some questions require a single work or some comments.

GENERAL INFORMATION:

SEX :

MALE	FEMALE

AGE :

--

COURSE :

LEVEL	I	II	III
STD			
PTD			

YEAR OF COMPLETING STD 10 :

--

TEACHING EXPERIENCE :

--

EXPERIENCE :

--

MARITAL STATUS :

MARRIED	UNMARRIED

PARENT/GUARDIAN'S OCCUPATION:

--

Indicate your responses by means of a cross.

1. Does the college to which you are attached have the following?

	YES	NO	NOT SURE
1.1 Policy on admissions			
1.2 A mission statement on training of teachers			
1.3 Rules and regulations on students conduct			
1.4 Maintenance of academic students			

2. Why did you prefer to be registered at this college?

	YES	NO	NO SPECIFIC REASON
2.1 There is a firm policy			
2.2 Policy is negotiable			
2.3 Policy is not existing			
2.4 Policy is amended from time to time			
2.5 More academic freedom allowed			
2.6 More political freedom allowed			

3. In your opinion, is there a need for the departmental policy of the following?

	VERY ESSENTIAL	ESSENTIAL	NOT ESSENTIAL
3.1 College functioning			
3.2 Objectives on training of teachers			
3.3 Maintenance of academic standards			
3.4 Disciplinary action for misconduct			
3.5 On bursary (study loan)			
3.6 Uniform admissions			
3.7 Uniform policy on students' conduct			
3.8 Uniform policy on academic standards			
3.9 Intimidation			
3.10 Drunkenness and assault			

4. In your opinion what causes students failure at your institution?

	SERIOUS CAUSE	COMMON CAUSE	NOT A CAUSE
4.1 Lack of seriousness in studies			
4.2 Lack of organised study hours			
4.3 Lack of proper academic assessment procedures			
4.4 Lack of firm policy on attendance			
4.5 Ineffective teaching			
4.6 Interruption of academic programme by class boycotts			
4.7 Too many courses done			
4.8 Drunkenness			
4.9 Intimidation and assault			

5. What hinders the following?

	REJECTION BY STUDENTS	POOR ATTEND- ANCE	INTERRUPTION BOYCOTTS	INEFFECTIVE TEACHING
5.1 Maintenance of academic standards				
5.2 Achievement of academic goals of the institution				
5.3 Promotion of professionalism				

6. What position, do you hold, or have you ever held in the Committee/Clubs at your institution?

	SRC	SCM	COMMITTEES DRAMA	MUSIC	DEBATE
6.1 Chairman					
6.2 Vice-Chairman					
6.3 Secretary					
6.4 Vice-Secretary					
6.5 Treasurer					
6.6 Just participant					
6.7 Active supporter					

7. In which other management committees of the college do you suggest students should be involved?

ADMISSION COMMITTEE	DISCIPLINARY COMMITTEE	PROMOTIONS COMMITTEE	FINANCE COMMITTEE	COLLEGE COUNCIL	OTHERS

State your reasons for your participation in these committees,

8. What is your opinion on the election of the SRC at your institution?

FAIR	NOT FAIR	NOT SURE

Comment on your answer-----

9. Who takes resolutions on matters affecting students in attempt to arrive at a possible solution?

STUDENTS	SRC	ADMINISTRATION	ALL THREE

10. What is your view on an alternative suggestion given by college authorities after students have taken a resolution on the same issue?

ALTERNATIVE ACCEPTED	ALTERNATIVE REJECTED	STUDENTS' DECISION IS FINAL

11. In your opinion are alternative suggestions from the administration essential if you as students have taken a resolution on an issue?

	ESSENTIAL	NOT ESSENTIAL
SRC decides		
Administration suggestion may help		
Students' decision is final		

12. What do you regard as reasons for students' rejection of alternative suggestions from administration?

	YES	NO
Pressure from SRC		
Pressure from students		
Administration concentrates on academic matters only		
Students decision remains final		

13. How are students involved in management activities at your college?

	SUFFICIENTLY	NOT SUFFICIENTLY	NOT AT ALL
13.1 Through class representatives			
13.2 At clubs/committee levels			
13.3 SRC			
13.4 Others (specific)			

14. What do you consider as the most effective approach if you wish to have your needs promptly addressed as students?

CLASSBOYCOTTS	NEGOTIATION	THREATS ON LIFE & PROPERTY	DEMANDS

Comment on your reasons for this option-----

15. Lack of policy at college of education:

	YES	NO	NOT SURE
15.1 Creates difficulties in the achievement of academic objectives			
15.2 Causes students to reject any form of disciplinary action for misconduct			
15.3 Leads to conflict of interest among students and college authorities			
15.4 Causes students to defy college authority			
15.5 Encourages students to challenge examination results			

16. What disciplinary action do you recommend in case of each of the behavioural practice at college?

16.1 Absenteeism -----

16.2 Drunkenness -----

16.3 Campus assaults and violence -----

16.4 Intimidation and threat on life and property -----

17. What do you recommend should be done in order to improve the following?

17.1 Maintainance of academic standards at colleges of education -----

17.2 Improvement of the relationship and perceptions between students' leadership VS college authority -----

17.3 The question of negotiation vs the students demands -----

17.4 You are kindly requested to make recommendations on any point you would like to bring to our attention which might have been excluded from the questionnaires. It may be an item you feel it needs further elucidation -----

THANK YOU FOR YOUR CO-OPERATION.



Students Representative Council

TEL. (013132) 113

Reference: _____

Enquiries: _____

PRIVATE BAG X1008

KANYAMAZANE

1214

Date 28 May 1987

The Honourable Chief Minister
KaNgwane Government
Private Bag X1001
LOUW'S CREEK
1302

Dear Sir

RE: APPEAL IN REGARD TO THE UNADMITTED STUDENTS AT MGWENYA

We, the student body of Mgwenya College of Education hereby sympathizing with our colleagues, matriculated students who have been deprived the right of occupying the same lecture halls with us, by our Department of Education and Culture.

We sympathize with the young and fresh minds, dedicated and determined future qualitative teachers-to-be who have been promised admission by our College administration since early January this year, but to our surprise they were never admitted.

After money wasted (buying themselves a classroom and in the up and down transport fees), and also time wasted, they are still left unadmitted, frustrated, and unemployed. They are roaming in our community. The students of Mgwenya feel that the Department has been unfair and unjust to these students.

We appeal for the Honourable Chief Minister's intervention. The success of our request will be determined by giant step the Hon. Minister's giant step.

From the SRC



ELIJAH MANGO COLLEGE OF HIGHER EDUCATION

Tel. (0131652) 375

Telex:

Private Bag X1004
Kabokweni
1245

of the Rector:

The Secretary of Education
Department of Education
Private Bag X1002
LOUW'S CREEK
1302

Dear Sir

RE: STAFF RECOMMENDATION ON THE 26, 27, 28 APRIL

1. After the students have left the College on the 25 April.
 - 1.1. The College notified the parents/guardians in writing, of the circumstances that necessitated suspension of classes (see Circular 01/89).
 - 1.2 The College Staff had series of meetings during which discussions were held and some recommendations made.
2. The following recommendations were made and are hereby submitted to Head Office (See minutes of the 26, 27, 28 and copy of resolutions)
 - 2.1 That the students should return to College on the 15 May 1989.
 - 2.2 That students should denounce violence, harassment of lecturers and threats on life as these are not in the interest of the educational progress. The college requests Head Office to express its condemnation of this especially as it has already revealed itself in the action of Mr Steenkamp.
 - 2.3 That the Department has to appoint a commission of inquiry into the question of double standards practised by some lecturers which is prejudicial to the administrative welfare of the College. Further that people who are associated with this practice should be removed from the College in terms of appropriate item 10 regulations. (See minutes of the 26 April).
 - 2.4 Academic programme for 1989 has been interrupted by the unusual demands of students. Whereas the college made certain concessions with regard to some departments, it is now impossible to make further concessions. Students who will harass, humiliate or engage themselves in threats or life of lecturers, will unfortunately find themselves without lecturers. However, examination papers or tests will have to be written by the students concerned even if they have no lecturer. The adjustments which were obtaining up to the 20 April are the only arrangements possible within the staffing constraints.

- 2.5 With regard to the role and jurisdiction of the SRC, plenary session felt that this council seems to have a tendency of going beyond its jurisdiction. Academic matters still rest in the Heads of Departments. As to the recommendations (See minutes of the 26 April 1989 item 8).
3. In conclusion, the pro-students power group of lecturers have openly declared that there will be violence when students return to College. This causes great concern. We wish to express a feeling that in case students are not prepared to accept staff allocation as made by the College and if they continue with harassment and threats on life of staff, we will have no option but recommending sending them home forth with.

RECTOR
W.M. NDLALA

APPENDIX 5

ELIJAH MANGO COLLEGE OF HIGHER EDUCATION

We the undersigned students of the mentioned institution having noted that:

1. Three students from Mgwenya College of Education have been suspended.
2. For the last few weeks students have not been attending classes, demanding for the return of the suspended students.

WE DEMAND:

1. The issue be urgently addressed.
2. The suspended be allowed back to the campus unconditionally
3. Facilitate the resume of classes as soon as possible before Friday i.e. 23 February 1990.

N.B. It is the right of an individual student to have a freedom of speech and noting that the freedom charter states that the door of learning and culture shall be open to all.

- Noting that the KaNgwane Government has been part and parcel of the CDF and further believing that it endorsed CDF resolutions endorsed go back to school campaign hereby resolves.
- If our demand is not acceded to we are going to pledge solidarity in another confronting way.

c00

DIAGRAM 1

ORGANISATIONAL STRUCTURE OF EDUCATION DEPARTMENT

Proposal in brief

MINISTER OF EDUCATION

Public Relations Officer

SECRETARY FOR EDUCATION

EDUCATION COUNCIL

DEPUTY SECRETARY/
(Director Professional (A))

Planning and Control of pre-primary,
primary and secondary education

Assistant
Director
Pre-primary and
primary

Planners

Assistant
Director
Secondary and
Exams Section

Planners

DEPUTY SECRETARY/
(Director Professional (B))

Direct responsibility for technical college,
colleges of education and supervision of

Assistant
Director
Adult Education
Language services
Library services
Culture and sport
Statistical services
Annual Report
Special projects

Assistant
Director/Head
of INSET, and
Specialist advisers
Guidance and
psychological
services

DEPUTY SECRETARY/
(Administrative)

Senior
Administrator
Staff
School Services
Registry

Senior
Administrator
Finance
Stores
Transport

CIRCUITS : Managers
Inspectors

SCHOOLS/COLLEGES
Principals

TEACHERS

PUPILS/STUDENTS

CIRCUIT COUNCILS

GOVERNING BODIES/School
Committees

TEACHERS' ASSOCIATIONS

SRC's

Appendix 7

Research Assistants

The people whose names appear in this appendix assisted the researcher very much during data collection by means of mailed questionnaires.

1. Mr A.T. Fakude
2. Mrs V.E. Fakude
3. Mr M.P. Lubisi
4. Mr D.M. Malekutu
5. Mr S.B. Mamba
6. Mr B.L. Masango
7. Mr E.B. Mkhathshwa
8. Mr Z.G. Ntimane
9. Mr S. Ntiwane
10. Mr A. Rose
11. Mr G.M. Sibiya

Appendix 8

List of colleges to which questionnaires were sent.

STATE	COLLEGE
KANGWANE	Mgwenya College Elijah Mango College
KWAZULU	Esikhawini College EShowe College
LEBOWA	Mapulaneng College Modjadji College
QWAQWA	Bonamelo College Tshiya College
GAZANKULU	Giyani College Hoxani College