

49
P.5
A.S.D.

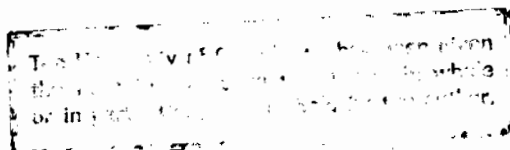
THE ADMINISTRATION OF A UNIVERSITY

WITH PARTICULAR REFERENCE TO THE UNIVERSITY
OF CAPE TOWN

Peter deVries

A Dissertation Submitted to the Faculty of Social Science
University of Cape Town,
for the Degree of Master of Public Administration.

Cape Town 1973



The copyright of this thesis vests in the author. No quotation from it or information derived from it is to be published without full acknowledgement of the source. The thesis is to be used for private study or non-commercial research purposes only.

Published by the University of Cape Town (UCT) in terms of the non-exclusive license granted to UCT by the author.

And how many ideas there have been on earth in the history of mankind which were unthinkable ten years before they appeared? Yet, when their distinct hour had come, they came forth and spread over the whole earth. So it will be with us and our people will shine forth in the world, and all men will say, "the stone which the builders rejected has become the cornerstone of the building".

- Dostoyevsky

<u>TABLE OF CONTENTS</u>		<u>PAGE</u>
A	THE HISTORY OF A UNIVERSITY	1
1	Evolution	1
2	The English University System	3
3	South African Universities	4
4	Conclusion	5
B	THE AIMS OF A UNIVERSITY	7
1	Definition	7
2	The Classical Model	7
3	The Pragmatic Model	9
4	Limiting Factors	11
5	The Character of UCT	13
6	Heterogeneity	14
7	The Role of Positive Leadership	14
8	Conclusion	15
C	THE STRUCTURE OF U.C.T.	18
1	Legitimacy	18
2	External Structure	19
2.1.	The Minister of National Education	19
2.2.	The University Advisory Committee	20
2.3.	The Committee of University Principals	21
3	Internal Structure	24
3.1.	Composition	24
3.2.	The Visitor	24
3.3.	The Chancellor	25
3.4.	The Principal	25
3.5.	The Council	25
4	Models of Administration	25
4.1.	The Bureaucratic Model	25
4.2.	The Collegial Model	29
4.3.	The Political Model	31
4.4.	The New Model : The Planned Society	36
5	Conclusions	38
D	THE GOVERNING BODIES OF U.C.T.	41
1	The Council	41
1.1.	Authority	41
1.2.	Membership	41
1.2.1.	Wider Representation	42
1.2.2.	Senate Appointees	42
1.2.3.	Period of Service	42
1.3.	Factors which Influence Council's Decision-Making	43
1.3.1.	Social and Cultural Background	43
1.3.2.	Economic Background	43
1.3.3.	Political Background	44
1.4.	Psycho-Sociological Factors in Decision-Making	44
1.5.	Inequality of Status Members	45
1.6.	Sub-Committees	45

<u>CONTENTS</u> (continued...)	<u>PAGE</u>
1.7. Functions	47
1.8. Responsibilities	48
1.9. Procedures	48
1.10. Interest Groups	50
1.10.1. Student Body	50
1.10.2. Staff Associations	51
1.11. Relations with Central Government	51
1.11.1. Duties of Council	51
1.11.2. Autonomy	52
1.12. Relations with Students on Extra-Mural Issues	52
1.13. Relations with the General Public	53
2 The Senate	54
2.1. Authority	54
2.2. Senate Power	55
2.2.1. The UCT Act	55
2.2.2. Effect of Specialization on Bureaucracy	56
2.3. Membership	57
2.4. Collegiality	58
2.5. Committee of Deans	59
2.5.1. Membership of the Committee of Deans	60
2.5.2. Accountability	60
2.5.3. Functions	60
2.5.4. Judicial Powers	60
2.5.5. Power	61
2.6. The Community of Scholars	61
2.7. Co-ordination of Sub-Committees	62
3 Boards of Faculties	65
3.1. The Dean of the Faculty	66
3.1.1. The Power of the Dean	67
3.1.2. Role-Set Relationships	68
3.2. Organization of the Faculties	69
3.3. Faculty Goals	70
3.4. Faculty Procedures	70
3.5. Faculty Boards as Collegia	71
3.6. The Scalar System	73
3.7. Political Process	74
3.7.1. Conflict with Students	74
3.7.2. Departmental Conflicts	75
3.8. The Academic Department	75
3.8.1. Responsibilities	75
3.8.2. Membership	75
3.8.3. Administration	75
3.8.4. The Head of Department	76
3.8.5. Departmental Goals	77
3.8.6. Departmental Politics	77
3.8.7. The Individual Faculty Member	78
4 The Students' Representative Council	79
4.1. Membership	79
4.2. Functions	80
4.3. Administration	81
4.4. Student Councils	81

<u>CONTENTS</u> (continued ...)		<u>PAGE</u>
4.5.	Student Participation in University Administration	81
4.6.	Nusas	82
4.7.	Student Attitudes	82
4.8.	Procedures : Mass Meetings	83
4.9.	The S.R.C. President	83
5	Conclusions	84
E	JUDICIAL ADMINISTRATION	88
1.	Judicial Bodies	88
2	Courts	89
3	Punishment	91
4	Students in Residence	91
5	The University's Attitude towards Students	92
6	Conclusions	93
F	THE EXECUTIVE LEADERSHIP	95
1	Duties and Responsibilities of the Executive Leader	95
2	Authority	96
3	Executive Team	97
4	Difference between Executive Duties and Administrative Duties	99
5	Role - Set Relationships	100
6	Planner	101
7	Power	102
8	Influence	103
9	Relationships with Government of the Day	104
10	Relationships with the Student Body	104
11	Formulation of Procedures	104
12	Co-ordination	105
13	Conclusions	105
G	THE REGISTRAR	107
1	Description	107
2	Duties	107
3	Relationships with Executive Officer	108
4	Responsibilities of the Registrar	110
5	Role-Set Relationships	110
6	Faculty Administrative Officers	110
7	Communication	113
8	The Administration of Academic Departments	113
9	Registration of Students	114
10	The Bureaucratic Process	114
11	Systems Analysis	115
12	Appraisal of Policy	116
13	The Financing of Administration	116
14	Conclusions	117
H	COMMUNICATIONS AND CONTROL	119
1	Internal Communication	119
2	Unofficial Publications	121
3	The Principal's Circular	122

<u>CONTENTS</u> (continued ...)		<u>PAGE</u>
4	Information for the Policy-Making Process ..	123
5	Integrated Systems Concept	126
6	Policy	127
7	The Faculty Decision-Making Process ..	127
8	Physical Impediments	130
9	External Communications	131
10	Public Relations	131
11	The Independent Press	132
12	Stimulation	133
13	Quality Control	133
	13.1. Control of Personnel	133
	13.2. Control of Entrance Requirements ..	134
	13.3. Controls by External Professional Bodies	135
	13.4. Control over Administrative Officers ..	135
	13.5. Control of Teaching Standards	135
	13.6. Academic Control over Students ..	136
14	Conclusions	136
I	FINANCIAL ADMINISTRATION	138
1	Government Subsidies	138
2	The Details of the Subsidy Formula	141
3	Student Fees	143
4	The UCT Foundation	144
5	Allocations of Budgets	145
6	Accounts and Estimates	147
7	Use of Allocations in Budgets	148
8	Equipment and Maintenance	148
9	Capital Expenditure	149
10	Overall Planning	150
11	Conclusions	150
J	PERSONNEL ADMINISTRATION	152
1	Personnel Policy	152
	1.1. The Conditions of Service Committee ..	152
	1.2. The Staffing Committee	153
	1.3. Policies Peculiar to the UCT Staffing Situation	155
2	The Selection Procedure	158
	2.1. Non-Academic Appointments	158
	2.2. Academic Posts	159
	2.2.1. Temporary Academic Staff Appoint- ments	159
	2.2.2. Permanent Academic Staff Appoint- ments	159
	2.2.3. Appointments Procedure	161
3	Tenure	163
4	Incentives	163
	4.1. Academic Staff	163
5	Employee Benefits and Services	165
6	Staff-Line Relationships	166
7	Management	166
8	Appraisal	167

CONTENTS (continued ...)PAGE

9	Job Description and Analysis	..	..	..	167
10	In-Service Training	..	..	..	167
11	Payment of Salaries	..	..	..	168
12	Discipline	..	..	..	168
13	Staff Associations	..	..	..	168
14	Conclusion	..	..	..	169
K	GENERAL CONCLUSIONS	..	..	..	171
✓ 1	The Closed Hierarchical System	..	..	..	171
2	Lack of Planning and Assessment	..	..	..	173
3	A New Model of Administration for UCT	..	..	..	174
L	BIBLIOGRAPHY	..	..	..	177

DIAGRAMS

<u>FIGURE</u>	<u>PAGE</u>
A (i) The Role of Influencing Factors on the Aims of the University	16
A (ii) The University as an Input/Output System ..	17
B (i) UCT in Relation to the State	22
B (ii) UCT's Place in the Educational System	23
C Diagram of Council and Senate Committees ..	26
D UCT Decision-Making Model	40
E Functioning of Council Sub-Committees	46
F Path of a Recommendation from Faculty Member to the Council	63
G Common Membership in Senate Sub-Committees ..	64
H The UCT Governing Bodies : Line of Authority ..	85
I University Judicial Bodies	89
J Punishment for Student Offences	91
K Executive Leadership : Areas of Responsibility	98
L Chain of Command : Central Administration ..	112
M Unofficial Lines of Communication between Staff Association and Senate and Council	120
N The Governing Bodies : Inputs	124
O Proposed UCT Information System	126
P Proposed UCT Integrated Systems Unit	126
Q Relationship between Sub-Committees and Major Policy-Making Committees of the Senate ..	128
R Proposed New Academic Structure for UCT ..	129
S Chart Showing Major Sources of Revenue ..	139
T Chart Showing Major Allocation Areas of the Annual Budget	146
U Dispersal of Academic Staffing Functions ..	154
V Re-Organization of the Functions of the Current Staffing Committee	155
W Chart showing the Limited Scope of the Staffing Committee and the Council regarding Personnel	156
X Procedure for Filling a Vacant Chair at UCT ..	160
Y Channelling of Grievances of Staff Members ..	169
Z New Model of Governance for UCT	175

A. THE HISTORY OF A UNIVERSITY

1. EVOLUTION:

There have been schools of learning in many parts of the world dating back to ancient times: in the fifth century before the birth of Christ the first University that we have knowledge of flourished as Nisibis in Asia Minor;¹ in Ancient Greece Plato also instructed his little group of pupils in the grove near Athens named after the god of forests, Academus;² but it was not from either of these or any preceeding institutions of learning that the universities, as we know them today, evolved. Our universities took their form and traditions from institutions of the Middle Ages.

The medieval institutions for higher learning evolved from schools which were attached to the Medieval cathedrals in centres known as stadia. Famous schools of this type were to be found at Salerno, Bologna and Paris in 1050. The early stadia were not created but grew as the natural expression of the spiritual, intellectual and social energies of the age - fundamentally they were meeting places of students and masters drawn together by a common desire for learning.³

Students of Bologna organised themselves into "Transmontane" or organizations of foreign students as a means of protection against the townspeople to control general profiteering.⁴ By means of their organizations they also secured the power to fix the prices of their lodgings and books. They later obtained power over their teachers, requiring them to adhere to regulations which guaranteed that the students received full value for the fees they paid. The earliest statutes required professors to seek permission to be absent from lectures. The following statute of the Papal Legate Robert de Courçon passed in 1215 is an example of a regulation which was passed to ensure that the student had competent

-
1. A. van Selm : Nisibis: The Oldest University, p.2.
 2. A.C. Cilliers: Report on the Revision of the Subsidy Formula, p.71.
 3. H. Wieruszowski: The Medieval University, p.5.
 4. C.H. Haskins: The Rise of Universities, p.9.

lecturers:

"No one is to lecture at Paris in the Arts before he is 20 years old. He is to listen in arts at least six years before he begins to lecture." ⁵

Because they were excluded from the students' guilds, the professors also formed guilds requiring as admission certain qualifications ascertained by examination. No student could enter save by guild consent.⁶ As the ability to teach a subject is a good test of one's knowledge of it, the student was required to obtain a professional teachers' licence as a certificate of attainment regardless of his future career. The licence to teach was regarded as the earliest form of academic degree. Later the teachers and the students formed a universitas Magistrorum et scholarium (which means a community of teachers and students), a corporation in its own right independent of state or church, having its own legal personality.⁷

In early days universities seldom had buildings of their own and a favourite weapon which they used in their political struggles with the communities in which they were situated was to go on strike, during which time all lectures ceased. The university on a few occasions left the town in which it was domiciled and established itself elsewhere. During the first century and a half of its existence, the University of Bologna migrated twelve times and in so doing founded a number of new universities.⁸

The medieval universities provided excellent training for clerks, assistants for civil and canon lawyers and for physicians and the theologians and philosophers.⁹ The basis of education in the early middle ages were the so-called seven liberal arts which were divided into:

5. H. Wieruszowski: Ibid, p.138.

6. Ibid, p.11

7. A. van Selm: Ibid, p.11.

8. H.A. Reyburn: The University and University Education, p.2.

9. H. Wieruszowski: Ibid, p.115.

- (i) the trivium, which consisted of grammar, rhetoric and logic, and
- (ii) the quadrivium, which consisted of arithmetic, astronomy, geometry and music.

The former subjects developed into the faculty of literature and philosophy, and the latter into the faculty of science.¹⁰ The elective system then in practice permitted students to select their own courses. The elective system was exploited by the professors who, following their own preferences, offered such courses for instruction and research as lay within their particular fields of interest. This development led to the subsequent proliferation of subjects at universities. In the course of centuries the familiar elements of academic organization gradually made their appearance and grew into the pattern we know today: a set curriculum, examinations, the degree, the faculties, their elected officials, the colleges, academic buildings and libraries.

2. THE ENGLISH UNIVERSITY SYSTEM

Oxford University was founded in 1167 following a migration of students from Paris; and Cambridge some forty years later after a similar exodus from Oxford as a result of clashes with the local residents.¹¹ These two universities evolved differently from their continental counterparts as they took on a more federal character. They consisted of a number of colleges separately established, each with its own academic and residential quarters. The college was retained as an organizational unit within the university structure, and the focus of students' activities and loyalties. Each college today still makes its own decisions regarding the admission of students after considering its accommodation, the number of tutors in each subject and the desirability of preserving a due proportion between the number of those following the

10. A.C. Cilliers: Ibid

11. H. Rashdall: The Universities of Europe in the Middle Ages, p.xviii.

? (no p 4)

needs of all the citizens of South Africa (besides Fort Hare which has always been for "non-whites") could only accept "non-white" students with the permission of the government in power and then only provided the courses for which the student wished to enrol were not offered at one of the so-called "ethnic" universities. The present system of university education in South Africa is unique in that there are ten autonomous, residential universities, and one autonomous correspondence university which provide for the educational needs of the white population and some of the "non-whites", and five state universities which cater for the needs of the Bantu, Indian and Coloured Peoples of South Africa. The implications of this development on the higher education in the country will be discussed elsewhere in this study. The ten autonomous residential universities are subdivided further into four English-medium universities, five Afrikaans-medium universities and one dual medium university. The first Afrikaans-medium universities were established to promote Afrikaner sectional interest and "the Afrikaans universities played important roles in the rise of Afrikaner Nationalism in the twentieth century. Here (at the Afrikaans-medium universities) were large concentrates of Afrikaners, students and scholars, in institutions which were firmly dedicated to the idea of promoting "volks" aspiration and ideals."¹²

MB

4. CONCLUSION

Throughout history, universities have played important roles in providing facilities for higher education and research as well as providing professionally skilled manpower. They have undertaken these tasks for the betterment of the communities in which they have been domiciled, as well as for the betterment of mankind. But accomplishment of goals has been hampered by internal divisions amongst members and

MB

12. Van der Merwe, H.W. and Welsh, D.: Student Perspectives on South Africa, p.21.

groups struggling for power over one another. The original concept of a universitas Magistrorum et scholarium has been changed. Although the scholars have gained power over the students, there are signs of a rise in student power in certain universities in Europe. However, universities have not confined their activities to internal matters. They have also interacted with the communities in which they have been situated in attempts to bring about changes in society which have caused conflict situations to arise between them and the civic authorities. Universities have been embroiled with issues in the communities because they are institutions which, besides their other aims, are concerned with the search for the truth and the evaluation of the culture of their times.

B.

THE AIMS OF A UNIVERSITY1. DEFINITION

An analysis of the administration of an institution requires an exposition of its aims for "a great deal of behavior, and particularly the behavior of individuals within the administrative organisations, is purposive - orientated towards goals or objectives if administration consists in getting things done by groups of people, purpose provides a principal criterion in determining what things are to be done."¹³

A university can be described according to either of the following models:

(a) the classical model

The classical model claims that a university is that institution in society endowed with the special function of searching for the truth and evaluating the culture of its times.

(b) the pragmatic model

The pragmatic model states that a university's main function is service to the society, service in training large numbers of persons and service in the application of knowledge.¹⁴

The following is a closer analysis of the two models:

2. THE CLASSICAL MODEL

"A university stands for humanism, for tolerance, for reason, for progress, for the adventure of ideas, and the search for truth. It stands for the onward march of the human race towards even higher objectives. If the university discharges its duty, then it is well for the nation and the people."¹⁵

What is truth? This concept which is so fundamental to the understanding of what universities are about, is open to many

13. H.A. Simon: Administrative Behavior, p.4.

14. D. Bell: "Quo Warranto?" from Public Interest, Spring 1970, p.53.

15. Convocation Address by Pandit Nehru, University of Allahabad, 1947 quoted from A.K. Rice: The Modern University, p.20.

and varied interpretations, but for the purposes of this study we will look to the philosopher, Popper, for an answer to this question. He claimed that truth is a structure of beliefs about the natural world which is never complete, never beyond the possibility of correction or emendation in some particular. Truth is a direction in which one is moving - not something one ever finally achieves.¹⁶

If a university exists to search for the truth, it is free to question everything. If it is to be true to its purpose, nothing is exempt from its scrutiny, and if this purpose is recognized by the authorities that have brought the university into being and maintain it, it should be given immunity from reprisal,¹⁷ even though the truths that it expounds hamper the actions of a particular section of the society or even the authorities themselves. How does a university arrive at the truth? This is done through reflection and research. Without contemplation we will not get really penetrating criticism.¹⁸ "The university can only deal in one currency: reason. It doesn't exclude passion, but the passion, the conviction, is born of a dispassionate study which has lead to the conclusion."¹⁹

Society at large has the option of putting the university's theories into practice in the knowledge that the theories that are propagated by the university are never complete truths, but only data which with the effluxion of time will be amended in some particular or other if not completely. Although the university exists to serve society, it also stands outside the society and contains within itself all varieties of creeds and beliefs, and all kinds of persons subject to the one qualification of competence in the world of learning and scholarship.²⁰

"The university's first allegiance is to science in the

16. K.R. Popper: Objective Knowledge, p.8.

17. N. Annan: "What are universities for, anyway" from The Listener, 2nd November, 1972, p.599.

18. Ibid.

19. Ibid.

20. D. Bell: Ibid, p.62.

widest sense of the word and only by placing its allegiance there, can it be of true service to the community - only by being disinterested can it provide the nourishment that might allow civilization to grow. It is not that the university wishes to be of no service, but simply that immediate usefulness is not, or should not be its primary concern".²¹

3. THE PRAGMATIC MODEL

The pragmatic point of view can be summed up in the thoughts of the following three well-known persons:

- (a) Lord Redcliffe-Maud: "Our basic purpose as a society of learning is to transmit knowledge, to acquire new knowledge and to work out ways in which knowledge of various kinds in the natural and social sciences and in the humanities can be combined and applied in helping to solve human problems".²²
- (b) Professor S. Heering: "We gaan uit van het onbestreden feit dat de taak van het Hooger Onderwijs is het bybrengen neet alleen van kennis, maar evenzeer van de techniek van het verkrijgen en hanteeren daarvan door zelfstandige critisch denken Zonder twijfel heeft de Universiteit een taak bij het wekken en leiden van volkskracht".²³
- (c) Professor K. Jaspers: "The university is the corporate realization of man's basic determination to know. Its most immediate aim is to discover what there is to know and what will become of us through knowledge."²⁴

As the university is engaged in the communication of knowledge, it also fulfills a worthwhile purpose by applying relevant aspects of that knowledge to the specific training

21. D.G. Gillham: Inaugural Lecture UCT, 1972.

22. Lord Redcliffe-Maud: National Progress and the University, from T.B. Davie Lecture at UCT, 1972.

23. Professor S. Heering: De Taak Der Universiteit, p.9.

24. K. Jaspers: The Idea of a University, p.9.

requisites for the more learned professions and vocations. The instruction is predominantly addressed to young people who attend courses and sometimes live within the walls of the university during some formative years. The university also provides directly and indirectly some preparation for the fuller business of living. It prepares the young for more effective participation in the life of the community to equip them better to meet the conditions or demands of society.²⁵ Jaspers calls it "the education of the whole man". The university must heed the needs of society especially for graduates and specialists of various kinds and all the time it must be helping individuals to find their form and grow to their full stature.²⁶ However, the university, as a most important educational institution, has not only a general responsibility in society but also a specific responsibility as a main centre of activity of the scientific community to become a centre of social reform and constructive criticism of society.²⁷ A cognate activity of the university is the service rendered by faculty members as experts called in to advise or direct some affairs of the community or of participatory organizations.

What distinguishes a university from a technical college, as they are both concerned with imparting knowledge at the post-school stage for the benefit of society? The education a university contributes is worthwhile in itself. Its service is not to be estimated by the practical applications of the knowledge it provides. The university is not interested in mere technical training divorced from some foundation in science. The university devotes itself to the search after knowledge for the sake of its intrinsic value.²⁸ For the purposes of this study the classical model will be taken as the legitimate model although there is much evidence of

25. R.M. McIver: Academic Freedom, p.7.

26. K. Jaspers: Ibid, p.9.

27. W.A. Visser t'Hooft: A Responsible University in a Responsible Society, p.2.

28. B. Truscott: Red Brick University, Part 1, ch.2.

professional purpose in the university as so many professions are requiring the university to teach their students. Although professional instruction is one of the duties of the university it is incidental to the acquisition of knowledge for knowledge's sake. The university transcends the mere imparting of technical knowhow for it tries to achieve the education of the whole man. If we accept the premise that the university's aim is for the training of professions only then educational idealism goes out of the window and we realistically set towards a materialistic aim with all its concomitant consequences.

4. LIMITING FACTORS

The aims of an organization are limited by certain factors. The environmental situation limits the alternatives that are available and hence sets a maximum to the level of attainment of purpose that is possible.²⁹ The aims of the University of Cape Town contained in its charter read as follows: ***
NB Z

UCT "shall become a university for the residence, teaching and training of students and the promotion and advancement of learning".³⁰

What society should a university serve? Is its search for knowledge to be confined to national borders, religious beliefs, groups or classes in a community or is its society the wide world and all who may benefit from its knowledge? A university exists for the sake of ~~new~~ knowledge and that which has been gleaned from the best minds of all nations of all times, and which has been reflected upon and expounded afresh. Should it be left to any authority to determine whom the university shall serve? What community does the University of Cape Town serve and what is its relationship to that community? At the present time, South Africa which is the main community

29. H.A. Simon: Ibid, p.6.

30. Act 38 of 1959, para.2.

which the University serves, is a multi-racial society where the government in power has a declared policy of separate development for the different ethnic groups within its borders and has established special separate universities for ethnic groups. By means of legislation the government of the day has limited the community which the University could serve, for although UCT does provide services to the different ethnic groups in the country in many other ways, it cannot normally accept "non-white" students into the University except with the special permission of the government through the minister of national education. Permission to attend a university for "whites" is only granted in exceptional circumstances where the intended courses of study are not offered at the ethnic university. Apartheid has narrowed the UCT's contacts with "non-whites" and has made many of its members impervious to their needs. Consequently, many of the courses of study are aimed at providing for the needs of the white population only.³¹

Certain professional bodies also endeavour to dictate to academic departments as to how and what they shall teach. Some vocation-orientated departments, by catering to the narrow limitations of their professional bodies are relegating themselves into training colleges for the professions.³² Some academic departments, by narrowing their perspectives are producing teachers, doctors, engineers and other professional men who are limited in their education. They should not restrict their teaching to the narrow confines of professional bodies, but should seek broader inter-disciplinary perspectives which will provide for the development of the "whole man".

31. From "Universities and Social Change", a talk given by : G. Budlender, the President of the 1972 SRC of UCT.

32. This point was made by the 1973 SRC President of UCT at an interview.

5. CHARACTER OF UCT

Simon states that "fulfillment of purpose or adaption to a goal involves a relation among three terms: the purpose or goal, the character of the artifact and the environment in which the artifact performs".³³ What of the character of UCT? The University was established in the reforming era 1825-1836. The wind of liberal reform was sweeping through the Cape Colony. Sweeping reforms were brought about of which the following are examples:

a free press, English as official language, reform of the judicial system, adoption of English criminal law and procedure, relaxing of official control over churches - 50th ordinance - "free persons of colour" had civil equality with white men and power to hold land, omnipotence of the Governor checked, legislative council set up, municipal institutions constituted.

"It was in the midst of this reforming era that the college was founded and it has never lost the element of liberalism which it imbibed at birth".³⁴

What has been the University's reaction to the limitation of its scope of influence and how does this affect its aims and the execution of these aims? The Chancellor of the University, the Chairman of the Council, the Vice-Chancellor and the President of Convocation signed a joint dedication in 1959, the last sentence of which reads:

"We dedicate ourselves to the tasks that lie ahead, to maintain our established right to determine who shall teach, what shall be taught, and how it shall be taught in this University, and strive to regain the right to determine who shall be taught, without regard to any criterion except academic merit".

Furthermore, the fight to regain these rights is kept alive by

-
33. H.A. Simon: The New Science of Management Decision, p.6.
 34. E.A. Walker: The South African College and the University of Cape Town, p.8.

the T.B. Davie lectures which are delivered every year on a subject akin to the struggle for academic freedom and university autonomy. Cardinal Newman, who was the Rector of the Catholic University of Dublin, expressed his views on this subject in the following words:

"A university is pledged to admit, without fear, without prejudice, without compromise, all comers, if they come in the name of truth".³⁵

The University has used lawful means of persuasion and pressure to try and influence the government in power to rescind its decision which impairs the proper fulfilment of UCT's aims, without any success. This is the extent of its resistance for the University is governed by the laws of the country in which it is situated and it has by necessity to obey these laws irrespective of any views it holds counter to the laws.

6. Heterogeneity

The University is not a homogeneous unit. It is a miscellaneous collection of independent departments, schools, research units, laboratories, clubs, societies, libraries, a clinic, part of a hospital, a research vessel and an observatory. It is spread over a wide area in Cape Town and beyond its boundaries. The sub-goals of each one of these constituent parts of the University differ. Some are highly professional and some are academic. The sub-goals of some departments conflict with others. How is it possible to have a common aim for the whole University amongst this diversity? How is it possible to bring about the implementation of the aims at all levels of the organization? The University needs a guiding force to co-ordinate its multifarious activities into a homogeneity.

7. THE ROLE OF POSITIVE LEADERSHIP

The aims of a university should not rest with a mere

35. Cardinal Newman, The Idea of a University, Introduction p.x.

statement of purpose. It is the existence of a defined purpose coupled with positive leadership that brings about general understanding of such purpose and commitment to it. If it rests with the mere statement of values, the purpose will be smothered and blurred beyond recognition.³⁶ The members and groups in the university need direction and encouragement to make them constantly aware of the aims for which it stands. The commitment of each member and each department to the aims improves the possibility of the achievement of the university-wide goal.

8. CONCLUSION

(i) The aims that a university espouses are subject to modification by the character and philosophy of the institution, its environment and the nature of its leadership. If one of these influences is dominant the aims will be moulded accordingly. Strong environmental influences coupled with negative leadership will repress the character and philosophy of the university (if they are not compatible) and subject it to desires of the society. However, if counter influences are dominant, there will be conflict. Strong leadership opposed by environmental forces leads to conflict, tension and confrontation. The process is shown on the attached diagram. (Fig. A (i),) In the nature of the case, enclaves like universities must often be in conflict with surrounding society. Historically this has continually occurred in doctrines, morals, politics and standards. The past history of universities is littered with cases where university teachers have been muffled and excommunicated, students have been punished and beaten, books have been banned and subsidies have been taken away.

(ii) The attached chart (Fig. A (ii),) shows how a university endeavours to mould the inputs it receives from the community to help in the accomplishment of its aims.

FIGURE A.(i)

THE ROLE OF INFLUENCING FACTORS ON THE AIMS OF THE UNIVERSITY

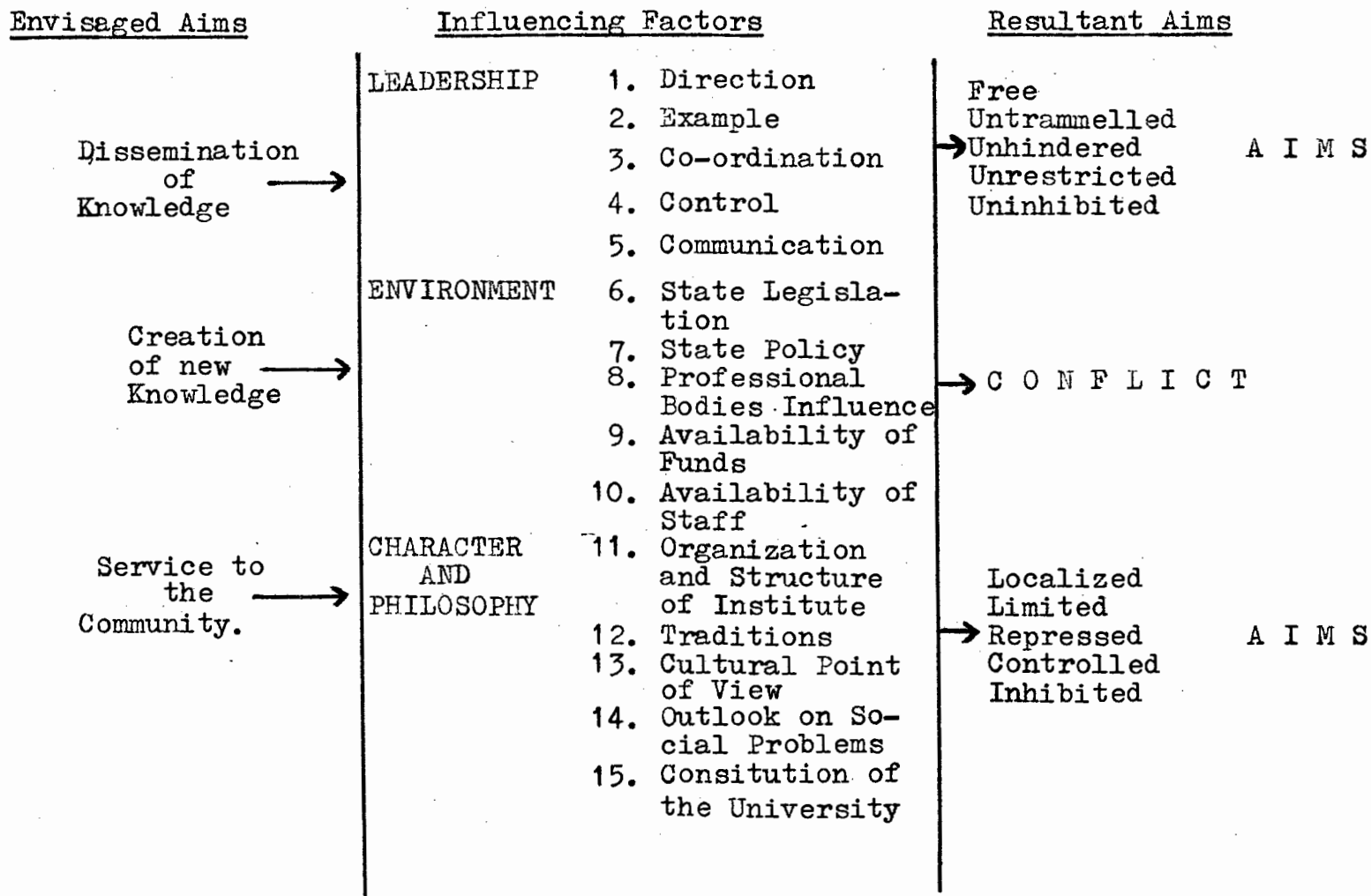
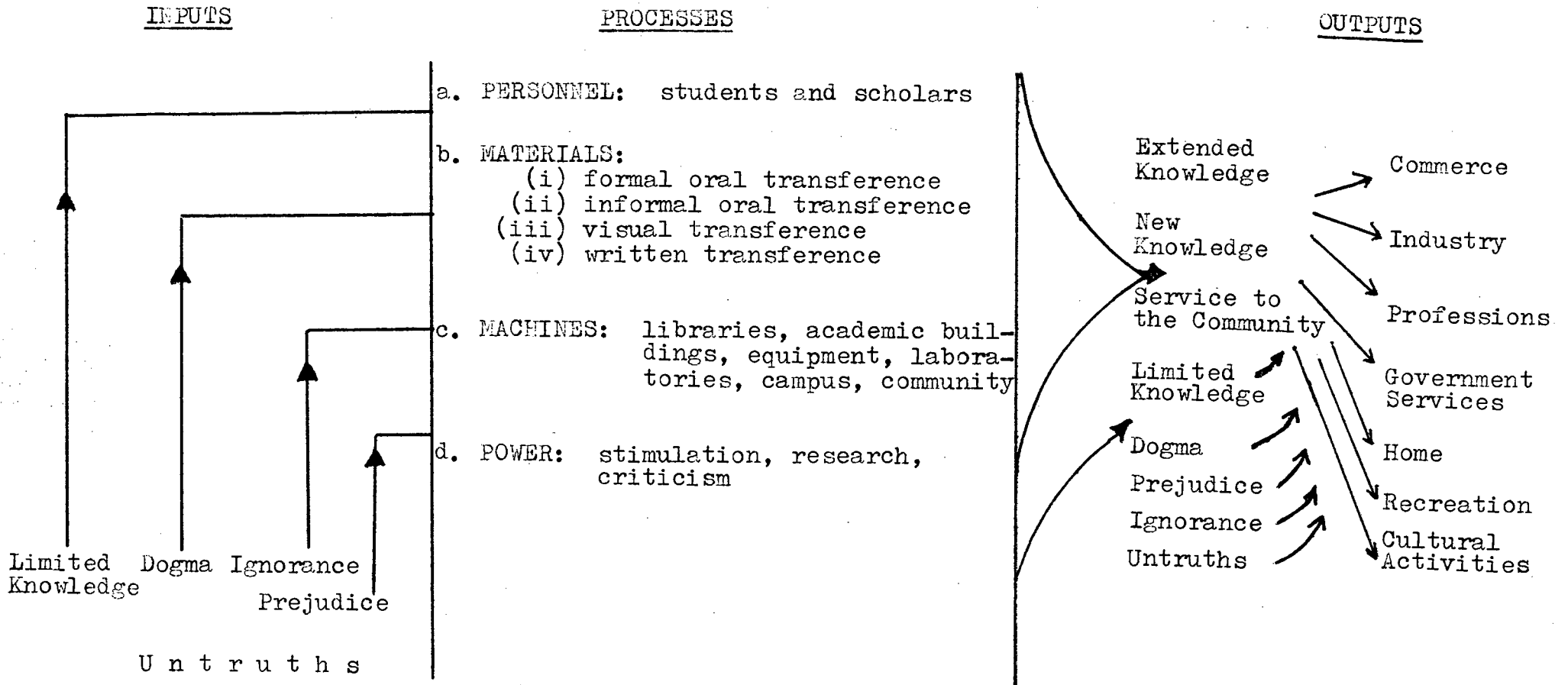


FIGURE A (ii)

THE UNIVERSITY AS AN INPUT/OUTPUT SYSTEM*



* Adapted from E. Shaw et al : Ibid, p.53.

C. THE STRUCTURE OF U.C.T.1. LEGITIMACY

In each society someone must make rules to govern the conduct of and the relations among those who are banded together to accomplish certain ends. In this sense the University acts like a government - it makes rules that govern the individuals that make up a group, telling them what shall be done how and where.³⁷ But the University is an artificial person. Unlike the individual, an artificial person can only function through its agents and it can only take decisions by the passing of resolutions in the manner provided by its constitution. The artificial person has to authorize its agent to act on its behalf otherwise the agent has no legal standing. MR

The University derives its right to govern from its charter which confers on it the status of a corporate person which has public responsibility. The UCT charter states that it is "a body corporate and shall be capable .. of doing such things and performing such acts as bodies corporate may by law do or perform"³⁸ A corporation is a franchise and a franchise is a portion of the state's power in the hands of a subject.³⁹ The legislature which has granted the charter to the university has supreme power in the country and can retract any power granted by way of charter and impose its will on the university if it so desires. In the case of UCT, the State has made special provision for its interference in the affairs of the University by the insertion of the following clause in the Universities' Act which is applicable to all South African autonomous universities: The Minister (of National Education) may make regulations ... on any matter which he considers necessary or expedient to prescribe".⁴⁰

37. J.J. Corson: Ibid, p.7.

38. Act 38 of 1959, section 4 (i).

39. P. Goodman: The Community of Scholars, p.28.

40. Act 61 of 1955, section 28 (f).

2. EXTERNAL STRUCTURE

2.1. The Minister of National Education

UCT is not effectively independent of the State because:

- (1) there is no abnegation of government control over it in matters like selection of students and
- (2) it has to rely upon the State to provide approximately two-thirds of its recurrent annual expenditure.

Furthermore the hierarchical nature of the University in its relation to the central government is brought out in the stipulation that "any statute or regulation which a council proposes to frame ... shall be submitted to the Minister for approval".⁴¹

The State imposed its will on UCT when the Minister of National Education informed the University that he was not in favour of men and women students living in the same residence. He also requested the University not to appoint a certain "non-white" senior lecturer to its staff. As the government of the day has supreme power in the country and controls the purse-strings of the University, its wishes need to be acceded to. But its autocratic manner of dealing with university matters is not in the best interests of university education. The Principal of UCT stated in an interview that "there is bound to be difficulty with the present Government and UCT because of basic philosophical differences that arise out of the different cultural inheritance of those that head the Government". The government in power is allowing its ideology, philosophy and party politics to interfere with university education. Universities require to be able to determine their own policies and destinies in the way they consider best in the light of experience, because they can accomplish their aims best when governments allow them to function unhindered.

41. Act. 61 of 1955, sections 17(2) and (5).

Although the Minister of National Education, served by his state department, maintains control over all the South African universities, the activities of the universities are so specialized that a politician and his administration can hardly be regarded as competent enough to make decisions on academic matters without the guidance of specialists in the field of university education. The following two committees were brought into being to assist the minister in maintaining control over the universities:

- (a) The University Advisory Committee
- (b) The Committee of University Principals

2.2. The University Advisory Committee

The U.A.C. advises the Minister on -

- "
- (a) general questions of policy
 - (b) such other matters relating to the universities as the Minister may refer to it."⁴³

The U.A.C. has been involved mainly with the working out of the five-yearly subsidy formula for the universities, the establishment of new departments and faculties, improvements in salary scales, new buildings and requests for capital expenditure. But part of its duties should be to make analyses of the number of students enrolled for the different courses of study at all the universities in South Africa to ensure that where the needs of one section of the society for trained professional staff is not being met, some incentives are given by way of scholarship and bursaries or other means to encourage students away from areas that are drawing too many students into the professions that need more manpower. In this way the acute shortage of high school teachers or engineers could be alleviated. The consequences of this type of co-ordination of higher education are vast and it is not proposed to investigate them further in this study.

43. Act 61 of 1955, section 2.

2.3. The Committee of University Principals

The Universities' Act stipulates that -

- " (a) the C.U.P. shall perform any function assigned to it under the Act or by joint statute;
- (b) consider and make recommendations to the Minister regarding any matter that it considers to be of common interest to the universities or which may be referred to it by the Minister or by the Secretary for National Education."⁴⁴

The C.U.P. has power to frame -

- " (a) joint statutes, which shall be common to all the universities
- (b) joint regulations for the better carrying out of the joint statutes."⁴⁵

The principals (or rectors) and registrars (ex officio) of all the autonomous universities in South Africa are members of the C.U.P. In practice, the C.U.P. does not impose its will on any university. It acts by promulgating joint statutes and regulations on matters on which the universities have agreed upon.

Matters common to the universities with which C.U.P. deals are the following:

the implications of the subsidy formula, entrance requirements, length of degree courses and sport,

but the C.U.P. does not interfere with the universities' own method of dealing with these matters.

The C.U.P. has also received requests from the universities to approach the minister to have certain banned books made more readily available to them. The Publications Control Board, an autonomous organization set up by the state, has power to ban certain books on moral or other grounds. Permission has, however been granted for these books to be housed in the universities'

44. Act 61 of 1955 section 7

45. Act 61 of 1955 section 18 (1)

libraries. The minister of justice has banned literature of a communistic nature and the possibility of quoting from certain prohibited works in lectures or in academic writing is prohibited under the Suppression of Communism Act. This restriction on the availability of source material for study and research impedes the work of students and scholars alike. The minister of justice has been requested to free banned books for study and research purposes and the C.U.P.'s aid has been enlisted in this matter which affects the operations of all the universities.

The C.U.P. could act as an effective buffer between the universities and the state so that the state does not interfere with the autonomy of the universities. The state should inform the C.U.P. of its wishes and allow this body to request the universities to implement these wishes, provided the C.U.P. considered them to be in the interests of university education overall. This would prevent party politics or a government ideology or philosophy from being imposed directly on the universities.

The hierarchical structure of the University's involvement with the state is shown in the following diagram (Fig. B(i) which should be studied in conjunction with the attached chart (Fig. B(ii) depicting UCT's place in the South African educational system.

Fig. B. (i)

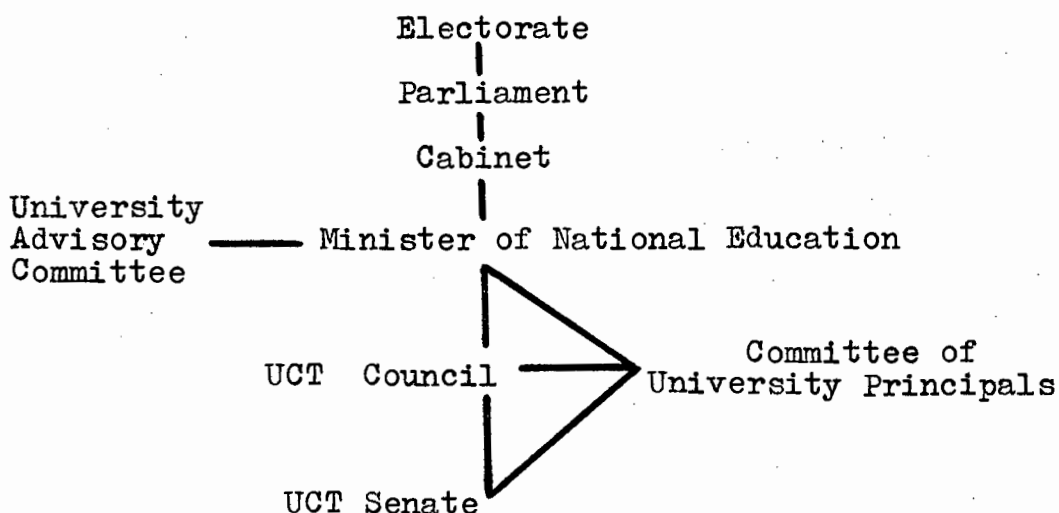
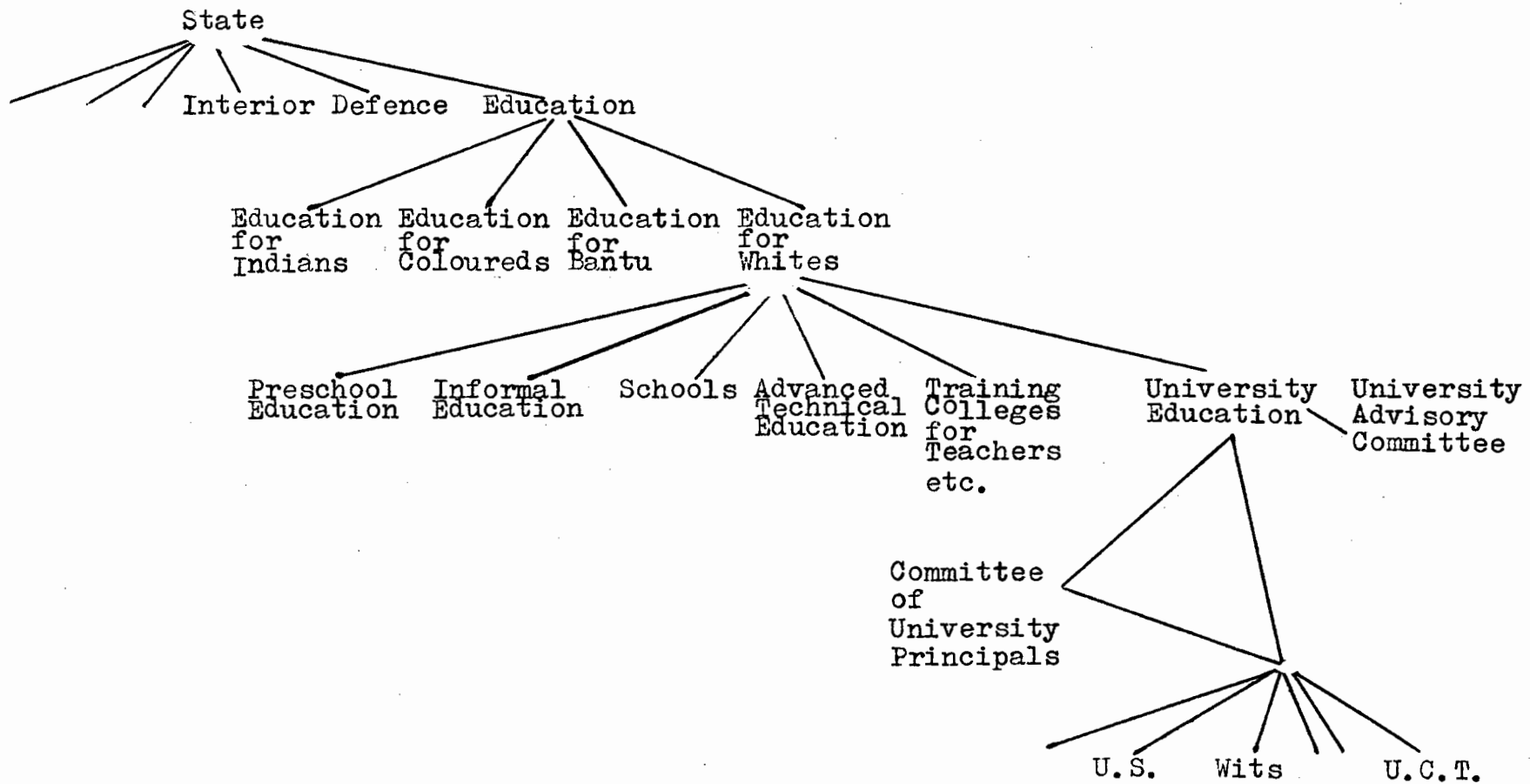
UCT IN RELATION TO THE STATE

FIGURE B(ii)

U.C.T.'s PLACE IN THE SOUTH AFRICAN EDUCATIONAL SYSTEM



3. INTERNAL STRUCTURE

But what of the University's internal structure? Some form of administration is required to aid the heads of various teaching departments established within the University to realize the aims of the University for, as Cloete states, "In die algemeen kan aanvaar word dat administrasie bestaan uit die dinkprosesse en handelinge nodig vir die beplanning en verwesenliking van 'n doelwit".⁴⁵ It would not be a practical proposition for the departments to govern themselves as strife and dissention would be caused when matters like extra staffing, more equipment and additional courses are decided upon, as each department has a tendency to think that its own contribution towards the teaching of the University is more important than the other departments' and would therefore think that it had more urgent needs than any other department. Most of them would have difficulty in distantiating themselves from their own needs to give really impartial decisions.

3.1. COMPOSITION

The University of Cape Town is constituted as follows:
a visitor; a chancellor; a principal (vice chancellor) deputy principals; a council; a senate; a convocation; professors; lecturers and students.⁴⁶

The following are short descriptions of the top echelon of the University:

3.2. The Visitor

The Visitor of the University is the State President. This post is a relic of history when the visitor acted as a mediator in disputes between the university and other sections of the community. The Visitor holds a purely honorific title which has no significance in the University's hierarchy.

45. J.J.N. Cloete: Inleiding tot die Publieke Administrasie, p.2.

46. Act 38 of 1961, section 4(1).

3. 3. The Chancellor

The Chancellor is elected by the members of the convocation (that is all alumni, professors, lecturers and the principal and the deputy principal). He holds office during his life or until he resigns.⁴⁷ The Chancellor is the nominal head of the University as he in fact has only one function laid down for him in the acts and statutes which is that of conferring degrees.⁴⁸ He, too, does not play any meaningful part in the administration of the university.

3. 4. The Principal

The position of the principal and his deputies will be dealt with under another section of this study.

3. 5. The Council

"The government and executive authority" of the University is "vested in the Council".⁴⁹ The attached organizational chart (Fig.C.) depicts the University's internal structure. But the description of the technical character of an organization does not always give the correct picture of how the administrative decisions are actually made. The established practice is sometimes that the higher organ with the power of decision-making regularly follows the suggestions made by lower organs. Only a study of the actual operation of the organization will reveal whether the above applies. The Council and the Senate are discussed in detail in the following chapter.

4. MODELS OF ADMINISTRATION

The University is administered according to three different models:

- (a) the bureaucratic model
- (b) the collegial model
- (c) the political model

4.1. The Bureaucratic Model

The hierarchical character of the University's organi-

47. Act 38 of 1959 section 5(1).

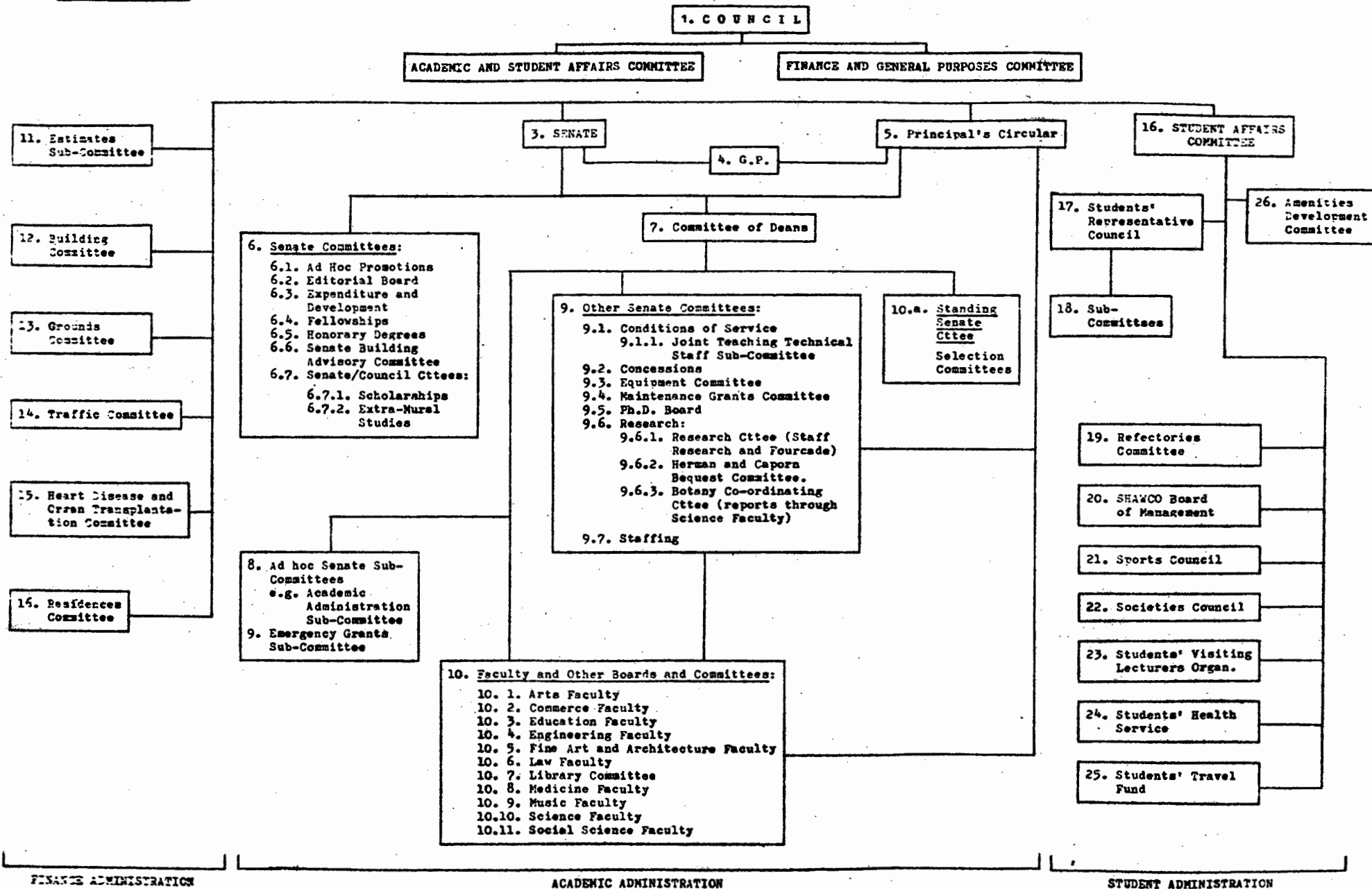
48. UCT Statute clause 3.

49. Act 38 of 1959 section 7(1).

UNIVERSITY OF CAPE TOWN

DIAGRAM OF COUNCIL AND SENATE COMMITTEES

FIGURE C.



zation is emphasized by the following procedure in which recommendations on academic matters are processed:

The Council has appointed heads of the various teaching departments of the University and has given them power to administer their departments.⁵⁰ These departments are arranged into faculties and members of departments (but more usually the heads of the departments by virtue of their administrative power) make recommendations to their particular boards of faculties on any aspect of the administration of the University but more particularly on their own departments. The statute provides for each board of a faculty to make recommendations to the Senate upon syllabuses, courses of study and examinations as far as they affect departments of its faculty ...⁵¹ Senate in turn has been given the superintendence and regulation of the discipline and instruction of the several departments, lectures and classes.⁵² In this way recommendations by departments are considered by the board of the faculty in the first instance, thereafter by the Senate and finally by the Council which has been given power to frame statutes for giving effect to any law relating to the University, and for the general government of the University.⁵³ In each case the decisions of the lower-level committee are considered by a higher-ranking committee. The UCT Act requires further that regulations passed by the Council must be submitted to the minister of education for approval and published in The Government Gazette.⁵⁴ (UCT has never published its regulations in The Government Gazette as it is not clearly stated whether the regulations mentioned are internal regulations or not.) The hierarchical structure described above leads to great procrastination in decision-making although ratification of recommendations is, in most cases, a formality. The department

50. UCT Council Minutes, July 1966.

51. UCT Statute clause 38.

52. Act 38 of 1959 section 8(3).

53. Act 61 of 1955 section 17(1).

54. Act 38 of 1959 section 17.

which initiates the recommendation is the expert in its field and is the only section of the organization really competent to make recommendations on matters affecting its own affairs and their relation to the University. Although faculty boards may at times provide a useful review of the department's recommendations as the members of these boards work in cognate or allied fields of study, Senate and Council, as bodies, have not the competence to challenge the recommendations about pure academic matters and really do little else but ratify them. The fact that the decision has taken six or eight weeks to be produced might convince "a naive person that the proposal has been subject all that time to grave deliberations in solemn conclave,"⁵⁵ but in fact it is normally only considered in much depth by the initiating body.

Max Weber's bureaucratic structure will be applied to the University to see if it conforms to the model:

- (i) There is a hierarchical structure from Council to Senate to Faculty Boards to Heads of Departments to departmental staff.
- (ii) There is a formal line of authority as above.
- (iii) There is a formal system of communication through committees and their documents;
- (iv) Legal rationality.
The work done is in accordance with Acts and Statutes promulgated for this purpose.
- (v) Maximum efficiency.⁵⁶
There is specialization of activity, filing of documents, record keeping, and other administrative devices. ✓

55. C.N. Parkinson: The Law of Delay, passum.

56. H. Gerth and C. Wright Mills: Max Weber: The Theory of Social and Economic Organization, Part III

Other characteristics of the bureaucracy which are to be found at UCT, but which are discussed elsewhere in this study in more detail, are the following:

tenure, appointment to offices, salaries as a form of payment, competence as a basis for promotion.

Although the University has many of the trappings of a bureaucracy, it cannot be described as a bureaucracy pure and simple, for there are other elements in its structure like the power of academic members and extra structural groups like the staff associations which can influence decisions of governing bodies. Within the law the University is authorized and organized to make rules for the conduct of its affairs. Thus it maintains order and certainty among the groups and facilitates the achievements of what it has been established to do. But like other governments it cannot afford order and certainty if it is achieved at the cost of the freedom of those who are governed.

4.2. The Collegial Model

The concept of hierarchy of power is not a realistic representation of the interpersonal relationships which exist within a university. The UCT statutes make provision for consultation in that they state that "statutes and regulations dealing with the studies, instruction, examination and discipline of a university shall not be framed, amended, added to or repealed except after consultation with the Senate."⁵⁷ The Senate in its turn may not adopt regulations affecting courses or examinations before submitting them to the boards of the faculties concerned.⁵⁸ Each faculty board tends to act like an autonomous institution in its own right with regard to the areas of its competence. It makes recommendations after all the members of the board have participated in the debating

57. Act 61 of 1955 section 17 b(ii).

58. UCT Statute clause 39.

and consideration of the proposals before it. It is a professional community and its decisions are shared collegial decisions. "A collegial body is made up of individuals with specific functions. In such a case the preparation and presentation of a subject is assigned to the individual technical expert, each in a different aspect of the field. Decisions are taken by a vote of the body as a whole."⁵⁹ This type of government leads to a high degree of specialization of functions and great expertise as is found in University teaching departments. Where there is a conflict among different technical specialists making proposals that clash with one another, such as with staffing priorities, the matter is resolved by collegial discussion that can make a compromise possible. The concept of community presupposes and organization whose functions are differentiated and in which specialization must be brought together in a harmonious whole. But this process of bringing together, of co-ordinating, is achieved not through the structure of superordination of persons and groups but through a consensus.⁶⁰

In the Council and the Senate where individual members are equal in standing, collegial decisions are also taken. The nature of the recommendation determines the model that is used. Uncontentious matters on which policy decisions have already been taken and which fall within approved budgets are dealt with by the bureaucratic process. Decisions involving new policy and new finance are usually processed by the collegial methods.

Although the collegium might be regarded as the ideal type of government for a university in that all its members take part in the decision making process, this type of government is becoming increasingly difficult to maintain as universities have grown larger and more complex. Subject matter has become

59. M. Weber: Ibid, p.392.

60. J.D. Millet: The Academic Community, p.235.

so specialized that only the few who are actively engaged in a discipline are competent to judge the merits of a proposal on a collegial basis. The size of the university-wide faculty has made its calling together virtually impossible. Furthermore, the great delays built into the system cause frustration. Although the collegium is used for the consideration of certain items affecting the whole university or a faculty, it is being replaced more and more by a form of representative government, like the Committee of Deans where each dean represents his faculty.

4.3. THE POLITICAL MODEL

The third model by which the University is governed is the political model.⁶¹ Marshall and Gladys Dimock say that politics is problem solving in an attempt to meet human needs. Insofar as the resources of the University are scarce and sections of the University aspire to larger shares of these resources, translated into staffing and equipment, and to more power and influence in the decision-making process, the political model applies.

To govern is to exercise authority, but according to Jean Jacques Rousseau in The Social Contract, "The strongest man is never strong enough to be always master unless he transforms his power into right and obedience into duty ... ". A university cannot rule by power for it has no power in law other than that of an ordinary citizen.

In order to help understand the administration of a university better, a look will be taken at a different type of organization, namely an industry.

Industrial hierarchies are essentially concerned with power among individuals and groups within the organization and the scope they have to influence decisions and events. The traditional vertical hierarchy is calculated to maintain power

61. J.V. Baldrige: Power and Conflict in the University gives a complete description of the Political Model.

in the hands of those at the top and keep those at the bottom powerless. Insofar as industrial organizations seek to approximate to the traditional pyramid, they impair their efficiency, they unjustly thwart the interest of certain groups within the enterprise to the benefit of others and they damage the interests of the wider community outside. A study of what happens on the shop-floor in many factories points to the fact that the people who determine how many men operate a particular machine, how much overtime is worked, what rate is paid for it or who is to do a particular job are the shop-floor workers themselves through their informal organizations, their work-group strength and militancy. Management, by clinging obstinately to its formal power has found itself powerless. It yields to shop-floor power in its decision-making, but has refused to attribute to shop-floor power any legitimacy that would have enabled management to come to terms with that power.⁶² Each social system contains sources of realistic conflict insofar as people raise conflicting claims to scarce status, power and resources and adhere to conflicting values. Realistic conflicts arise when men clash in the pursuit of claims based on frustration of demands and expectancies of gains.⁶³ The bureaucratic - and the collegial models fall short of a complete description of the structure of the university as a living organization as they do not describe other forms of power. The definition of power that will be used in this study is the following:

The power of an individual (or a group) in a social situation consists of the sanctions others in the situation perceive that he has available to employ in ways that will affect them.⁶⁴

-
62. W.W. Daniel: "Changing Hierarchies at Work" from The Listener, 7th September, 1972, pp. 300,302.
63. C. Coser: The Functions of Social Conflict, p.54.
64. W.W. Hill and W.L. French: Perceptions of Power in Departmental Chairmen by Professors A S Q March 1967.

There is power based on non-legitimate threats, power based on mass movement, power based on expertise, power based on appeals to emotion and sentiment.⁶⁵

The University in respect of its different internal and external groups approximates very closely to a vast industrial organization. Each one of the groups forms part of a power structure - the departments, the student body, the staff associations - striving to obtain more power to enable it to influence decision-making. Because of the specialized nature of the courses of study given by the academic departments, each one can claim some special circumstances for preferential treatment which cannot be gainsaid by any other authority in the University. The departments have a natural tendency to build up power structures as each strives to outdo its counterpart in quality and quantity of research and teaching output. They vie with one another for the same scarce resources of the University. Each academic department prevents the other from growing too big, from encompassing too much.⁶⁶ Each acts to prevent new potential disciplines from becoming established as competition for funds and students. The complex committee system in itself creates a confusing power structure in which decision-making is so dispersed and so fuzzy that it can be mastered only by a faculty bureaucrat who knows how it all works. Furthermore, those persons who initially gained the power in the bureaucratic structure have been reluctant to relinquish it, with the consequence that other persons in the University have had to resort to concerted action to apply pressure to bring about the policies they want.

The various power groups in the University at times come into conflict with one another in their attempts to influence policy decisions. Conflict arose when the Students' Representative Council and the Staff Association both endeavoured to have UCT's parking problems solved. A sub-committee of the

65. J.V. Baldrige: Ibid, p.11

66. H. Stroup: Bureaucracy in Higher Education, p.126.

Council was appointed with representatives of both these bodies on it, to make proposals for the alleviation of the parking difficulties on the campus. Both sets of delegates agreed, with the concurrence of the executive committees of their organizations, that parking bays would be rented to all members of the University. The staff were opposed to this move and called for a special meeting of their association to discuss the proposals. The association opposed the implementation of the proposals and demanded that they not be implemented for a year, and, after it had had time to make alternative proposals. Students accused the staff of being motivated by self-interest and requested the adoption of the original proposals. Although the Staff Association representative had supported the original proposals, the Council resolved to avoid confrontation by acquiescing to the Staff Association's proposals.

Conflict reveals the existence of differing interests and differing attitudes. Conflicts define differences. But conflict is constructive only when it gives way to action by all parties concerned. There are three methods of dealing with conflict:

- (a) domination
- (b) compromise
- (c) integration 67

(a) Domination

The University of the Far North used domination in the form of expulsion to control its dissentient students. At UCT the Council informed students that if they did not wish to conform to the laws of the country regarding apartheid, dancing would not be permitted on the campus. The SRC also had its recognition withdrawn by the principal. This type of bureaucratic control has only short term effectiveness and does not resolve difficulties to the satisfaction of all concerned. It closes its eyes to what universities

are all about.

(b) Compromise

The Council compromised with students in their demands for more participation in the decision-making process by permitting them to attend its meetings as observers for special items. MB

(c) Integration

The students' requests for mixed residential accommodation were appeased by the Council appointing some students to serve on a committee to consider the implications of mixed residences. Student were integrated into the system and the conflict was, to a certain extent, resolved.

The University's lack of power - it has no civil authority only moral authority - makes the problem of winning assent for its proposals much more a question of agreement than of vote, for if a minority finds a situation immoral or intolerable, a majority vote does not of itself provide legitimacy for action. Any form of totalitarianism in a university must be opposed for no group of men, be they professors in a Senate or members of the Council have absolute wisdom. They make mistakes and misjudge situations so that they can never be more than probably right.⁶⁸ Totalitarianism brooks no criticism of its decisions. A university can only be properly governed by a democratic form of government which imposes on all its members the duty of thinking, reasoning, balancing and comparing and thus searching for the truth. It can only succeed if its top echelons allow the members of the university to inform themselves timeously of its proposed decisions. Like other governments, a university cannot afford order and certainty in its affairs if it is achieved at the cost of freedom of those who are governed. The consent of the governed must be obtained otherwise they become so alienated that no MB

68. Adapted from an article in "The Listener" by D. Dimbleby, August 1972.

process of education or persuasion will work - no concensus is possible. As long as they do not share in the control of the university they will continue to exploit their bargaining power.

What a university requires is participation by all groups in the governance. Participatory democracy helps to dispell the sense of helplessness many members of the university feel in the face of vast impersonal forces. Usually only a minority want to participate - a minority with some special interest and often those who hold some extreme views which they wish to put across, but their wishes to be consulted in the decision-making process should be acceded to in the interests of democracy.

How can one be assured that decisions within the University will constitute the persistent pursuit of considered worthy purposes, if the decisions are not open to debate and subject to some form of confirmation by the relevant constituences of the University? The different internal organizations and their methods of translating power into pressure will be discussed in the following chapter of this study.

4.4. A NEW MODEL : THE PLANNED SOCIETY

Is the present committee system the most effective method of University governance? The sub-committees of Senate and Council do not have power to make decisions. Their function is to advise. Their members offer their advice from the resources of their own special knowledge and experience; they are supposed to know about the subject-matter under consideration and be able to speak with authority. But it has been observed that most of the members of the sub-committees of the Senate and Council have no special knowledge and experience in the areas they have been assigned to advise upon. In most cases they are dependent upon the knowledge of the administrative staff who deal with these matters from day to day. The members of the committees in most cases appear to act as figure-heads. Decisions in the UCT system are in considerable part the product of friction between contrasting philosophies.

They have evolved from the ambitions, anxieties and resistences and understandings of the individuals within and without the University. Many decisions arrived at represent an attainable consensus among individuals. This is a rather hit-or-miss method of running a university. More modern analytical methods are required to aid the University to make more planned decisions based on verifiable facts and so dispel, as far as possible, the too-personal element prevalent in university governance.

UCT has elements of planned decision-making in its structure, for departments when making recommendations on new courses of study, longer teaching hours, different curricula and the like, to faculty boards, are required to state whether the proposed changes contain any additional financial implications for the University over and above those set out in approved budgets. Any additional staffing, equipment, maintenance grants, library or accommodation needs, based on a five year projection, must be stated so that the governing bodies are alerted of future commitments. Planned decision making is carried out by full time administrators who have made the University their life occupation and are experts in their fields. It is inevitable that the members of the academic body and the Council should look to experts for guidance. The administrative officials, because of the detailed studies they have made of their spheres of competence, are in a position to influence greatly the decision-making process. The registrar has been granted power to make recommendations to the Senate in respect of lower grade staff. He has the power to authorise expenditure for certain publications and travel grants and is generally responsible for much decision-making in the interpretation and implementation of policies made by the governing bodies.

The systems analysis approach to problems would go a long way to solving the South African Universities' problems of decision-making especially in the light of the financial difficulties that have been experienced. Systems analysis works by examining an objective of the organization in its broadest sense including its appropriateness from the policy point of

view, and developing for the responsible decision-maker information that will best help him to select the preferred method of achieving the objective. Alternative methods of achieving the same objective are identified and then the benefits to be derived from, and the cost of each alternative are estimated. What cannot be quantified is stated. The limited resources of the University can be used most effectively in this manner as the system permits the governing body to relate both benefits and costs to the forces and activities that must be compared and planned. Long term, five-yearly plans, are the basis of systems analysis. The governing body does not have to accept the proposals of the systems analysis uncritically, but the plans should be acted upon if they can stand up under reasonable debate and criticism successfully.⁶⁹

The planned society allows the governing body to choose its own future more intelligently and more securely for then it knows just what is going to happen.⁷⁰

More detail is given on planned decision-making in the section entitled Communications and Control.

5. CONCLUSIONS

(a) The University in its community:

The department of national education directly, or by means of its agents imposes controls on the University to make it comply with

- (i) financial requirements
- (ii) political policies
- (iii) uniformity in standards.

These controls make a mockery of university autonomy, and the University is relegated to a tool of the state legislature for the promotion of its ideals. Controls should be exercised by a buffer organization between state and University, like the

69. G.E. Berkley: The Administrative Revolution, p.97.

70. For a more detailed exposition of the systems analysis approach consult: G.E. Berkley, Ibid, and A.C. Gawthrop: The Systems Analysis Approach.

Committee of University Principals.

(b) The internal structure: MB

The internal structure of the University is hierarchical with the power of ratification of recommendations concentrated in the higher tier committees. Recommendations from the lower echelon committees are processed in the following different ways depending on the nature of the recommendation and the internal political climate at the time of consideration:

(i) Routine recommendations are ratified by means of the bureaucratic process. However, extreme specialization of academic function prevents bureaucratic rules from being applied uniformly, and also relegates the higher tier committees to mere rubber stamps as they cannot gainsay the expertise of the academicians.

(ii) Although recommendations on new policy are considered by the collegial process, the pronounced inequality in status of members of committees nullifies the concept of a collegium, and power is manifested into bargaining. The idea of a community of scholars which is meant to express its views on institutional and procedural matters affecting the University, is a chimera because of the above reasons.

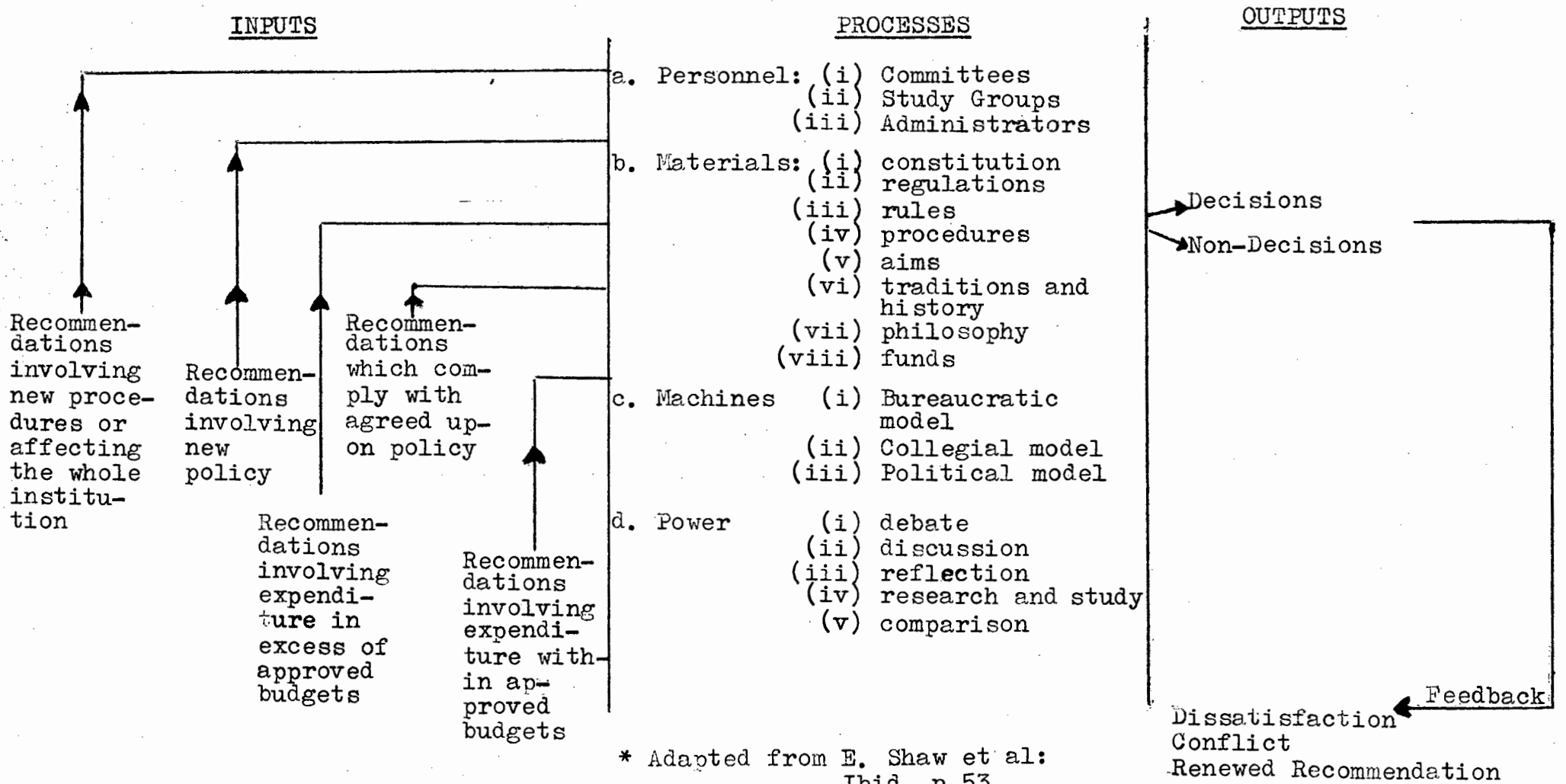
(iii) The political model accounts for the manner in which competing claims for scarce resources are resolved. Because power is concentrated in the hands of the professors, heads of departments, deans and members of council, the alienated powerless resort to concerted action to bring pressure to bear on the higher echelon to have policies changed.

(c) As none of the above models meets with the need of the institutions for planned decision-making, a systems analysis approach coupled with a more representative type of University government is advocated.

(d) The attached diagram (Fig. D.) constructs a decision-making model of the University adapted from a systems approach to administration. MB

FIGURE D.

THE UCT DECISION-MAKING MODEL *



D. THE GOVERNING BODIES OF U.C.T.

1. THE COUNCIL

1.1. Authority

The formal organization of a bureaucracy is constituted by the statement of the structure of the positions - explicitly described, containing definite and known obligations, rights, patterns and interaction.⁷¹

At the top of UCT's formal hierarchy of power is the University Council as it has been granted by an Act of Parliament "general control of the University and of all its affairs and functions,"⁷² and furthermore, has vested in it the "government and executive authority of the University".⁷³ The legal powers of the Council over the University are virtually complete save for a clause giving Senate one exclusive function, namely the "superintendence and regulation of the discipline and instruction of the several departments, lectures and classes in accordance with regulations to be framed by the Senate for the purpose and approved by the Council."⁷⁴

1.2. Membership — c

The constitution of the Council as a committee is as follows:

Council - 24 members

The principal, the deputy principal, five members appointed by the State President, six members appointed by convocation, three members appointed by the UCT Senate, two members appointed by the Cape Town City Council, three members appointed by the life governors, one member appointed by Diocesan College, two members appointed by governors of the UCT Foundation : twenty-four members in all.

71. N.J. Smelser: The Sociology of Economic Life, p.87.

72. Act 38 of 1959, section 9.

73. Act 38 of 1959, section 7(1).

74. Act 38 of 1959, section 8(3).

1.2.1. Wider Representation

The constitution of the Council as a body with public responsibility does not represent enough divergence of interest within the community. If particular occupational categories or cultural and social groups were represented, the usual imbalance in membership in favour of businessmen would be negated. But, besides making provision for the incorporation of a wider variety of outsiders, the act could also be amended to make provision for the representation of the following members of the University:

- (a) Women staff members and women students.
Women should be appointed to look after their interests.
- (b) "Non-white" members of staff and students.
"Non-white" should represent this category.
- (c) Non-Senate members of the academic staff.
- (d) Members of the non-academic staff.
- (e) Students.

Although the student leadership have been granted access to all Council documents of an unconfidential nature and may request to attend Council or Executive Committees' Meetings as observers for certain items, consideration should be given to giving them full membership

WB
2
have
now do
is there this
kind of
section

1.2.2. Senate Appointees

As the Faculties of Medicine and Science have had representatives on the Council for the past twenty years or longer, it would appear that these two faculties, which have large homogeneous senate representation, have been practising block voting. This type of sectional interest is not in the interests of the University overall.

1.2.3. Period of Service

Members of the Cape Town City Council and the University Senate hold office as University Council members for one year only, whereas the other constituencies appoint their members for periods of three years. Although in practice the Cape

Town City Council and the Senate tend to re-appoint the same members year after year, it would help members to gain more experience in the problems of University decision-making if they were appointed for three year periods.

1.3. Factors which Influence Council's Decision-Making

The following factors which influence the part played by members of the Council in decision-making will be dealt with below:

- (a) Social background
- (b) Cultural background
- (c) Economic background
- (d) Political background ⁷⁵

1.3.1. Social and Cultural Backgrounds

Most of the members of the Council have been graduates, have held high posts in business and professional life, and because of their social standing enjoyed opportunities for cultural enrichment. Most members have been drawn from the ranks of the retired, the semi-retired or those whose mark in life had already been made, and who have had sufficient time to attend committee and sub-committee meetings on at least three afternoons a month. This has imposed a restriction on the type of member normally eligible for appointment and has resulted in the tendency for the average age of Council members to be markedly high, in most cases as much as three times the average age of the students over whom they have general control. Because of their differences in interests and age, Council members have tended to have a marked conservative outlook regarding student affairs. They need to have more contact with students to enable them to get to grips with student problems and ideals.

1.3.2. Economic Background

Most of the members have normally held top-level business

and professional posts and have often come to the Council with little knowledge of the administration of a university and have required much experience to enable them to make meaningful decisions on University matters. They have needed to learn that a university cannot operate like a business enterprise.

1.3.3. Political Background

Members of Council appear to have been drawn from a variety of political backgrounds. They have usually represented right, middle and left viewpoints on the political situation in South Africa which has influenced their attitudes to University decision-making when its policies have come into conflict with the policies of the central government. The divergence of political attitudes tends to make this field of decision-making a matter of compromise.

1.4. Psycho-Sociological Factors in Decision-Making

There is no way of avoiding the introduction of personal and private interests into the calculus of public decisions.⁷⁶ It has been noted that "in all governmental policy there have been overwhelming elements of personal favouritism and private gain, which were not suitable for publication. This is owing to the fact that all governments are managed by human beings."⁷⁷ However, a greater spread in the membership of the Council would help to nullify the harmful effects of favouritism, friendship cliques, animosity, jealousy and other factors which can influence the treatment a recommendation receives from individual members or groups.

76. R.T. Golembiewski et al: Public Administration, p.24.
77. J.H. Robinson quote from Golembiewski, Ibid.

1.5. Inequality of Status of Members

The following are examples of inequality of status of Council members:

a. Members of Council who represent the more influential constituencies like the central government, which controls the University's finances, are in a good position to bargain with regard to decision-making.

b. The principal and the deputy principal and possibly any permanent deans on Council are the only members who are engaged in university administration on a full-time basis and have detailed knowledge of the inner workings of the institution. Other members of Council have to rely on the expertise of these full-time administrators to guide them in decision-making. Consequently, the principal and his deputies, as an executive team, exercise great power in Council. It is they who present the report of most of the sub-committees and who can place the emphasis they wish on recommendations.

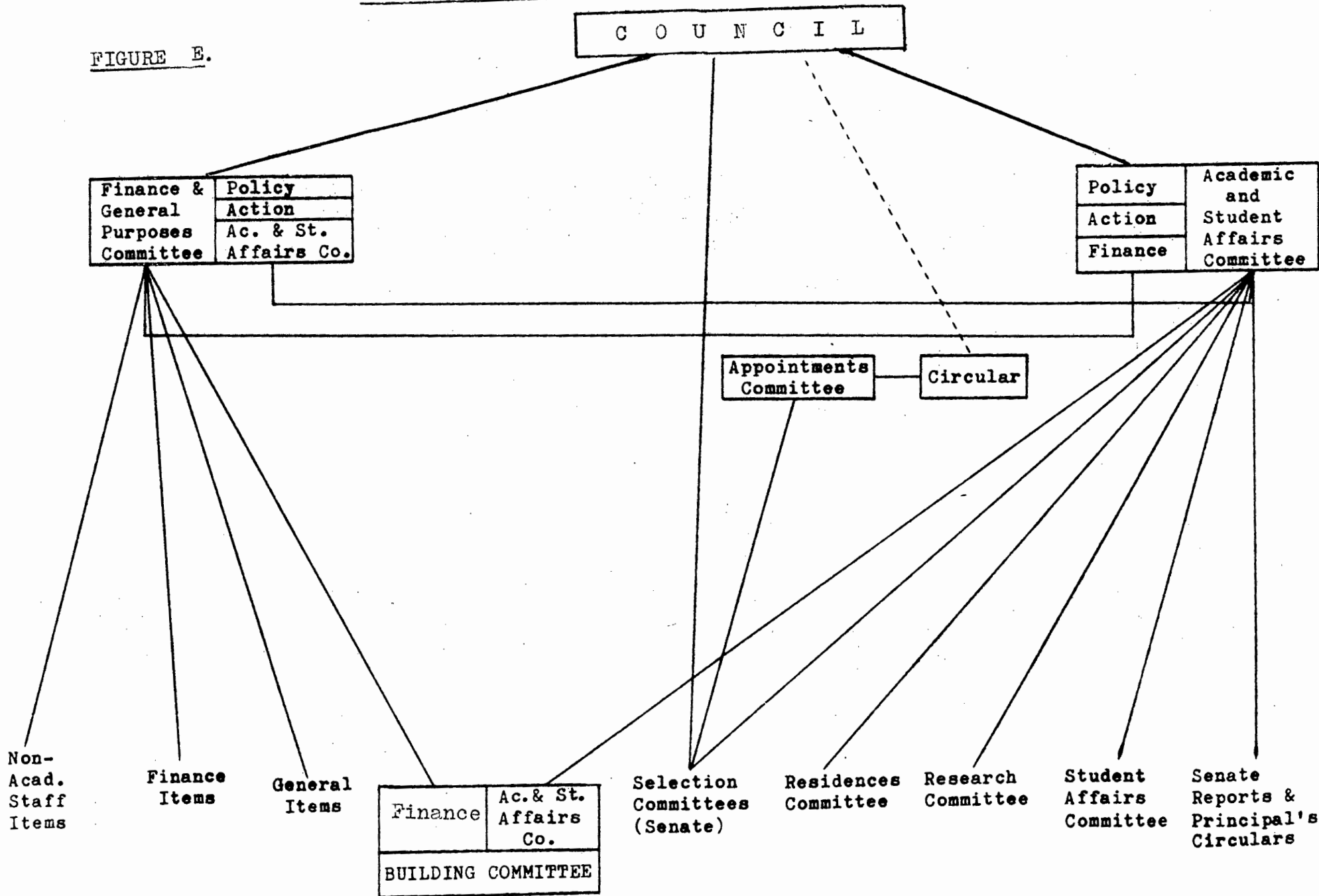
* *
MB
Z
Power
over
decision
making

c. Although officially the representation of the University staff members on the Council is limited to the principal, the deputy principal and three members of Senate, Council has extended standing invitations to the two assistant principals to attend all its meetings, without voting rights, to report on matters falling within the sphere of their activities. There are also usually at least four administrative officials present at all meetings to help answer queries on matters falling within their portfolios. Although they have no voting rights, the administrative officials bolster the presence of University staff members at meetings to eleven, all of whom can help to persuade other members of the Council to adopt a certain course of action.

1.6. Sub-Committees ——— MB

Meetings of the Council tend to be formal affairs for the official approval of matters previously worked out by the Council sub-committees. The attached is the organizational chart (Fig. B) showing the Council's sub-committees and the chain of command emanating from the Council. Each one of these committees

FIGURE E.



functions like an oligarchy of experts. They make detailed studies of the areas within their portfolios and make recommendations to the Council's executive committees, the Academic and Student Affairs Committee and the Finance and General Purposes Committee.

The Academic and Student Affairs Committee appears to fulfil very little worthwhile purpose in the Council substructure for its primary activity is to review recommendations put forward by Senate and student committees which have already been considered and reconsidered by the preliminary committees. The chapter on communication offers a solution to the replacement of this committee.

Both the above committee and the Finance and General Purposes Committee have fairly closed systems of decision-making. Agenda are circulated to all members of the Council and the student leadership; and members of the Council are free to attend meetings to present their views on any items on the agenda. However, other members of the University have not been accorded the same privilege.

The different constituencies of the Council have not been given proportionate representation on either committee. The Academic and Student Affairs Committee has had as many as four Senate representatives out of the possible total of eight members, which means that it duplicates Senate to a great extent.

1.7. Functions

The Council's functions are laid down in the act and statutes and include:

(a) the selection of the principal, who is also the chief executive officer of the Council;

(b) the appointment of its own chairman who, in theory, should be the most powerful person in the University hierarchy but, in practice, as he performs his duties in a part-time capacity, he is guided by the principal in most of the actions.

Council's other specific functions include the determination of general policies like appointments, promotions, budgets, investment of funds and control over buildings and grounds.

But, it has generated into a board of supervision for the detailed oversight of the work of the University. It should not take the initiative in educational matters as its members, drawn mainly from other walks of life, have not the necessary expertise to do so. In matters like entrance and graduation requirements, selection and dismissal of students, assignment of classes, the Council should have no authority to act except upon recommendations from those primarily responsible therefor - the faculty boards, via the Senate.

1.8. Responsibilities

The Council has final responsible authority for the performance of the institution. The Universities Act 1955 section 17(1) gives Council the power to frame:

- (a) Statutes for giving effect to any law relating to its university, and for the general government of its university in relation to matters not specifically prescribed by any law;
and
- (b) Regulations for the better carrying out of such statutes.

The Council may abdicate from its position of authority, but it cannot thereby avoid its responsibility.⁷⁸

1.9. Procedures

The Council's operations in academic matters are hampered by the provisions of the UCT Act and the Universities' Act which permit it by resolution to delegate any of its powers and functions to any committee ... "whose membership consists solely of members of the Council".⁷⁹ It may, however, appoint one or more of its members as standing or special committees and may delegate to such committees any of its powers or functions.⁸⁰ The fact that the Council very seldom makes

78. J.J. Corson: Ibid, p.49

79. Act 38 of 1959 section 10.

80. UCT Statute clause 27.

use of the privilege of delegating its authority on matters which fall within the Senate's sphere of competence to the principal, the deputy principal or the three Senate members on the Council, reveals a lack of trust in these members to take responsible decisions on behalf of the Council. The Principal, in an interview, pointed out that mutual trust and confidence between the Council and the Senate could be improved by organizing more joint formal and informal meetings with these two bodies in order that the members of each could get to know one another better.

The Council is being burdened by having to take decisions on detailed matters of academic and general policy. The Act and the Statute should be changed to enable it to delegate authority to hybrid committees to take final decisions. The Council should be able to delegate to any members of the University the ability to take final decisions on matters not affecting its general policy, and should have the trust and confidence that those members will refer the important items of general policy to the Council for consideration. This type of delegation would allow the Council more time to deal with the larger issues that have been assigned to it by the Act.

Until the Act is amended, the Council could delegate to one or more of its members serving on sub-committees power to take final decisions on routine and uncontentious matters within the scope of these sub-committees. The Council members of the sub-committees could get together after the meeting of the sub-committees to take decisions in the light of the recommendations made by the sub-committees.

The agenda and minutes of the Council are regarded as confidential and are not available to other persons in the University, except Council members, a few top administrative officials and the student leadership. The aura of secrecy surrounding the Council creates the impression of distrust, and causes dissatisfaction about resolutions taken without consultation with those who will be most influenced by them.

1.10. Interest Groups

The formal organizational structure shows Council as the final source of authority within the University, taking decisions on all the matters falling within its scope. It does not depict the informal workings of the University whose "social structure is pluralistic and interlaced with networks of authority, professional outlook and special interests. In this informal structure power is loose and ambiguous because of the complex social framework where there is extreme specialization among University participants, extreme fragmentation of its values, extreme complexity in its structural arrangement".⁸¹ The following sections of the University seek to extend their influence and often compete directly for more power:

1.10.1. Student Body

In the previous chapter certain examples were cited where the students brought pressure to bear on the Council in the following areas:

more participation in decision-making, parking facilities and mixed residential accommodation.

The student leadership usually informs the Council of possible areas of student dissention if students' wishes are not acceded to. Council members realise that when student dissatisfaction escalates into protest, it causes much adverse press publicity which could be damaging to the public relations of the University and could, in turn, influence the financial support it receives from the central government and from the public.

The following are two examples of how student dissatisfaction can escalate into action if the Council does not accede to their wishes:

- (a) When the recommendation for the appointment of the "non-white" lecturer in Social Antropology, Mr. Mafeje, was not approved by the Council, students

81. J.V. Baldrige: Ibid, p.106.

held mass meetings and then organized a sit-in in the Administrative Buildings. Because the Council feared reprisals from the minister of national education, if his request that Mr. Mafeje be not appointed were disregarded, it did not retract its decision and the conflict with the students was not resolved.

- (b) A first year student who received a criminal punishment for being in possession of drugs was, in the opinion of the students, given a further unjust punishment by the Council. A mass meeting was held and the threat of a possible disruption of the University's activities, by means of further demonstrations or a sit-in, caused the Council to reopen the case. The conflict was resolved when, after reconsideration by the Council, the student was given a suspended sentence.

1.10.2. Staff Associations

The UCT staff associations have requested better privileges for members of staff, longer leave, larger study grants and more participation in the decision-making process. The staff associations act like trade unions within the University structure. They promote the interests of their members and exert pressure on the Council to obtain better conditions of employment for them. They have to function in this manner as they have no formal representation on the Council. (Refer to chapter on Communications and Control).

1.11. Relations with the Central Government

1.11.1. Duties of Council

What should be the attitude of the governing body towards policies and legislation which is enforced upon it by outside bodies? To understand this it is important to bear in mind that "the mission of the university confers high responsibility on its governing board. It is a primary duty of the governing board to resist the pressures of ideological groups and of special interest groups that for the promotion of their own

ends would narrow its outlook."⁸²

Academic Freedom has been dealt with in a previous chapter of this study.

1.11.2. Autonomy

Hand in hand with academic freedom is the concept of university autonomy which is the fairly extensive right universities enjoy "to have charge through their own organs of those matters pertaining to the universities for which the state has made no other arrangement".⁸³ This is not an intrinsic right or a privilege but rather a necessary condition for the efficient carrying out of the universities' functions. By the very nature of the activities of the University, excessive state control would hamper its efficient running. Members of the institution should have freedom to pursue the studies and research they want to. Freedom of this sort may sometimes lend itself to abuses, but the danger of such abuses is much less than the danger of trying to eliminate them by a general restriction of individual liberty.⁸⁴

1.12. Relations with Students on extra-mural Issues

The following are some of the methods used by students to make the general public aware of the shortcomings in the ideology of the government of the day:

- (a) "Non-white" lower income groups were informed of minimum set wages and their rights in this regard.
- (b) The general public were made aware of the erosion of their democratic rights by the central government who want to quash opposition to their policies.
- (c) The public was informed of the unequalities in the financing of the education of the different

82. R.M. McIver: Ibid, p.7.

83. Lord Robbins: Great Britain Higher Education, 1961-1963.

84. V. Merikoski: Basic Problems of University Education from International Review of Administrative Sciences, vol xxxiii, 1967, No.1, p.7.

racial groups in South Africa. The use of physical force by the police to disperse student protest gatherings was upheld by the central government. But the students' responsible behaviour in these circumstances brought to them and the University credit as well as the support of the Council.

1.13. Relations with the General Public

Some members of the general public would like the University Council to adopt a more autocratic attitude towards the student body. They claim that the students are being maintained at University by public money and that they are under an obligation to the public to complete their studies and not to take part in peripheral activities of the University.

If the University is to continue to search for the truth and thereby expose injustice and inequity where it perceives these things, it will come into conflict with existing values. It is the mission of the Council to safeguard as far as possible the broad idealistic aims of the University which it can best do by giving its members free rein to this pursuit. Domination of the students will serve only to narrow the outlook of the University, and impair its functioning.

Management by direction fails under today's conditions to provide effective motivation towards organizational objectives because direction and control are useless methods of motivating people whose physiological and safety needs (according to Maslow's theory) are reasonably satisfied and whose social, egotistic and self-fulfillment needs are predominant. The answer to the problem is self-direction and the recognition of the ability of human beings to exercise self-control.⁸⁵ Many members of the general public have complained about the general appearance, moral behaviour and dress of students. They would like the "University authorities" to impose stricter codes of student appearance and behaviour. The complaints

85. G.E. Berkley: Ibid, p.16

eminate from different age and value groups who are trying to impose their standards on the youth of today, and who are under the misconception that authoritarian methods will "rectify" the situation. Their attitude is not in keeping with the spirit of a university which judges its members on academic merit. The University has no power to make its students conform except the reluctant power of expulsion which would be a self-defeating method.

2. THE SENATE

2.1. Authority

The scalar system on which UCT organizational structure is based represents the University primarily in terms of authority. The highest academic body in the organizational structure of UCT is the Senate as it has been given authority for "the superintendence and regulation of the discipline and instruction of the several departments, lectures and classes of the University . . . in accordance with regulations to be framed by the Senate for the purpose and approved by the Council".⁸⁶ But this specific function granted to the Senate has a very limited scope for it probably includes only the following functions:

- (i) the supervision of the lecturing
- (ii) the control of lectures
- (iii) the control of syllabuses for courses of study.

All other matters fall exclusively within the ambit of Council under the stipulation in the Act that the executive authority of the University shall be vested in the Council⁸⁷ who have "... general control of the University and of all its affairs and functions".⁸⁸ The Acts and Statutes of the University make specific provision for Senate to gain Council's formal approval for the following matters:

86. Act 38 of 1959 section 8(3).
 87. Act 38 of 1959 section 7(1).
 88. Act 38 of 1959 section 7(9).

regulations for examinations, award of degrees, making of appointments, appointment of external examiners, establishment of faculties and departments, membership of Senate other than for professors, award of scholarships.

Further, Senate is required to submit to Council from time to time:

- (a) reports on its work;
- (b) such recommendations as may seem expedient to the Senate, as to any matters of interest affecting the University;
- (c) recommendations as to any matters referred to it by the Council.⁸⁹

Council has maintained the hierarchical power conferred on it by the Act and has delegated very little authority for decision-making to the Senate through the principal or the deputy principal.

2.2. Senate Power

2.2.1. The UCT Act

It might appear from the above that the Senate merely acts as a sub-committee of Council and has power only to implement the decisions taken by Council made on its recommendation, but in practice this is not so as,

- (a) the UCT Act states that "statutes and regulations dealing with the composition of a Senate shall not be framed, amended, added to or repealed except on recommendation of such Senate".⁹⁰
- (b) provision for consultation between Senate and Council has been made mandatory before Council frames "statutes and regulations dealing with studies, instruction, examination and discipline of the University".⁹¹

89. Act 38 of 1959 section 8(4).

90. Act 61 of 1955 section 17 b (i).

91. Act 61 of 1955 section 17 b(ii).

Council does not impose its will upon Senate in decision-making. When Council wishes to have Senate consider a recommendation it does not issue an edict but "invites Senate to consider the proposal". The relationship between Senate and Council is not, in practice, one of a lower level and higher level body respectively, but more of a bicameral house of government where proposals are passed from one house to the other for ratification or implementation. There is no justification for this procedure in theory but this has by usage become the practice.

2.2.2. Effect of Specialization on Bureaucracy

The fact that members of Senate are specialists in their respective fields of academic discipline tends to diminish and confuse authority. "Knowledge work knows no hierarchy for there is no 'higher' and no 'lower' knowledge. Every knowledge worker is an executive".⁹² Senate, because it is the highest academic body in the University, and because it has more expertise than Council on academic matters, exerts great influence over Council to have its recommendations on academic matters accepted.

The Acts and Statutes could be changed to allow the Council to delegate to the Senate authority to deal with matters of academic nature not involving additional finance or in conflict with general University policy.

Although in every formal organization the hierarchy attempts to mobilize human and technical resources as a means for achieving its ends, the persons within the system tend to resist being treated as a means. They interact as wholes bringing to bear their own special problems and purposes.⁹³ In studies conducted with municipal health departments in the U.S.A., it was found that the two cornerstones of bureaucracy centralization and formalization were inversely related to professionalism.⁹⁴ This is most apparent in the University

92. G.E. Berkley: The Administrative Revolution, p.22.

93. H. Stroup: Ibid, p.98.

94. G.E. Berkley: Ibid, p.23.

situation where great specialization of knowledge creates and accelerates change which in turn makes it difficult for set rules and procedures to be applied as each specialist tends to create his own circumstances for development. The following three examples should illustrate this point:

- (i) Although the University had not sanctioned extra equipment for a certain department, its head went ahead and ordered it for "he needed it".
- (ii) It is not normal for the University to provide substitutes for academic staff who go away on short periods of leave, but owing to heavy international commitments of one or two staff members, the need has been recognized and the service formalized.
- (iii) Regulations for the fulfilment of degree requirements are changed continually.

Rules and regulations which are part and parcel of bureaucracy are thrown overboard because each department is a power structure and each head tries by formal, informal, authorized or unauthorized means to build up that power to the utmost. There is a consequential breaking down of the inflexibility and insensibility of the bureaucracy to particular needs. In practice although the Council has final responsibility as the central decision-making body of the University and, as such, sometimes questions recommendations received from Senate, in most cases it does little else other than approve these recommendations dealing with academic matters.

2.3. Membership

The UCT Senate is composed of the following members:

The principal, who is the chairman, the deputy principals, the university librarian, two members of council, four members appointed by the lecturers and senior lecturers, two members appointed by the associate professors and all the professors of the University.

2.4. Collegiality

The following are some of the factors which may inhibit collegial discussion of items in Senate meetings:

- (i) Debate by non-professorial members of Senate may be inhibited by the presence of their heads of departments.
- (ii) Some members of Senate are members of large homogeneous faculty boards, the members of which may be willing to support their faculty colleagues in the interests of their faculties.
- (iii) The members of the committees which initiated the proposals usually know more about the subject matter of the proposal than the other Senate members.
- (iv) The use of the Principal's Circular to gain Senate's approval for recommendations negates the idea of the collegium.
- (v) Because the principal acts on behalf of Senate in matters of urgency, and has other instruments of power at his disposal, he is seen by many Senate members to have higher status than they.

To base the academic deliberative body almost entirely on full professors weighs the influence in policy-making in favour of faculties like medicine that have high ratios of professors. A Senate made up almost entirely of full professors is destined by reason of age - as this is a post most members of the University achieve at a more advanced age - to consist largely on conservatives and will be dysfunctional for effective change in a University enmeshed in the necessary process of adaption to a fast-moving environment.⁹⁵ It is noticeable that four senior lecturers represent the vast majority of staff at UCT and the students have no representation. Moreover, a Senate comprising

95. G. Kamerer: "The State University as a Political System", from Journal Politics, 1969, p. 307.

nearly one hundred members is not a viable instrument for decision-making. Senate should be decreased in size, and more meaningful representation given to members from other sections of the University. Each of the following sections could be given constituency status and be permitted to appoint representatives to a Policy Committee (with the principal and his deputies as ex officio members):

Deans
 Senior Lecturers and Lecturers
 Non-Academic Staff
 Council
 Students

2.5. Committee of Deans

Statutory meetings of the Senate are limited to four a year. This procedure has denuded the Senate as a body of a great deal of its force in the University and has transferred the power to its sub-committees, especially the Committee of Deans. Although initially the General Purposes Committee of Senate was made the executive committee of Senate, it meets too infrequently to have any telling influence on University matters. Its membership is the same as that of the Committee of Deans with the addition of the Chairmen of the various Senate spending committees. It usually meets once a year in June to do the work of Senate and exercises the same powers as Senate. Because of its lack of work the General Purposes Committee's place in the University hierarchy has, in practice, been usurped by the Committee of Deans.

Although the recommendations of the Committee of Deans are published in the Principal's Circular and are as such available to members of the academic staff and the student leadership, the agenda is not freely available or open to discussion by members of staff. By presenting staff with their recommendations, they are given a fait accompli. Greater openness is needed so that conflicting opinions can be expressed.

2.5.1. Membership of the Committee of Deans

The Committee of deans comprises the principal, his deputies and the deans of the ten faculties established within the University, three of whom hold permanent deanships. The other deans are appointed by the Senate on the recommendations of the boards of the respective faculties who elect their deans from among the members of their board annually. In representing his faculty each dean voices a narrow segment of the whole institution. Few deans are able to think comprehensively in terms of the needs and interests of all departments that constitute the aggregate of knowledge that is to be integrated in the programme adapted to the needs of the oncoming generation.⁹⁶

2.5.2. Accountability

The Deans, individually are accountable to their faculty boards for the proper administration of faculty matters and collectively, are accountable to Senate for their recommendations as all members of Senate have the right to contest any recommendation made by the Committee of Deans, published in a bi-monthly circular, sent to all members of Senate, named the Principal's Circular.

2.5.3. Functions

The Committee of Deans deals with items of new policy, items involving finances outside normal budgets, items from faculty boards involving other faculties and items referred to Senate by Council as well as items initiated by its own members.

2.5.4. Judicial Powers

The Committee also acts as a court of appeal to its own recommendations. Objections are invited from members of Senate to the Committee's recommendations published in the

96. J.J. Corson: Ibid, p.95

Principal's Circular. There is no division in the Committee's powers and it is both policy maker and arbitrator. Objections are heard by the Committee and in the light of evidence laid before it by the objector, the Committee decides on the merits of its own recommendations. The recommendations of the Committee on an objection to an item are subject to further objections which are heard by the General Purposes Committee, of whom fourteen members (out of the total possible membership of thirty) as members of the Committee of Deans, made the original recommendation. The Principal's Circular will be dealt with in more detail under Communications and Control.

2.5.5. Power

Of the vast number of recommendations of the Committee of Deans published in the first two hundred and thirty Principal's Circulars, only forty objections were incurred, and of these seventeen were sustained, some on mere technicalities. It can therefore be expected that the recommendations of the Committee of Deans will normally become the recommendations of the Senate. Because it does not represent all the categories of membership of the University who have an interest in the academic administration, it should be replaced by a more representative body like the one suggested earlier in this study.

2.6. Community of Scholars

Senate also endeavours to function like a community of scholars for although there is no University-wide faculty, items which might affect all members of the academic staff such as:

entrance requirements, use of closed circuit television, the creation of a careers office, a central registry for all students,

are referred to the ten faculty boards for discussion and recommendations. Discussion in any other form would not be feasible with over five hundred full-time academicians and several hundred part-timers. The growth in size and complexity

of the University is the chief institutional impediment to full faculty participation in decision making. Direct participation by great numbers of staff would paralyse the administrative machinery of the University. Decisions on items referred to faculty boards for recommendations are delayed as each of the ten faculty boards considers the items at its statutory board meetings which are held only four times a year for this purpose.

In guiding the faculty board in its deliberations each dean tends to place his own interpretation on the item as he recalls the gist of the discussion at the referring committee. In a matter like the abolition of the Ph.D. Board which Senate referred to the University-wide faculty, a variety of opinions on matters not relevant to the abolition of this committee were raised and discussed, which eventually swayed the recommendation of the majority of the faculties in favour of its retention. With better liaison between the principal's representative on the faculty boards, the dean and the administrative official prior to the meetings, the same line of discussion could be pursued at all faculty boards.

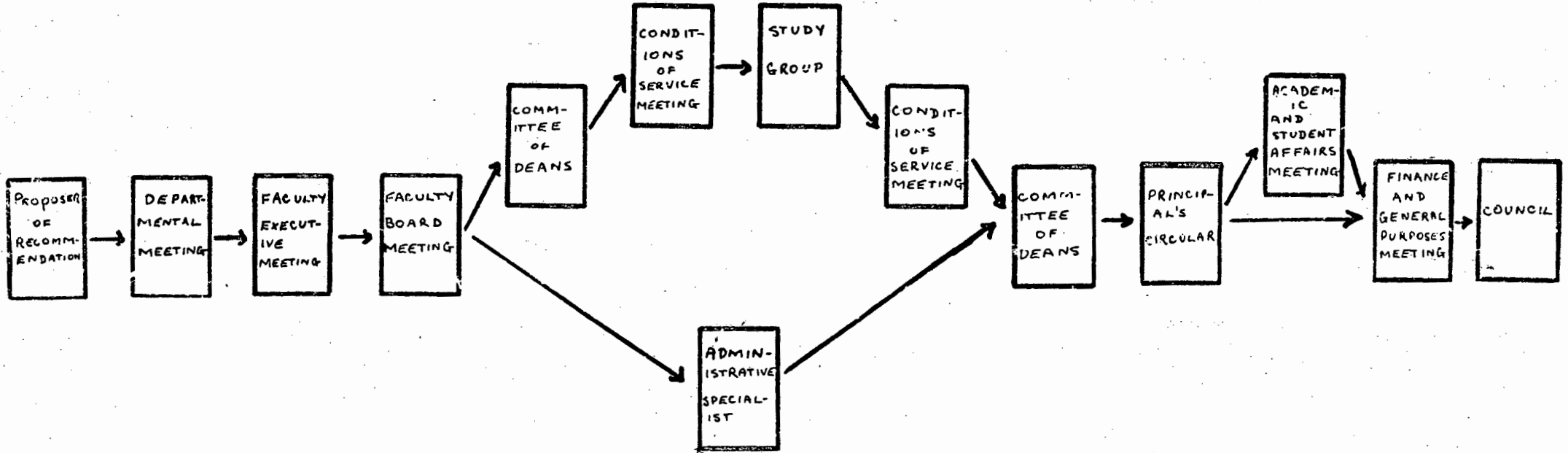
2.7. Co-ordination of Sub-Committees

The meetings of Senate's sub-committees were originally arranged so that their recommendations would be fed into meetings of the Committee of Deans and thence via the Principal's Circular sent to Council. But, if these Senate procedures are strictly adhered to, a recommendation from a faculty member, for example on an aspect of his conditions of service, could take over four months or longer to be processed. The attached diagram (Fig. F.) shows the path that a recommendation of the nature of the one mentioned above might follow, as well as a suggested solution to the problem which is explained below. However, time wasting, which is a source of great frustration to most academicians, has to be contained without depriving any member of the University of his democratic rights.

An examination of the composition of ten of the Senate sub-committees given on the attached table (Fig. G.) reveals

FIGURE F.

PATH OF A RECOMMENDATION FROM A FACULTY MEMBER
TO THE COUNCIL



that some committees have common membership. The duties of the ten sub-committees could be transferred to a proposed new Policy committee mentioned earlier, provided that use was made of the expertise of the administrative staff to analyse, study, cost the proposals put forward and make recommendations to the proposed committee. This procedure is an extension of the systems analysis approach suggested in the discussion on Council procedures and will be expanded in the section on Communications and Control.

Although it is not a Senate sub-Committee, the Principal's Policy Committee is meant to advise on policy matters and could fulfil a worthwhile function in co-ordinating the policy of the different Senate sub-Committees. However, it does not fulfil this function as it meets too infrequently. Moreover, it duplicates to a great extent the activities of the Committee of Deans. The policy committee is also discussed in greater detail in Communications and Control.

3. BOARDS OF FACULTIES

Each of the ten faculties in the University comprises a number of departments, schools or institutes and is administered by a board comprising the following members:

the principal and the deputy principal (ex officio), the professors of the faculty, such other persons as may be appointed to the board from time to time by the Council, on the recommendations of the Senate, (the composition of the Board of the Faculty of Medicine does not extend beyond this point), and all other persons who are members of the full-time permanent teaching staff of departments in the faculty.⁹⁷

Council normally appoints to the boards representatives of professional bodies outside the University, like the Institute of Architects, the Cape Society of Accountants or the Cape Education Department, who, as prospective employers of the students, have a vested interest in the business of the faculties. Other categories of staff like junior lecturers have also been appointed to serve on boards.

97. UCT Statute, clause 36(3).

Although the statute allows for their appointment, no students have been granted full membership of faculty boards. However, in some faculties it is customary for two or more members of the students' faculty council to be invited to attend meetings of the faculty as observers for specific items or, on occasion, for the whole agenda.

The Faculty of Medicine, by confining its membership almost exclusively to full professors and heads of departments, is giving little opportunity for participation in faculty decision-making by students or other members of the academic staff. The faculty, by limiting its membership is also limiting the inputs it receives from other sections of the University and is forming a barrier against influences that may change it. The agenda of the meetings are discussed with student leaders before the meetings of the board, but it is not the students themselves who make their contributions at meetings, but the dean who cannot be expected to be an able substitute for persons who have different views on life, different cultural and social milieu, different future expectations, backgrounds and ideals. It is a large faculty and would not easily find a venue if its membership were increased beyond its present size, but consideration could be given to a more representative type of government for all categories of members.

It has been observed that the deputy principal or the assistant principal (academic affairs) who share the responsibility of attending faculty board meetings play a very subdued rôle in the faculty decision-making process. The rôle is usually to advise when consulted. They have the same status as an ordinary member of the faculty in decision-making and considerably less than the head of a department who often speaks for his department.

3.1. The Dean of the Faculty

The dean (or the deputy dean in the absence of the dean) is ex officio chairman of the board of the faculty. The faculties of Engineering, Medicine and Science have permanent deans, but all the others are appointed annually by Senate on the recommendations of the faculties. Block voting by the

larger departments often takes place to ensure that their head of department will have access to the "instruments of power" of this office for the benefit of the department. This attitude is dysfunctional to the proper administration of the faculty as it promotes sectional interests.

3.1.1. The Power of the Dean

The part-time deanship carries with it no additional stipend, although it embraces a great deal of administrative duties. However, it affords the incumbent access to "power instruments" and great influence over policy making, of which the following are a few examples:

- (i) power to process recommendations by circular;
- (ii) power to act on behalf of the faculty in certain matters;
- (iii) power to call special meetings of faculty;
- (iv) power to recommend certain temporary academic appointments;
- (v) power to recommend dismissal of members of staff before the three year probationary period has been served;
- (vi) ability to sustain liaison with other faculties;
- (vii) influence in goal setting of the faculty;
- (viii) ability to exert professional leadership and stimulation;
- (ix) ability to influence ratification of leave applications by academic staff;
- (x) power to approve requests for funds for eminent overseas visitors;
- (xi) knowledge of what is going on in the University as he receives, as a member of the General Purposes Committee, a copy of all the documents of other faculties.

The common conception of the phenomenon of "instruments of power", mistakenly implies that possession of the instrument of power is tantamount to possession of power itself.

Such a notion is false because it ignores the fundamental relational attribute of power: that it cannot be possessed. The successful exercise of power is dependent upon the relative importance of conflicting values in the mind of the recipient in the power relationship.⁹⁸ In that the dean can maintain effective control over policy by means of the above sanctions at his disposal, he has a kind of latent power. Nevertheless, he does not issue orders to departments - this action would not be tolerated by collegial-minded colleagues. His organizational authority over departments and their policies is distinctly limited and ambiguous.

3.1.2. Role set Relationships

The organizational responsibility of the Dean and his actual roles often come into conflict with one another. The dean is in a role set relationship between the administration on the one hand and the academicians on the other and he is required to justify to each the decisions or desires of the other. Deans are also the middle men in the student-academician relationship and are expected to advise students, hear complaints from both sides and represent the case of each before the other. In many faculties, the dean is the nexus between the outside professional organization and the university. The deans of the various vocation-orientated faculties differ in values and role conception from the deans of the non-vocational faculties.

The primary loyalty of the deans of the vocational-orientated faculties is very much divided between their professional organizations and the University. Their professional allegiance is dysfunctional to the achievement of the goals of the University. Arts and Science deans in general appear to be more concerned about the University internally, its students and their problems, than the vocation-orientated faculty deans because their ties with outside pressure groups

98. P. Bachrach et al: Ibid, p. 19.

are fewer than those of deans of engineering, law and social science and other faculties. ⁹⁹

3.2. Organization of the Faculties

There does not seem to be any definite criterion for the division of the academic departments into faculties except the vague notion of the cognation of departments. The divisions in many cases seem inconsequential. The departments of Political Science and Social Anthropology appear to be more akin to Sociology and Public Administration in the Faculty of Social Science than to the languages in the Faculty of Arts where they are situated. The Departments of Commercial Law and Economics appear to be closer in ties to the departments in the Faculty of Commerce than to the Faculties of Law and Arts where they are situated.

As disciplines have become more diversified they have tended to encroach into other fields of study, for example:

Educational Psychology in the Faculty of Education;
 Social Psychology in the Faculty of Social Science;
 Industrial Psychology in the Faculty of Commerce,

yet all, but the first, are administered by the Department of Psychology in the Faculty of Science. Great difficulty is experienced by having departments situated in one faculty when sub-divisions of sub-disciplines within the department are required to do most of their teaching in another faculty. This brings about difficulties when staffing is required for the service departments because neither the home faculty nor the faculty serviced by the department want to have staffing requests included on their priorities. It also brings about difficulties of co-ordination and control of the teaching in the faculties serviced for they are dependent upon the good will of the servicing department to provide the type of teaching, supervision and control that they require. Because departments have different goals, co-operation is often dif-

99. G. Kameron: Ibid, p.297.

difficult to achieve. A vocation-orientated faculty, making use of the services of a non-vocation-orientated department, will have difficulty in obtaining the type of applied knowledge it requires from the servicing department. A possible answer to the problem is to allow divisions of departments to be created in different faculties under the control of the serviced faculty. It would then be dependent on the different divisions to sustain liaison with the main discipline. Some means of co-ordinating the activities of related disciplines is also required as the faculty system does not accomplish much co-ordination. However, it is not the purpose of this study to investigate this matter further.

3.3. Faculty Goals

The goals of any large organization (such as a university), states Chester Barnard, are bound to be general and somewhat imprecise: thus they must be broken down into a series of sub-goals, corresponding with more precise and manageable tasks. A basic prescription of scientific management is the orderly relationship between sub-goals and organization.¹⁰⁰ It is the task of each department to define its own goals, taking cognisance of the aims and objectives of the University. Although faculty boards have the task of co-ordinating these sub-goals, the more heterogeneous faculties like Arts have great difficulty in doing so. Co-ordination can be achieved by greater contact and discussion where problems are analysed, compromises are made and individual problems are acknowledged. This type of liaison cannot be achieved adequately in the formal board room, but rather by informal meetings and other types of contact.

3.4. Faculty Procedures

How does decision-making at faculty board level take place?

100. P. Seligson: Administrative Theories and Politics, p.6.

Recommendations are received from departments or individual members for consideration by the faculty, or are referred to it by Senate. The faculty's right to be consulted and to take decisions on educational questions is entrenched in the UCT statute:

"No regulation affecting courses or examinations shall be adopted by the Senate before being submitted to the board or boards concerned."¹⁰¹

3.5. Faculty Boards as Collegia

The decisions taken at faculty level are shared decisions. The problems are resolved by collegial discussion and decisions are taken by a vote of the body as a whole. The following are factors that influence collegial decision-making:

- (a) All members of a faculty board are regarded as equal in status and each has the right to cast his vote for or against a motion as he sees fit, but as each member of a department is dependent on the powers of his head of department for support for promotion, leave, choice of time-table, this colours his reaction to proposals put forward by his head.
- (b) It is mainly the heads of the departments (and the professors whose rights are preserved in Senate) who speak to departmental recommendations and who make the greatest contribution to the debating and discussion.
- (c) In most faculties there are executive committees (Heads of Departments, Dean's Advisory Committees) which consider faculty items prior to the formal meeting of faculty. This practice tends to

101. UCT Statute clause 39.

negate the concept of a collegium for, in view of the membership of these executive committees (mainly heads of departments or former deans) it is difficult for the faculty board to oppose the views expressed. Moreover, as these committees comprise only the top echelon in the faculty and usually do not have representatives of other categories of staff or students on them, the power is concentrated in the hands of these few.

- (d) Some heads of departments do not challenge recommendations from colleagues for fear of reprisals when their recommendations are put forward. This is part of the bargaining process that takes place in faculty decision-making.
- (e) The presence of members of outside professional bodies who often have different goals from those of the faculty can influence decision-making to their sphere of thinking, which can be narrow, professional to the extreme and severely limiting.
- (f) The dean as chairman is in a position to influence discussions and decisions by his regulation of the proceedings. His interpretation of what is in order; what may be raised on a certain item of the agenda; or what line of argument is to be encouraged; what questions pressed; what motions accepted; a chairman can, within limits influence the line of a committee's discussion.
- (g) A particularly erudite member of a board can also sway decisions to his viewpoint.
- (h) The presence of students at many board meetings, albeit in some boards only for specific items, can cause discussion to be inhibited, or decisions to be influenced in a particular direction.
- (i) The Dean can issue a circular at intervals when faculty does not meet. In this way business is

conducted without recourse to meetings. the members of the faculty are given a period of time in which to object to the items presented in this manner and if no objection is received, the items are deemed to have had faculty approval. The procedure also negates the idea of a collegium as the matters are not discussed nor are differing views expressed.

- (j) The Dean as chairman of the faculty board sometimes acts for the faculty in making urgent decisions.

To give all members of large faculty boards a voice in the decision-making process, consideration should be given to the formulation of a small representative faculty board. The following categories of members and non-members of the University could be represented on the new faculty board with the dean and the principal's nominee as ex officio members:

professors
 lecturers
 non-academic staff
 members of outside professional bodies
 temporary staff
 students in the faculty.

The agenda of the new faculty committee could be circulated to all persons who are concerned with the teaching, research or administration of the faculty, and they could make their views on any item known to their representative. The recommendations of the committee could be circulated for ratification.

3.6. The Scalar System

Although the faculty board takes "collegial decisions", these decisions have no force or authority unless they are ratified by Senate and Council. In this respect faculty is part of the scalar structure of the University where recommendations from members are required to be ratified by higher ranking committees for consideration before final ratification

is given by Senate and Council. The diagram on page No.85 shows the relationship between the faculty board and the hierarchical committees.

Faculty members acquire a sense of helplessness when they are confronted with the vast array of hierarchical committees. Frustration is caused by the delays in obtaining decisions as matters are referred laterally. The answer to the problem appears to be through greater delegation of authority to take decisions within certain parameters.

Some matters which are referred to the Senate for ratification such as concessions for students and the re-admission of excluded students fall directly within the faculty's province, and as Senate seldom contributes much to these recommendations, and their ratification has become a mere formality, consideration should be given to the delegation of authority to the faculty boards to take final decisions in these matters.

3.7. Political Processes

3.7.1. Conflict with Students

Faculty Boards are also subject to the political process of which the following are examples:

(a) When the Department of Accounting excluded over a hundred full-time students because they did not comply with the regulations, the Commerce Students' Council organized meetings of the students in the faculty to consider action. The students drafted a memorandum to the Faculty Board requesting a reconsideration of some of the regulations and recommended several changes. Students requested the opportunity to place their case before the faculty. As the students received some support academicians in cognate departments, it seemed as though there might be strife in the faculty board and that the issue might escalate and receive great publicity to the detriment of the department. A joint staff-student committee was convened and the points of difference were debated. The committee's proposals to amend some of the regulations in favour of the students was adopted.

(b) A protest by students in the Faculty of Social Science about the standard of the lecturing that they were being subjected to was aired in the student press and the matter was discussed in the Senate. The protest by the students resulted in the resignation of one of the lecturers concerned and a return to a higher level of teaching.

Confrontation with students could have been avoided by better communication, discussion of aims and problems so that each group could learn to understand the other and so that they could move in the direction of forming a universitas Magistrorum et scholarium.

3.7.2. Departmental Conflicts

Most heads of academic departments aspire to building up their departments so that they have an acceptable standing locally and abroad. But each department has to compete for the same scarce funds for staffing, equipment, running expenses and library grants. In so doing, each department contributes to the political process of the University for the procedures for establishing priorities, for new recurrent posts encourage bargaining and competition. The department that can manoeuvre the most supporters for its cause invariably wins the day. A substitute for the bargaining system has been suggested in a previous chapter of this study.

3.8. The Academic Departments

3.8.1. Responsibilities

The basic work unit in the University is the academic department which controls the teaching and research of its discipline. Some departments also have close ties with outside professional bodies who are empowered by legislation to maintain control over the standards of their teaching. This aspect is dealt with later in this study.

3.8.2. Membership

Although there are no prescribed rules for membership of departments, usually all the members of staff working within the discipline constitute the membership of the academic department.

3.8.3. Administration

Each department has a head who, in most cases is termed a professor. Some headships rotate amongst the professors

within the department, but as the heads are responsible for the forward planning of the curricula, fields of scholarship and the like, the responsibility for these functions is dissipated by short term rotation. As the burden of running a large academic department makes serious inroads on the teaching and research output of the head, he needs to be divested of some of these responsibilities. The American system of having chairmen of departments, which are run as committees, merits serious consideration at UCT. The chairman can be elected from amongst any of the members of the department all of whom participate in the decision-making process.

3.8.4. The Head of Department

The head of the department has a great deal of power over the other members in his department. He has no obligation to consult them in making recommendations to higher committees and if he so desires he can take autocratic decisions on how his department should function. Besides the right of the members to academic freedom, the head has jurisdiction over all departmental matters. The following are some of the power instruments departmental heads have over the members of their departments:

- (a) Power to recommend dismissal before the probationary period has been served;
- (b) power to recommend time when leave may be taken;
- (c) power to recommend travel and subsistence grants and times when they are taken;
- (d) power to secure adequate equipment and supplies;
- (e) power to secure clerical work;
- (f) power to re-organize and consolidate vacant posts;
- (g) power to recommend appointments of junior staff;
- (h) power to allocate duties;
- (i) ability to exert leadership and stimulation;
- (j) influence of class contact hours;
- (k) access to knowledge about the University through membership of Senate;
- (l) power to make contacts within the University;
- (m) power to make contacts with outsiders, and particularly with professional bodies.

3.8.5. Departmental Goals

Departments are not dedicated to the same views of social tasks as the governing bodies, but are concerned with their own type of functional rationale within particular fields of study. The allegiance of the members is sometimes more to the profession or discipline in which they are trained than to the institution as a whole. The highly professional outlook of some departments is dysfunctional to the overall objectives of the University. But in some departments the outlook on University education is insular and limited to their fields of learning and they often have closer liaison with members in the same field of learning at other universities than with colleagues in cognate fields in their own University. Some have parochial outlooks on their disciplines and confine themselves to circumstances prevailing in local professional circles to the exclusion of outside influences from other parts of the world.

There is a natural conflict among heads of departments which emanates from the diversity of their interests, different fulfillment of expectations and different conceptions of the duties that accompany their posts. The wide variety of orientation to the outside world is derived in large part from the range of University disciplines some of which are inward-looking and others outward-looking, totally applied and pragmatic in approach. There is a natural conflict among such approaches when they face problems like student behaviour, entrance standards, curricula and the goals of the University. Those which have generally conservative weltanschauung like Education cannot be expected to perceive reasons for student unrest, nor can the Engineering departments be expected to understand the frustrations felt by the Arts and Science students.

3.8.6. Departmental Politics

Specialization has the effect of accentuating differences among departments and delineating boundaries. It develops

vested interests and monopolistic claims to certain areas of development. That is why departments act to prevent potential disciplines from becoming established as competition for funds and each prevents the other from growing too large and encompassing too much.

Some departments have an insatiable desire to grow and although the University Council may claim that the coffers are empty and that financial stringency is the order of the day, they will still endeavour to obtain funds for special needs as they know that there are unallocated funds held in trust by the UCT Foundation which can be wrung out of the Council.

3.8.7. The Individual Faculty Member

The basic unit in the higher educational process is the individual faculty member on whom the primary authority and responsibility for the conduct of the academic enterprise rests.¹⁰² He has the prerogative to interpret the subject he teaches as he wishes. This academic freedom is limited for it does not give the member the right not to carry out the task that has been assigned to him (provided that it is within his field of learning), nor does it confer on him the right not to cover the whole syllabus of that subject, but only the right to place his own interpretation on the facts which form part of the subject, and to decide on the method in which he will impart the knowledge. But in South Africa he is also limited to teaching matters of a non-Communitistic nature.

Faculty's influence is reduced by an apparent indifference and unwillingness of many members of faculty to devote time and consideration to questions on which faculty's advice or decision is sought. Every faculty member believes it is his

102. J.D. Millett: Ibid, p.87

right to participate in decisions of importance to higher education, yet few understand the nature of higher education outside their own departmental activities. The Principal, in an interview intimated that the answer to the question of enlarging understanding of the administrative process is better communication. The present system of faculty boards meeting only four times a year to consider recommendations does not advance understanding of what university administration is about. Deans and heads of departments can play a more meaningful rôle in the "education" of members by holding regular short meetings to discuss policy which not only affects the members directly, but which affects the whole University and by explaining how and why the policy decision was made, the members can be brought to a fuller understanding of what is taking place in the University. The deans who are involved in much policy-making are a vital link in the chain of communication and should concern themselves in helping the heads of departments to impart the knowledge.

4. THE STUDENTS' REPRESENTATIVE COUNCIL

The higher echelons of University governance have delegated considerable power of self-government to students within certain parameters. Students may form various organizations for social and recreational purposes. They may also publish. Over all this activity a Student Representative Council sits in general oversight.

4.1. Membership

The SRC consists of 21 student members, 10 of whom are chosen to represent students in each one of the ten faculties in the University. The other eleven members are elected by ballot by the registered students of the University. Polling is usually very low as the majority of the students who accept nomination hold similar views regarding the student body's reaction to external political issues, and its opposition to the government's ideology. As there is little

counter thought amongst the nominees, few students are really concerned about who is eventually appointed to the S.R.C. because the student body is concerned mainly with the national politics, the viewpoints of nominees on internal matters have little weight with the electorate.

The S.R.C. has an executive committee of six members plus the president.

4.2. Functions

The following are some of the main functions of the S.R.C.:

- (a) to represent the students in their relations with the University higher echelons;
- (b) to represent the students in their dealings with other universities in South Africa and overseas;
- (c) to administer extra-curricular student activities.

In student organizations student interests find expression, activities are organized, pressures to counter anti-social behaviour are developed, opportunities for experience in group leadership are provided and responsibilities for the community welfare are shared. Within this frame of reference, the student activities have their rôle. Cultural activities provide for a growth in the personality and sport a release for restless spirits.¹⁰³

The need for student activities on the campus has been recognized as they have formed "an integral part of university life and activity". Steps have been taken to recognize these services to students along with students' guidance services, as basic university needs and provision for them has been made through the subsidy formula.¹⁰⁴

103. A.D. Henderson: Policies and Practices in Higher Education, p.193.

104. A.C. Cilliers: Ibid, p.366.

4.3. Administration

The sporting, cultural and recreational activities of the students are organized by means of clubs and societies which are given delegated powers within their constitutions, which are approved by the University Council and which have power to spend money from budgets approved by the University Council. In oversight of these and the other S.R.C. activities is the Student Affairs Committee which is a sub-committee of the University Council, over which the assistant principal (student affairs) presides. The day to day administration of student affairs is in the hands of the Students Affairs Administration which falls under the control of the registrar and the principal.

4.4. Student Councils

Most of the ten faculties of the University have student councils which are responsible for the "academic welfare" of the students. They organize get-togethers, talks, symposia and other interesting activities for students. The student's response to his academic environment is, however, usually individual and seldom organized. The student faculty body is seldom willing to inform itself on matters like curriculum structure, academic standards and teaching methods although, as has been mentioned earlier, they are mobilized into action in matters affecting their common academic welfare. The reason for general student apathy in internal University matters is given below.

4.5. Student participation in University Administration

In comparison with student activity in University administration elsewhere in the world, UCT student body has been most inactive. The main reason for lack of commitment is that they are so involved in the wider front of South African politics that they have no time to get embroiled with University politics unless there are issues which concern them vitally.

4.6. NUSAS

The S.R.C. is affiliated to the National Union of South African Students which is the body that co-ordinates the activities of students in the four white English-speaking universities in the following areas:

- a. Nused - education
- b. Nuswel - welfare
- c. Acquarius - cultural
- d. National politics.

Nusas has endeavoured to prick the moral conscience of the public and make it aware of the inequalities in separate development. The students have become such an embarrassment to the central government because of campaigns for social change that the central government has endeavoured to curtail their activities by banning their leaders. The literature on Nusas is fairly extensive therefore no further details will be given here.

4.7. Student Attitudes

The UCT student body's attitudes to life which are reflected in the S.R.C. differ vastly from the norms of society because:

- a. they are usually young men and women in their late teens and early twenties;
- b. they are usually imbued with the idealism of youth;
- c. they are a large homogeneous, organized group;
- d. they have no dependents;
- e. they have little or no responsibilities for their own maintenance;
- f. they are usually drawn from the cultural and social elite of the community;
- g. they have much time at their disposal (at the cost of their academic careers);
- h. they are drawn from the intellectual elite;
- i. they have no ties with organized society other than their families.

It can be expected therefore that they will form an effective group to counter any moves inside or outside the University that impinge on their moral conscience.

The student attends the university mainly to prepare himself for his future career and his life in society. At University he is given freedom to search and enquire and is no longer bound by the shackles of his formal schooling. New vistas are opened to him by the new disciplines he encounters at the University. He realises that there are great faults in his society and he tries to right them so that he can eventually live in a society of which he approves.

The student may not abdicate from his primary responsibility at the University which is to acquire knowledge, but he may also not neglect his secondary responsibility that of service to society.

4.8. Procedures : Mass Meetings

The S.R.C. constitution makes provision for the holding of mass meetings of the student body on matters of significance to all students. At these mass meetings the S.R.C. seeks support for its policies. Mass meetings function on the principle of a community of students and matters are discussed collegially. Five hundred students form a quorum. Although the S.R.C. is not bound by the decisions of mass meetings but only by a referendum, the views expressed at mass meetings carry much weight.

4.9. The S.R.C. President

The President is the chief executive officer of the S.R.C. and ex officio a member of all S.R.C. committees and sub-committees. He takes the chair at all meetings of the S.R.C. and the executive and at all mass meeting.¹⁰⁵ Besides his internal S.R.C. obligations he represents the S.R.C. in consultation with the principal on policy matters, the assistant

105. By-law No. 45 of the S.R.C. 9/12/66.

principal (student affairs) Senate and Council matters and can on request be permitted to attend Council and its executive committee meetings to speak on items of student interest. In these matters he acts as the spokesman for the S.R.C.

Moreover, he represents the students in his dealings with other universities, NUSAS and the public and the daily press. Although the S.R.C. president is a full-time student and only a part-time administrator, the task he fulfills is time-consuming and demanding. The student who assumes the post of S.R.C. president can expect to forfeit at least one year of his studies.

Amongst the students he occupies the position of first among equals and has no jurisdiction over their actions. However, he enjoys a high standing amongst his fellow students and amongst top administrators, Senate and Council members.

5. CONCLUSIONS

The attached diagram (Fig. H) shows the relationships between the four governing bodies of the University and the channel of communications. The following will be noted from the diagram and the previous discussions of each committee:

- a. The system is very hierarchical and the line of authority between the academic departments is too long, causing:
 - (i) depersonalization of decision-making, for academic departments are insulated from the top decision-makers by committees and top administrative officials. It tends to limit the inputs the top hierarchy receive from departments and individual members of staff;
 - (ii) great procrastination of decision-making results as recommendations are referred up the line for ratification;
 - (iii) insufficient delegation of authority on routine matters.

- b. There is too much lateral transference of recommendations between sub-committees of Senate and Council which leads to recommendations being considered over and over again without any significant new light being thrown on the subject matter. The following are the consequences:
- (i) There is a great dissipation of the energy of the top academic staff members who serve on these committees, in time-wasting administrative matters;
 - (ii) It also leads to great delays in decision-making;
 - (iii) The members of the sub-committees are usually not specialists in the field of administration they have been assigned to deal with. Consequently they have to rely on the expertise of administrative officials who deal with the problems daily. Members of these committees usually endorse the recommendations of officials and refer the recommendation to the next committee.
- c. Power is concentrated in the hands of a few, the professors and heads of departments, with other categories of members, who have an interest in the recommendations, being presented with a fait accompli at official meetings and making their position in the process untenable. Other categories of staff and students are given very little representation on the powerful executive committees of the governing bodies and can only provide checks and balances to professorial power by concerted action to have matters changed through their trade union-like associations. More openness is required at faculty executive committee level so that other members of staff can also know what is being discussed and have a chance of influencing decisions.

- d. There is a lack of co-ordination between
- (i) the activities of the academic departments brought about by the artificial boundaries of the faculty system;
 - (ii) the Senate and its sub-committees with regard to policy-making which these committees are wont to engage in without sufficient oversight by the governing body.
- e. The multiplicity of Senate sub-committees which receive recommendations from many different sources and recommend to many parent bodies creates great confusion. The diagram on page 128 (Fig. Q) attempts to show the involved structure of sub-committees. Consideration should be given to the amalgamation of some of the sub-committees.
- f. There is a dichotomy between the Senate and the Council in the decision-making process. Each tends to insist upon its rights to be consulted and tends to operate in isolation from the other which is dysfunctional to meaningful decision-making for the University as a whole. These bodies should act together and supplement each other each with their own expertise to bring about a unified system of decision-making
-

E.

JUDICIAL ADMINISTRATION1. JUDICIAL BODIES

The highest judicial body at U.C.T. is the Council of the University which has "general control of the University and of all its affairs and functions."¹⁰⁶ This does not exclude recourse to the courts of law of the country by private persons or organizations within or without the University for redress of wrongs.

As a condition of registration, every student is required to sign a registration form supplied by the University, and such signature constitutes an acceptance of the rules of the University published in the general prospectus, including attention to rules of behaviour, the code of ethics for student publications and residence rules. Further, students are required to obey the traffic rules of the campus and the Student Representative Council's rules in respect of behaviour. The Council's jurisdiction over the students is not confined to the precincts of UCT but also to any conduct outside the University, including publication, tending to bring discredit on the University.¹⁰⁷

The Council has delegated some of its powers to the Senate to deal with jurisdiction that is more in its province of authority. The Senate may punish a student for any offence affecting the discipline or instruction of the various departments, lectures, classes and examinations of the University. The Council itself has retained the power to punish a student for any other offence not dealt with by the Senate.

The Council has further made the principal (or his deputy in his absence or another officer to be nominated by the Council in the deputy's absence) the chief disciplinary officer of the University to act for the Council and Senate. He has the power to deal with any breach of discipline or misconduct within the precincts of the University or elsewhere. Except

106. Act 38 of 1959, para.9.

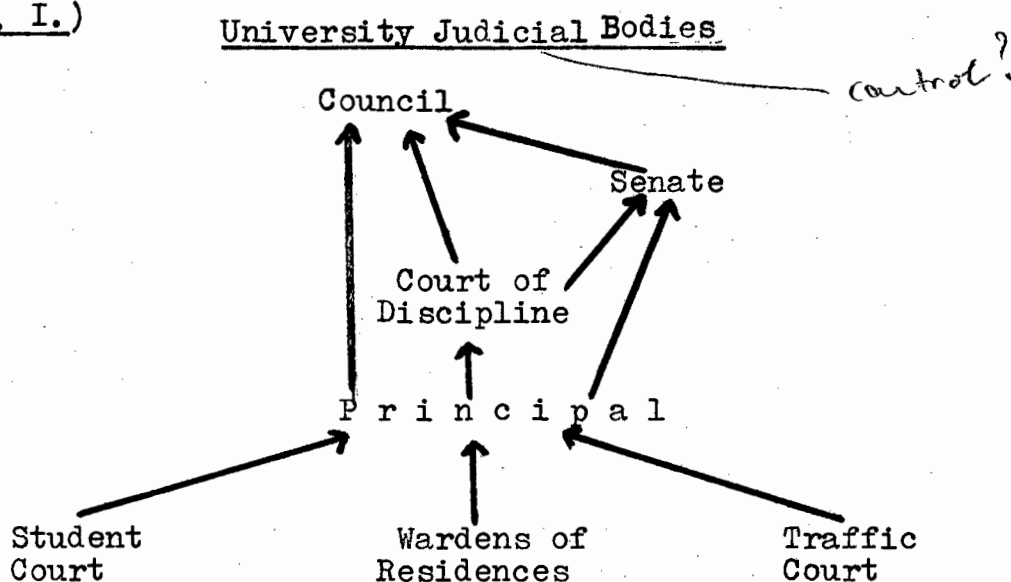
107. Item 3, p.137. of 1972 General Prospectus.

for the breaches of the residence rules all charges of breach of discipline have to be reported to the principal in the first instance. The principal has been granted the power to give a decision on any case himself. The offending student has the right of appeal within five days of notification of the principal's decision to the Senate in Senate matters mentioned above or to Council in all other matters. The principal may refer any of the cases he has to deal with to the Senate or to the Council. The offending student has the right to appeal to the Court of Discipline - any such appeal must be lodged within five days of notification of the principal's decision. If the principal considers that the case is sufficiently grave he may refer it to the Court of Discipline instead of giving a decision himself.

2. COURTS

The University's constitution empowers it to sit in judgment on a member who has accepted its rules and who is charged with misconduct. In dealing with such matters, the Council will be acting very much like a court of law. The Council has brought into being three courts to deal with disciplinary matters. Their place in the judicial administration is depicted in the following diagram (Fig. I.):

(Fig. I.)



a. The Traffic Court deals with all of the University campus traffic regulations. The University employs traffic officers who are responsible for the smooth flow of traffic and the correct parking of motor vehicles on the campus. They may ticket an offending vehicle in which case the offender may pay an admission of guilt of one rand or appear before the court. The court may further deal with any act of disrespect to the court, failure to obey a University traffic officer, failure to pay a ticket or failure to appear before the court when requested to do so.

b. The Student's Court deals with improper behaviour at any student meeting or gathering, irresponsible behaviour by an office-bearer of a student club or society, wilful damage or defacement of S.R.C. property, failure to comply with S.R.C. resolution or summons. The fines that may be imposed on students by this court are the following:

a reprimand, a fine not exceeding thirty rand, deprivation of holding student office for two years or of wearing university colours or a combination of these fines.

The guilty person may appeal in the first instance to the principal and thereafter to the Court of Discipline. All proceedings taken by higher courts will mean a discontinuation of the activities of this court.

The court comprises three permanent members and two stand-byes drawn from students in the last two years of the LLB class nominated by the University Law Society. Members hold office for one year.

c. The Court of Discipline is composed of six members; the chairman of council, the principal, two additional members of Council, two members of Senate. The principal is not a member of the court in the cases of appeal against his decision. One S.R.C. member may be co-opted. The chairman of the court is a council member, and is usually a lawyer. The person found guilty may appeal either to Senate or Council

depending on the nature of the offence, who then become courts of appeal. The accused may bring along a "legal" adviser. The court is required to submit a report of the proceedings and decision in each case to the Council or Senate whichever is applicable.

3. PUNISHMENT

The punishment that may be inflicted on any student is confined to those listed in the following table:

Fig. J. PUNISHMENT FOR STUDENT OFFENCES

<u>TYPE OF PUNISHMENT</u>	<u>Council Senate Principal</u>		
Deprivation of a degree improperly obtained	x		
Expulsion from the University	x	x	
Rustication	x	x	
Pecuniary Fines	x	x	x R50 max.
Deprivation of the right to use the library or to participate in any student society or club or in any University association or activity	x		x
Any other competent sentence which in the circumstances it may consider appropriate	x	x	x
Suspension from attendance at classes		x	x max. one month

4. STUDENTS IN RESIDENCE

Students living in the University residences are under the discipline of the wardens who are responsible to the Council through the principal. They stand in loco parentis to all minor students in their residences and are empowered to act for them and for other students in residence in any emergency.¹⁰⁸

The students in the residences are required to comply with the residence rules published in the general prospectus of UCT and the house rules which are issued by the warden. The warden may fine students a maximum of twenty rand or deprive him of residence colours, the right to hold residence office, or the right to have a motor vehicle at the residence or even expel him. But the student has the right of appeal to the principal whose decision is final.

5. THE UNIVERSITY'S ATTITUDE TOWARDS STUDENTS

The rules for the behaviour of students indicate that the legal doctrine - in loco parentis - is enforced in the University. Should the governing bodies maintain this attitude or should the students be regarded as full members of the University? ¹⁰⁹ Students resent a paternalistic attitude being adopted towards them. They are adults or adults-in-being, many of whom have had experience of fighting for the safety of their country against the insurgence of terrorists on the borders. Others have worked for a time to provide funds to pay for their studies. They want to be treated as adults even though they do not always behave as adults. The University authorities, the general public and the press sometimes make an issue of sex, liquor, cars, general appearance, late visiting hours and student pranks, but to condemn their practices in this regard is to point a finger at the more adult members of society whose pattern of living the young set are attempting to emulate. The behaviour patterns of the students are more noticeable as they are banded together as a group of eight thousand.

Some sections of the University have adopted the view that students are part of the academic community and that they should be consulted in the making of new policy that will affect them and students to come vitally. The principal in

109. G. Kamerer: Ibid, p.303.

an interview stated that "from the amount of experience gained at UCT, the University's policy formation had been enriched, not vastly but significantly and valuably, by student participation in decision-making."

Because of the responsible attitude of students towards the organization of their own affairs, their responsible behaviour in response to the use of physical force on them at protest meetings by members of the police, their mature outlook on the problems of society, and their known intelligent participation in decision-making at faculty board meetings and in the Council, consideration should be given to the repealing of most of the rules for discipline. If a professor is fined by the courts of the country for drunken driving and in this way brings discredit to the University, he is not brought before the court of discipline or the principal to be reprimanded or fined. If a senior lecturer is dressed in a slovenly manner, no senior staff member will reprimand him; nor will another member be taken before a traffic court for not complying with regulations and refusing to pay fines.

It is also doubtful whether any of these rules act as deterrents to student pranks and thoughtlessness. It is noticeable that with over eight thousand students, there are few acts requiring recourse to the judicial administration of the University. Students appear to have a more mature attitude to life than the rules seem to imply. It is necessary to have rules for the orderly procedures, but these rules should apply to all members of the University.

6. CONCLUSIONS

a. As students are full members of the University, there should not be discriminatory rules regulating their behaviour. Rules should apply to all members of the University.

b. There is no division in the powers of the legislative and judicial powers of the Senate and the Council. Nor is there a division between the executive and judicial powers

of the principal. The students are given no safeguard to check the arbitrary powers of the governing bodies over them.

c. It is only in the rules for the procedures of the Court of Discipline that special provision has been made for the accused to have present with him during the proceedings an expert legal adviser to help him to defend his case.

d. Use is made of laymen as members of committees to interpret the rules and regulations governing discipline and to apply them to specific cases of misdemeanour. Consideration could be given to the use of the expertise of members of the Faculty of Law to adjudicate in the place of all the bodies mentioned.

F.

THE EXECUTIVE LEADERSHIP1. DUTIES AND RESPONSIBILITIES OF THE EXECUTIVE LEADER

University administration is in its essence the process of carrying out the will of the University's governing bodies. These bodies can only be expected to pass very general regulations as they have too much business to deal with at normal statutory meetings. Moreover, it is undesirable that the legislature should, by going into details, endeavour to cover all contingencies and possible implications of decisions and create a too rigid system of law enforcement. This would mean that they would have to legislate for individual cases which would create more work for themselves. The governing bodies usually give their executive officers very wide discretionary powers to implement their policies in accordance with the aims of the institution and the spirit in which the decisions were taken. (They gauge the spirit of the decision from the nature of the discussion that took place in the meeting at the time when the decision was taken). They are also required to ensure that the policies are functioning well, and if they are not, it is their duty to draw this to the attention of the governing body for possible amendments.

The executive officer by identifying himself with the governing bodies in working out matters of policy, is placed in a position to serve as their spokesman and advocate in his relationships with other individuals and groups.¹¹⁰ One of the tasks of leadership is to build purpose into the institution.¹¹¹ Members of a university need to be reminded of the main purpose of their work although it is embodied into their everyday activities. The aims that the individual members strive for tend to be confined to their narrow segment of the University, and they need to be made aware of the wider purpose of the institution, and require also to be taught how they fit into the overall structure. The principal can make members

110. A. Henderson: Ibid, p.227.

111. P. Selznick: Leadership in Administration, p.62.

aware of their commitment through personal contacts, the example of his own behaviour, his reaction to social issues as reported in the daily press and in public appearances, and also through the Academic Freedom Committee.

(As the executive officers of the faculty boards, academic departments and the S.R.C. have already been dealt with, the comments in this section will be confined to the office of the principalship.)

2. AUTHORITY

Although the Statute states that the chief executive officer of the Council is its chairman, it has been realized at UCT that it is not practical to have an "outsider" who only serves the University on a part-time basis and whose contact with the University is usually confined to at most a few afternoons a month, serving in this capacity. Council has used authority conferred on it by the Act "to prescribe the powers and duties of the principal"¹¹² and has appointed him as "Council's chief executive officer who must keep the University before the community on the widest possible front, making known its work, policies and needs".¹¹³

The principal can be regarded as the chief executive officer of the University because of the following and previously named functions he carries out:

- (a) The chairman of the Senate and of the Committee of Deans.
- (b) The chief executive officer of the Senate.
- (c) A member, ex officio, of all committees of the Senate.¹¹⁴
- (d) He has also been given "general supervision over the University".¹¹⁵

112. Act 38 of 1959, section 6.

113. Council Minutes of June, 1966.

114. Statute clause 6.

115. Statute clause 5.

3. EXECUTIVE TEAM

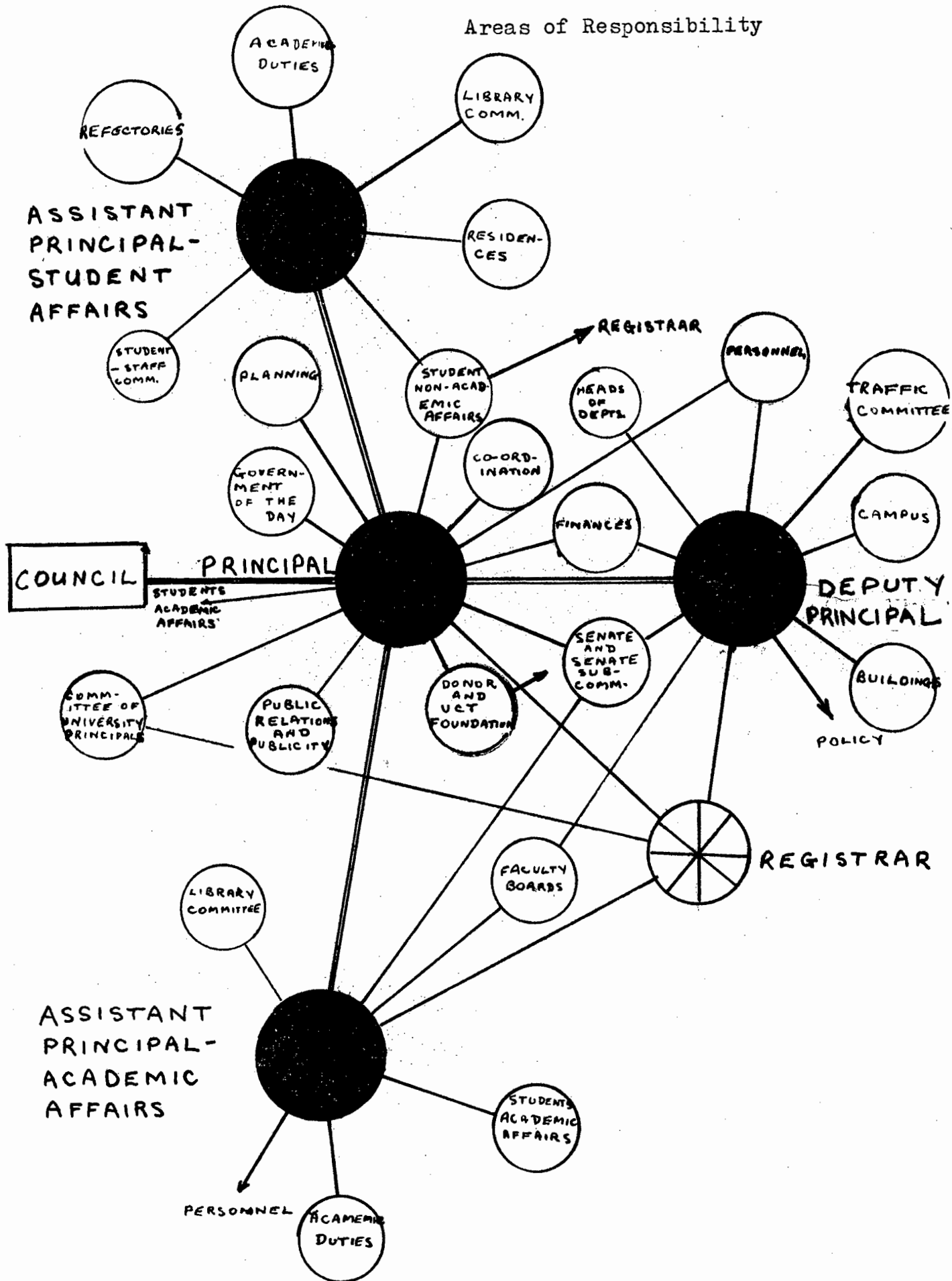
The Council has appointed the following executive leadership team to assist the principal in carrying out the multifarious activities which form part and parcel of his post:

- the deputy principal
- the assistant principal (academic affairs)
- the assistant principal (student affairs).

The executive team is called together at least once a week for informal discussions on matters that fall under their respective supervision and to keep one another informed about activities and problems. (It is significant to note that the registrar, the chief administrative officer, also attends these weekly meetings, as this amplifies the tenuous nature of the division between the two powers, executive and administrative). Each executive has been assigned certain responsibilities which are depicted in the attached diagram (Fig. K). The principal has the task of supervising and co-ordinating all the activities of the executive team. The main tasks of the executive leaders are the following:

- a. guidance of Senate and Council
- b. co-ordination of policy
- c. supervision over areas of responsibility
- d. motivation of members of University
- e. planning for the future
- f. initiation of new developments.

The executive leadership team also has to endeavour to achieve consensus among persons within and without the University with widely varying values. Because of the overlapping duties, consideration could be given to the formal division of the activities of the principalship into two distinct fields as is done in the U.S.A. where the president is responsible for the general administration of the university and the provost is responsible for the academic administration.



The UCT system has too much overlapping of duties and requires much co-ordination of activity. The post of principal is beset with problems of span of control as he is ultimately responsible for the execution and implementation of all of the Senate and Council's decisions although his deputies have more specific responsibilities in the major fields assigned to them. The principal's responsibilities also embrace student (non-academic) matters for although much of the responsibility has been delegated to the assistant principal (student affairs), the former has retained the all embracing responsibility for general direction and supervision of this activity.

The Council has also assigned to the executive officer the following specific duties:

- a. Relationships with the public,
- b. Relationships with the government of the day.*

4. DIFFERENCE BETWEEN EXECUTIVE DUTIES AND ADMINISTRATIVE DUTIES.

The executive leaders are not expected to be responsible for details of general management which arise in the normal day to day conduct of University administration, for they are supported at high levels by senior expert personnel known as the registrar's staff, who cover among them a variety of the operational and functional activities of management. The executive leaders' role in relation to the registrar's staff is primarily to direct and co-ordinate the interpretation of policy into executive action.¹¹⁶ There is a very thin almost academic dividing-line between administrative power and executive power for although the latter is more concerned with university politics and in the proper apportionment of scarce resources and with "translating into practice political decisions which are independently derived from other sources",¹¹⁷ than the registrar, the dividing-line is always

* Interview with the Principal

116. G.E. Berkley: Ibid, p.16.

117. P. Self: Ibid, p.149.

an artificial one, "drawn as a matter of institutional convenience, between the broader or narrower, and the more general or more detailed aspects of government decisions." 118

5. ROLE - SET RELATIONSHIPS

The principal's role-set relationships between the following bodies makes his task of co-ordination a very complex and difficult one:

- (i) Government and the University regarding national politics.
- (ii) Committee of University Principals and U.C.T.
- (iii) Public and U.C.T.
- (iv) Mass media and U.C.T.
- (v) Outside autonomous organizations and U.C.T.
- (vi) Other universities and U.C.T.
- (vii) Local government, provincial government and U.C.T.
- (viii) Staff associations and Senate and Council.
- (ix) Student body and Senate and Council.
- (x) Senate and Council.
- (xi) Senate and Council and individual students.
- (xii) Senate and Council and individual staff members.
- (xiii) Administrative officers and Senate and Council.
- (xiv) Student press and publications, and Senate and Council.

He has a dual character to fulfil in each of his relationships with the persons or bodies mentioned above.

The various internal roles performed by the principal do not appear to be consistent. He is required to represent Senate before Council in the academic sphere and Council before Senate in the general sphere of administration, but he is also required to represent each of these bodies in their relationships with the interest groups in U.C.T. and before

other individual members of the University, but each of the governing bodies does not necessarily hold the same viewpoint on any one issue. In fact, in matters like student demonstrations, the bodies can have differing views which he has to represent one to the other as well as to other groups. In this function the principal has to perform a chameleon-like operation and he has to assess whether his roles in any sphere of activity are functional to the purposes of the University. The principal has to represent to the governing bodies various UCT member groups who, in many cases, are motivated by self-interest. He both shares in the decision-making process, and at the same time, has not only to abide by, but publicly to give effect to whatever decision is made. When it comes to execution of decisions, he operates under a system of restraints. He has an overriding duty to be fair: he has not the freedom of comment, but only the rigorous discipline of impartiality as he is seen as an embodiment of all the decisions and doctrine and policies that make up the creed of the University of Cape Town.

6. PLANNER

He is one of the few persons who has a total view of the University's work. With the best will in the world, men whose main responsibility lies in a selected given field are hampered by their own specialism from seeing an overall balanced view of policy.¹¹⁹ The professor sees only his speciality; the departmental head concentrates upon his department, the dean upon his faculty; the council primarily give attention to financial and material matters. The principal sees the whole and hence he has the best opportunity and the most insistent obligation to plan for the future. Planning, however, is based to a large extent on the availability of sufficient funds. The planner must be able to make projections into the future, but where the knowledge of the amount of the funds available for the future is not known, as has been the case

119. G. Berkley: Ibid, p.16.

at U.C.T., planning is inhibited and developments are restricted. The chief bodies on which he serves for planning U.C.T.'s future are the Committee of Deans for Senate planning and the Finance and General Purposes Committee for Council.

7. POWER

The principal has little formal authority and yet a great deal of responsibility. "Many a president (principal) has undoubtedly wished that he could give a military kind of order to someone just once or at least circulate through his staff and faculty a memorandum in the stern language of a directive of a bank president".¹²⁰ Absolute authority is abhorrent in higher education because of the tradition of the university being a community of scholars with the principal as *primus inter pares* in the community. Moreover, when implementing decisions it is necessary in some sense to obtain the consent of those governed.¹²¹

The principal has many power instruments available to him and it requires a man of great integrity not to misuse them for there are few checks placed on his activities. The principal has no power to act on behalf of the Senate as the Senate may not delegate authority to one person. (The Act has not conferred this power upon the Senate as it has done for the Council, but by tradition, the chairmen of committees at UCT have always acted for their committees in matters of urgency.) The principal takes upon himself the full responsibility of acting for the Senate in matters of urgency which cannot wait to be sent along the normal channels. In law any member of a committee who acts for a committee without being legally authorized to do so, must bear the consequences of his actions if he is called to question. The principal through his association with the Senate can gauge their will and usually acts for them when he knows that his actions will receive their full support. He has authority to interpret

120. H.W. Dodds: The Academic President, p.72.

121. R.L. Kahn et al: Power and Conflict in Organizations, p. 27.

policy as he sees fit. Because of his knowledge of the University, his post is respected in the Council and he will be able to muster support to baulk almost any motion under consideration or steer through a proposal of his own drafting, if he so desires. He also has the task of adjudicating in cases where students have contravened the rules of University and although the student may ultimately appeal to Senate and Council, the principal's power in these bodies is so vast that, if he so desires, he can influence the adjudicating body to support him. He is also the final arbiter of student complaints about the administration of policy by administrative officers and academic staff.

Reference has already been made to the advisability of a division of his powers. The following are in broad terms the forms of power available to the principal:

- (i) Judicial power;
- (ii) Legislative power;
- (iii) Executive power;
- (iv) Administrative power.

8. INFLUENCE

The task of University leadership is that of "utilizing human, financial, physical and spirirual resources to fashion an educational institution that persistently accepts new methods and programmes but insists upon enduring values."¹²² The distinctive attitudes of UCT for a free society and equal rights and privileges for all persons irrespective of race, colour or creed are the product of accumulated experience and tradition, and are influenced to a great extent by the personalities of its pre-eminent principals.¹²³ A conservative executive officer will tend to play down the traditions of UCT in favour of compliance with prevailing norms. Consequently, when there is a change in the leadership to a more

122. J.J. Corson: Ibid, p.27.

123. P. Self: Ibid, p.92.

radically minded person, the change carries with it a distinct change of the institution as a whole.¹²⁴

The influence of the principal determines to a great extent the relationships UCT has with any outside bodies whose philosophy may be in conflict with UCT's.

9. RELATIONSHIPS WITH THE GOVERNMENT OF THE DAY

It is a very strong challenge to any principal to remain loyal to the traditions of UCT and to the principles for which it is strongly decided and to have satisfactory relationships with the government of the day, because of the differences in their philosophies. Nevertheless, the principal has to endeavour to achieve this aim.* The inter-relationship between UCT and the government of the day can be made more creative provided there is mutual trust and confidence.*

10. RELATIONSHIPS WITH THE STUDENT BODY

Students want to be involved in the formulation of University policy, but as policy is made at many levels of administration in many committees, the principal, if he wishes student leaders to be involved in the process, has to be alert to the necessity of ad hoc consultation with them.*

His attitude towards students, either as fellow members of the University or as a guardian over them will determine to a great extent the creativeness of their relations. Furthermore, the differences in their basic philosophies and attitudes to the society of which they are a part will determine the amount of co-operation or conflict there is in their inter-relationships.

11. FORMULATION OF PROCEDURES

One of the most difficult tasks with which a university

124 From an article in "Varsity", 13/10/72.

* Views expressed by the Principal at an interview.

leader is confronted is the formulation of procedures, for he has to deal with specialism personified in the academic members of the University, each of whom tends to project his own personality and needs to the fore with the consequence that procedures are nullified. This factor creates greater open-endedness in decisions and increases the number of interpretations of decisions a principal is required to make in the normal day to day operation of the University.

12. CO-ORDINATION

The principal's main function is to co-ordinate the policy made by the Senate sub-committees into an overall academic policy for the University. But at the same time he is required to glean items of policy from the non-academic sector of the University and marry them to the academic policy recommendations to form a UCT policy. Individual members of the executive leadership team attend all the meetings of both sectors of the University, and it is through their knowledge and experience of activities of the University that a co-ordinated policy can be achieved. However, the plethora of Senate sub-committees and the complex system of reporting (described elsewhere in this study) make co-ordination a difficult task, which could be overcome by a division of the duties of the principalship into specific areas of responsibility as explained earlier.

13. CONCLUSIONS

The rôles that the principal is required to fill in the administration of the University are numerous and bring about problems of

(a) span of control

He has the task of co-ordinating the activities of the academic, and non-academic sectors inside and outside the University, but as the activities are so vast, he cannot give each aspect the attention it merits. Therefore, there should be a sharper division in the responsibilities of the executive leadership team to allow each member to

concentrate specifically on his field of competence.

(b) chain of command,

He is required to motivate the members of the University to a greater achievement of purpose, yet he is insulated from the individual members by other persons in authority like deans, heads of departments, sectional heads and student leaders. Consequently, there should be greater delegation of responsibility to these members to achieve the necessary activation of their respective members.

(c) division of powers

He has vast powers over law making, law enforcement and law adjudicating which could impinge upon the democratic rights of the members of UCT; therefore, there should be a division in these powers to limit the scope of the principal's authority.

Furthermore, the principal's duties are fraught with inconsistencies.

(i) He has vast power of implementation of policy, yet he has to contend with organized groups of students and academicians whose goodwill and co-operation must first be won to make the decisions administrable.

(ii) The ambivalence of his rôles in the Council and in the Senate, between the academicians and the students, between the academic sector and between the University and the outside world make his rôle in the University an unenviable one, for his actions will never be considered as right by all sections at the same time, and he can expect to be continually the subject of criticism. Nevertheless, he is the guiding light steering the institution on a path which is dictated by his life and world views.

G.

THE REGISTRAR1. DESCRIPTION

The administration of any human enterprise consists of discernable interrelated activities,

- (a) the making of decisions, which
- (b) are programmed into a plan for implementation
- (c) are communicated to all who must carry them out,
- (d) are controlled to ensure that they are carried out as programmed,
- (e) finally are appraised in the light of results and new conditions.¹²⁵

The officer in the university who is responsible for the policy implementation, communication and appraisal is known as the registrar and his staff are known as administrative officers. The registrar derives his duties from the Statutes which state that "the Council shall appoint a registrar of the university, who shall be its chief administrative officer, and such other administrative officers as the Council may from time to time determine. The duties of administrative officers shall be determined by the Council subject to the provision of the Statute and the Joint Statutes."¹²⁶

Although the Statute refers to a particular officer within the University structure as the registrar and differentiates between the registrar and other administrative officers, in practice in University committee meetings, all the administrative officials are referred to as registrars and all letters, agenda, minutes, notes and reports are issued in his name.

2. DUTIES

The registrar is concerned with the rôle of facilitating the work and implementing the decisions of the governing bodies

125. E.H. Litchfield: "Notes on a General Theory of Administration", ASQ, June 1956, p.3.

126. Statute, section 55.

of the University. As secretary and administrative officer, he is the guardian and adviser of the committees and may in this capacity be called upon to assert the rights of some of the members, especially in matters of committee procedure, even against the chairman,¹²⁷ but he and the chairman (in the case of the Council, the principal acts as chief executive officer for reasons stated elsewhere) must work in close co-operation.

The Principal, in an interview, gave the following opinion on the role of the registrar's staff in the University administrative process, "While I accept that in a university, it is primarily the academicians who plan the way forward, assisted by the university administrative machine, I believe that as part of the whole process, the administrative personnel acquiring, as they inevitably will, a lot of experience and I hope ideas, should contribute from these experiences and ideas to the improvement of the academic process, that they should be making suggestions to academics and should not regard themselves entirely as the tools of the latter."

3. RELATIONSHIP WITH EXECUTIVE OFFICER

According to Lord Recliffe-Maud, the administrator should have a common mind with the executive officer.¹²⁸ The practice in state administration is that there is an almost indivisible link between the cabinet minister and the state secretary, and they are both part of a team responsible for making policy and the execution and administration of policy. The essential difference between the roles of the executive officer and the registrar is the distinction between higher and lower levels of value judgement.¹²⁹ The registrar's task is one having more stability and routine. But in a university which

127. K.C. Wheare: Government by Committee, p. 39.

128. P. Self: Ibid, p.165.

129. P. Self: Ibid, p.151.

does not have an electorate that can change the government at its will, there does not appear to be a valid distinction in their duties to merit there being a chief executive officer and a chief administrative officer. This matter is pursued later on in this section.

A university requires a very close working relationship between the principal and the registrar; the chairman of Senate and its administrative officer; and the dean and the faculty administrative officer. Any conflict in philosophy can lead to serious problems about implementation of policy decisions, which is especially true of UCT with its liberal spirit,¹³⁰ because it is required to have dealings with the government of the day; the public; and with students; where there can be conflicts in views.

When state governments change in many overseas countries like France and Germany, there have been changes in top-ranking administrators. How far need the University adhere to this practice? If there were a change from a more conservative to a more liberal-minded leader, the administrative staff would have to adapt themselves to the new outlook otherwise conflicts would arise about implementation of policy. The philosophy of the University permeates among all members and eventually a collective personality emerges even though all members might not hold the same views.¹³¹ A new recruit to the administrative staff is inducted into the established methods and attitudes which he will tend to copy (or oppose). He may become so frustrated at the differences between his attitudes and the institutions that he will resign his post.

At UCT the practice is that the registrar draws up the agenda for the meetings in consultation with the chief executive officer and briefs him on the contents of all committee documents. The executive officer also unofficially approves the minutes of the meeting before they are issued to ensure that the decisions contained therein are administrable.

130. See reference to E.A. Walker under "Aims".

131. P.Self: Ibid, p.92.

4. THE RESPONSIBILITIES OF THE REGISTRAR

The status of the registrar as a second string to the principal, having to obtain his approval for all budgetary matters, procedures for the appointment of staff, and student matters is not reconcilable as the registrar's staff comprises experts in the field of finance and business management who make a study of university budgets and accounts. The registrar should be given the status of business manager in charge of personnel, budgets and accounts, the physical plant, traffic, purchasing, auditing, residences, refectories and the provision of food services. He could maintain close liaison with the principal on matters of general administration, but could report direct to the Council on matters falling within his portfolio. The registrar's remaining duties could be placed in the hands of specialized staff under the supervision of the members of executive leadership team, the academic section under the assistant-principal (academic affairs) and the student affairs section under the assistant principal (student affairs).

5. ROLE - SET RELATIONSHIPS

The registrar has a rôle-set relationship with the principal and the committees he services in regard to the recording and the implementation of their decisions, as his interpretation of the discussion might be at variance with the executive officer's which could lead to conflicts. The registrar also has a rôle-set relationship with the Council and the students, and the Council and the staff, when it comes to implementing decisions, for he has to represent the Council to the members of the University and the members of the University to the Council, having in many cases to justify decisions that he or his staff were instrumental in formulating.

6. FACULTY ADMINISTRATIVE OFFICERS

The lower rung administrative officers have rôle-set relationships between dean and students, dean and staff, dean and heads of departments, and dean and outside bodies. Conflict will be at a minimum when the dean or one of the other is dominant in the relationship. It has been observed that the faculty

administrative officers play a very subordinate rôle in faculty administration. The following reasons have been observed for this:

- (a) large turn-over of administrative officers owing to perceived low status and low salary;
- (b) lack of knowledge of the University administrative process;
- (c) lack of knowledge about administration in general through lack of formal training;
- (d) chain of command from the registrar is very hazy. (see attached organizational chart, Fig. L)
There should not be four and five superior officers from whom an officer receives orders as this leads to confusion and even allows an officer to play one off against the other. There is too much control over their activities by too many superior officers.
- (e) lack of communication and co-ordination between various officers dealing with students, i.e. residences, records, fees, scholarship and bursaries;
- (f) physical alienation from departments in the faculties because of the centralization of the administration.

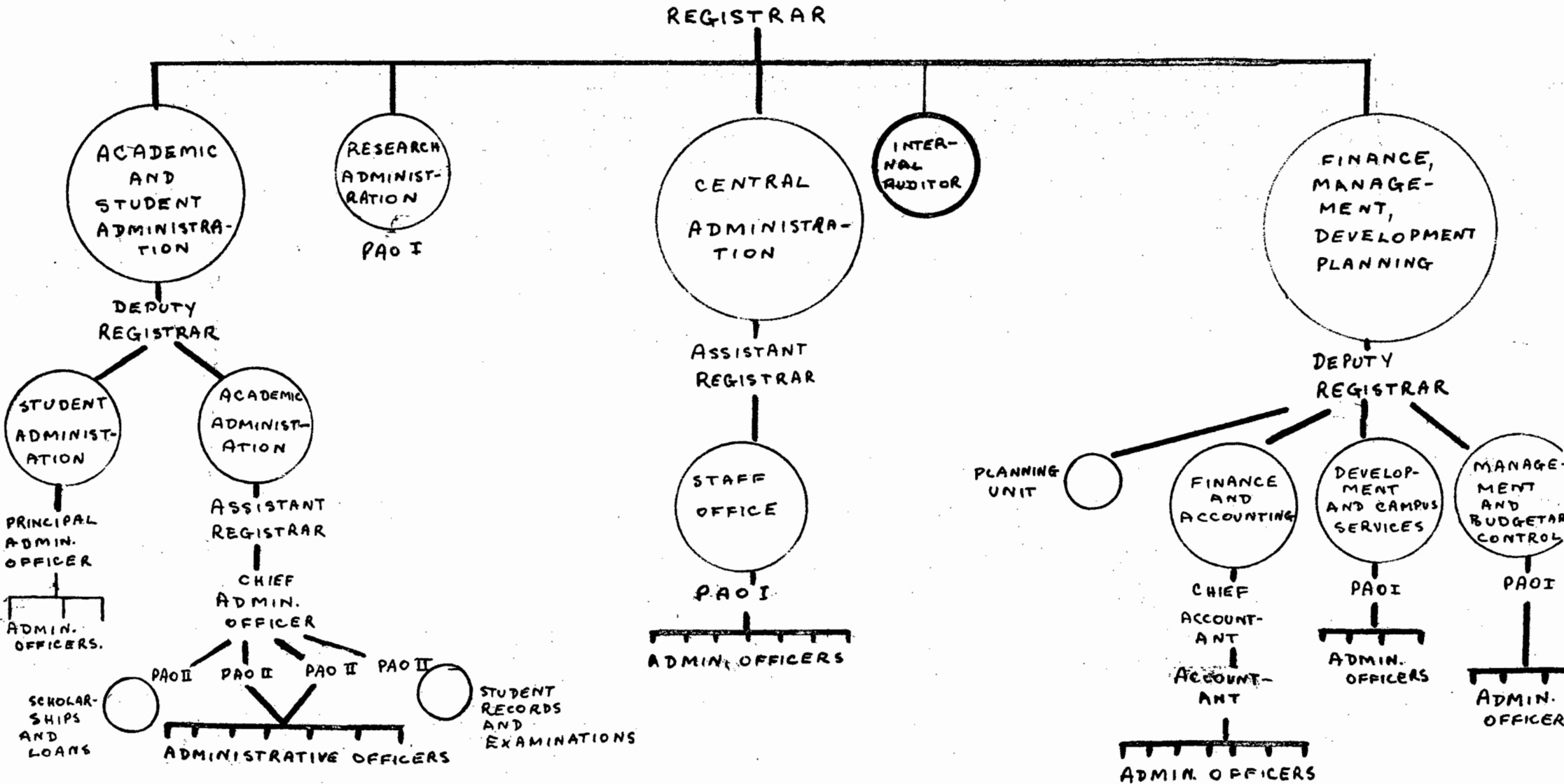
The main problem is lack of status which could be remedied in the following manner:

- (i) the employment of more highly paid, trained officials
- (ii) the provision of further in-service training by means of weekly meetings
- (iii) the provision of better information on what is going on in the University.

The problem of status of faculty officers appears to stem from the misconception that they form part of the hierarchical general administration structure, whereas they function more like technical experts each dealing with specific administrative tasks which are related in some aspects, but because of the differences in regulations, philosophy, composition and scope of the various faculties, each requires a special type of knowledge.

FIGURE 1.

CHAIN OF COMMAND : CENTRAL ADMINISTRATION



There should be greater co-ordination of allied administrative activities under the supervision of faculty officers. Matters like registration admissions to residences, accommodation, scholarships, loans, bursaries, student records, examinations, exclusions and graduation should all be under their control, and there should be close liaison with other officers on other matter concerning students, like student health services, cultural, sporting and recreational activities.

7. COMMUNICATION

There is a general lack of lateral communication between members in different sections of administration and between section and section about activities, plans and problems. Sectional staff meetings are held too infrequently and general staff meetings seldom. Communication between members is usually by means of impersonal circulars from above laying down the rules and procedures. Communication up the line is balked by the excessively long chain of command requiring recommendations to be transmitted from one head of department to the other for approval.

The arrangement of offices into little cubicles, insulating staff one from the other could be off-set by having short weekly meetings of members. Informal communication between members is also hampered by there being no tea breaks, when members can meet in a common-room to discuss matters informally amongst one another. The formation of an administrative staff association to bring members together informally throughout the year merits serious consideration. It would also add to the status of members of this category of staff by acting for them in a trade union-like manner.

8. THE ADMINISTRATION OF ACADEMIC DEPARTMENTS

Large academic departments have considerable administrative duties to perform which have to be apportioned among members of their academic staff, as the procedures of the University do not make provision for the use of support staff from the registrar's office for this purpose. However, independent

administrative staff can be appointed to carry out departmental duties under the direction of the departmental head, from funds allocated for academic staff. Either method of coping with departmental administrative duties creates considerable problems of co-ordination of activity between the departments and the faculty administrative officer. Consideration should be given to the provision of a team of administrative support staff situated in the faculty to provide services to the faculty and its departments.

9. REGISTRATION OF STUDENTS

The Universities Act requires every student to be registered annually.¹³² Attempts to achieve the registration of eight thousand students physically within one week results in great frustrations, as students are required to stand in long queues for hours, and academicians have to sacrifice their time on an operation which could be performed administratively in the following manner:

Near the end of the preceeding year, returning students should have registration forms sent to them by mail, containing all the data from their records punched out by computer, as well as information sheets informing them of choices in subjects. Students with no queries about their course of study could complete the forms and return them to the registrar. Students requesting more information on their curricula could either enter into correspondence with the dean, his representatives or registrar, or arrange to see them personally during the period up the start of the new academic year.

New students, after completing an initial application for entry to the University, could be processed in a similar way. Any changes that need to be effected on the registration form once submitted could be done by means of correspondence.

10. THE BUREAUCRATIC PROCESS

The bureaucratic process usually formalizes decision-

132. Act 61 of 1955 section 10(2)

making and although it delays the implementation of decisions, it provides definite rules and procedures which must be followed. But at a university the academician often disregards bureaucratic procedure when dealing with regulations for students and makes special concessions for them where he deems fit. Testimony of this statement is provided by an examination of the number of concessions to regulations awarded by heads of departments allowing for the relaxation of the entrance requirements, rules for attendance at lectures, put-through requirements or examination requirements. As each department head has few restraints imposed on his powers in these matters, an observation which is substantiated by the fact that there were only six objections lodged to the thousands of concessions which were recommended to the Senate in the first two hundred and thirty Principal's Circulars, only four of which were sustained. The administrative officer is never quite sure whether approved rules and regulations will be adhered to by departmental heads and has therefore constantly to refer cases to them for decision. The administrative task does not entail as much implementation of rules and regulations as providing machinery for the exceptions to the rules. There is never certainty about the implementation of regulations as students have different criteria for requesting the relaxing of regulations. Consequently, there is more involvement between the law enforcer and the law maker than in other organizations.

He also has difficulty in carrying out rules and regulations of the Senate and the Council because there is never certainty about their strict application to academicians who can claim special privileges because of the nature of the problems of their disciplines.

11. SYSTEMS ANALYSIS

The administrative officer can help best to achieve the aims of the University by scientific methods of appraisal of the needs of the academic departments. The following comments on the need for greater planning were made by the Principal in an

interview: "Where the administrator seeks a solution to problems which is not automatically evident by an application of rules and known policies, he does have the further requirement of needing to identify trends and, perhaps from statistical data, to identify directions in which things are moving, and to foresee problems that will emerge if action is not taken in time; so that part of the administrative process is not merely a routine daily activity of applying rules, regulations and policies to situations, but foreseeing. Now, this means that those who are occupied in these activities must have both encouragement and time to do this". With the assistance of the systems analysis approach to decision-making, where all aspects of the decision will be considered in the light of the purposes and the requirements of the institution, more meaningful decisions can be taken. (This system has been dealt with under "Structure".)

12. APPRAISAL OF POLICY

Some appraisal of the decisions taken by governing bodies is necessary and the person in the best position to carry out the appraisal is the implementing officer for he comes into contact with the students and staff on whom the policies are implemented and gets to know the shortcomings in the system. Systems at UCT are usually only changed when procedures become so out-dated and unworkable that the academic staff bring about pressure for changes, or by the introduction into the system of outsiders who find the procedures unworkable. The adoption of a more critical view of procedures can be accomplished by ensuring that members of the administrative staff receive a sound grounding in administrative theory and practice.

13. THE FINANCING OF ADMINISTRATION

The financing of the administration as 13.5 per cent of the teaching component allows little scope for re-organization of duties and employment of highly skilled staff. The tying of the administration component in the subsidy formula to

student numbers is unrealistic as some areas of UCT have more complex administrative difficulties than others and would normally require a higher level of assistance. The administrative costs should be divorced from other costs in the formula and a budget should be allocated based on the needs of the university. The administration should not come into competition with academic departments for developments, for as it functions in a support capacity to the academic departments, its needs will tend to be regarded as secondary, and will therefore not receive sufficient support.

14. CONCLUSIONS

The central administration of UCT is beset with the following problems:

a. The administration of the faculties and departments is too centralized, allowing few opportunities for faculties officers to become involved in the business of the faculties and departments. The faculty officer needs to be situated on the faculty premises. (The faculties of Arts and Medicine have decentralized their faculty administration). The registrar's staff is too centralized generally and could be re-organized so that relevant sections fall under the business manager (registrar), assistant principal (academic affairs), assistant principal (student affairs).

b. Most of the officials have little or no formal training in general administration which limits their ability to plan and appraise the procedures and activities of the University according to accepted administrative practices.

c. The chain of command from the top echelon of administrative staff to the lower echelon is too long, leading to lack of awareness of the activities and problems of the lower echelon, as well as their depersonalization. Too much control by too many people results in a too authoritarian system.

d. There is too little co-ordination and lateral communication between different sections of staff owing to a lack of contact with one another. Too few formal and informal staff meetings are held to discuss activities and problems of

officers working in the same area of administration.

e. There is a lack of status among members of the administrative staff. They are not seen to be specialists in their fields of work. In the academic administration this is brought about by alienation from departments, lack of training, too many changes in staff. The bargaining process used by academicians to obtain scarce resources relegates members of the registrar's staff to mere implementers of policy.

H.

COMMUNICATIONS AND CONTROL

Communications is that process whereby one person makes his ideas and feelings known to another.¹³³ Because decisions are based on information received from persons, communications are an integral part of the decision-making process and more especially their control. Harvey Walker states that control of public offices by the people is the essence of a democratic government. If the administrative machinery is free from control, the popular will may easily be thwarted.¹³⁴

1. INTERNAL COMMUNICATION

The diagram on page 85 (Fig.H.) shows the interaction between the governing bodies of UCT. Each committee appears to function in relative isolation from the others, receiving recommendations only along the formal channels of communication on those matters requiring formal ratification.

However, the picture sketched above is not a full representation of the interaction that can take place between various sections of the University. At the Council meetings, the Senate representatives convey the views of the Senate and the student leaders can be invited to give the views of the S.R.C. on any matter on the Council agenda. The same type of interaction takes place at Senate meetings, albeit only four times a year.

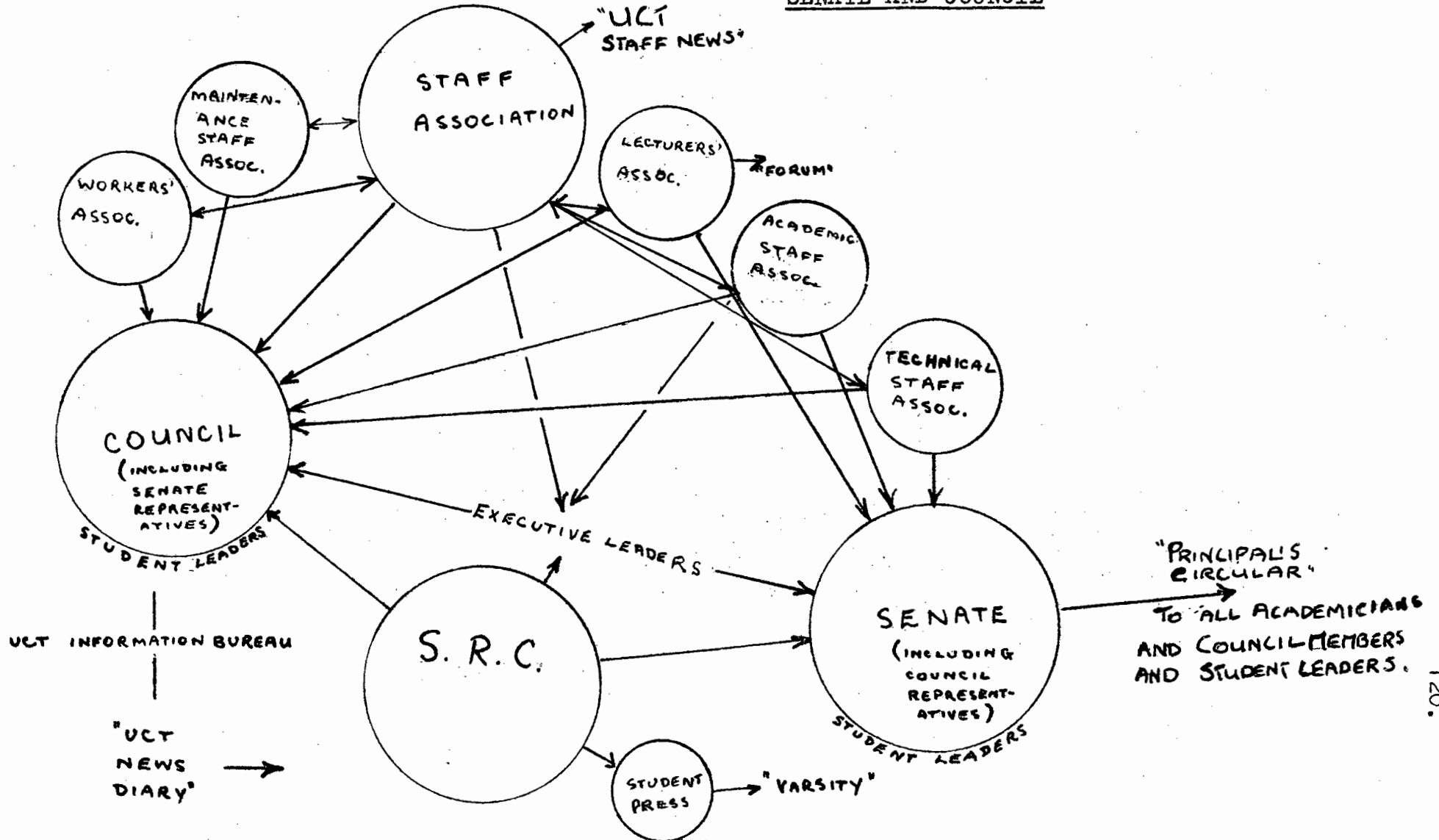
Although requests from other members of the University reach the higher tier committees through the staff associations, the associations normally take no part in the policy-making process, for the information that is conveyed along the informal channels (see the attached diagram Fig. M.) is usually limited to matters related to the conditions of service of their members. Even though the diagram shows that the machinery for consultation between the various sectors of the University exists, little use is made of it.

133. F.A. Nigro: Modern Public Administration, p.64.

134. H. Walker: Public Administration in the United States, p.99.

FIGURE M.

UNOFFICIAL LINES OF COMMUNICATION BETWEEN STAFF ASSOCIATIONS AND SENATE AND COUNCIL



However, there is still the problem of how to make the decisions of the higher ranking body acceptable to all who are required to adhere to them and at the same time ensure that the decisions are just and in the interest of all concerned.

Mary Parker Follett states, "My solution is to depersonalize the giving of orders, to unite all concerned in a study of the situation, to discover the law of the situation and obey that .. One person should not give orders to another person, both should agree to take their orders from the situation ... of course we should always exercise authority, but always the authority of the situation".¹³⁵

The above solution to the problem of participation implies a reiteration of the point made earlier that trust and confidence are required to build up relationships so that decisions are acceptable to all. It also implies that by making decisions open to all interested parties, effective control over the allocation of scarce resource will be achieved and points of view from widely different backgrounds and philosophies can help to mould and shape the decisions.

2. UNOFFICIAL PUBLICATIONS

News is communicated informally amongst members of staff through the following newsletters:

- (a) "UCT Staff News" - published twice annually by the Staff Association;
- (b) "Forum" - published quarterly by the Lecturers' Association;
- (c) "UCT News Diary" - published monthly by the UCT Information Bureau, a section of the central administration.

The editors of the circulars have to rely on information from academic departments and other unofficial sources, as they

135. S.G. Huneryager et al (ed): Human Relations in Management, p.476.

have no access to information from official sources and thus their publications can be regarded as social calendars.

3. THE PRINCIPAL'S CIRCULAR

The Principal's Circular is issued bi-monthly (except during vacations) and contains the recommendations of many of the Senate sub-committees. It also contains a report on action taken by the Council for the information of all academic members of staff. It is circulated to members of the Council, the academic sector, the administration, and the student leaders.

The Principal's Circular is published in two sections, namely:

- (a) Part I which is restricted to members of academic departments and the Council.
- (b) Part II which is confidential to members of the Senate and the Council and which contains matters concerning staff salaries, and any other matters which by their greater dissemination among other persons and outsiders might prejudice the University in some way.

Greater participation in and control over the decision-making process can be achieved by giving all members of the staff and students access to the non-confidential section of the Principal's Circular in order that they might contribute any specialized knowledge they might have to the making of decisions which affect the whole University.

To avoid delays in approving routine items, consideration should be given to delegating power to the principal to approve on behalf of the Council items in the Principal's Circular which have no new policy or financial implications. Items which required further consideration by the Council, could be asterisized and placed as substantive items on the agenda of the Council executive committees. Members of the Council could have a period of time in which to request that any further items in the circular be asterisized. Consideration could also be

given to placing routine items from other Council sub-committees, like the Residences, Student Affairs and Building committees, in the Principal's Circular for action by means of delegated authority in terms of the above procedure. In this way, the Principal's Circular could become a University-wide document for the dissemination of information to all members of the University, and possibly to interested outside sources.

4. INFORMATION FOR THE POLICY-MAKING PROCESS

The diagram on page 124 (Fig. N) shows the inputs each one of the governing bodies receives from within and without the University. The inputs received by one committee are not normally transferred to the others. However, in order to make meaningful policy decisions all possible sources of information need to be tapped and made available. There is little evidence of a planned study of contributing factors to the decision-making process at UCT. Recommendations are placed directly on the agenda of the committees without much meaningful research being done into them. An academic planning unit should be created to glean and study information from various sources to enable policy committees to arrive at planned decisions. The following sources of information could be taken into consideration when policy decisions are made:

(a) Socio-economic Factors

(i) Matters like the cost of maintaining a student at UCT need to be calculated continually, and means suggested for keeping costs down.

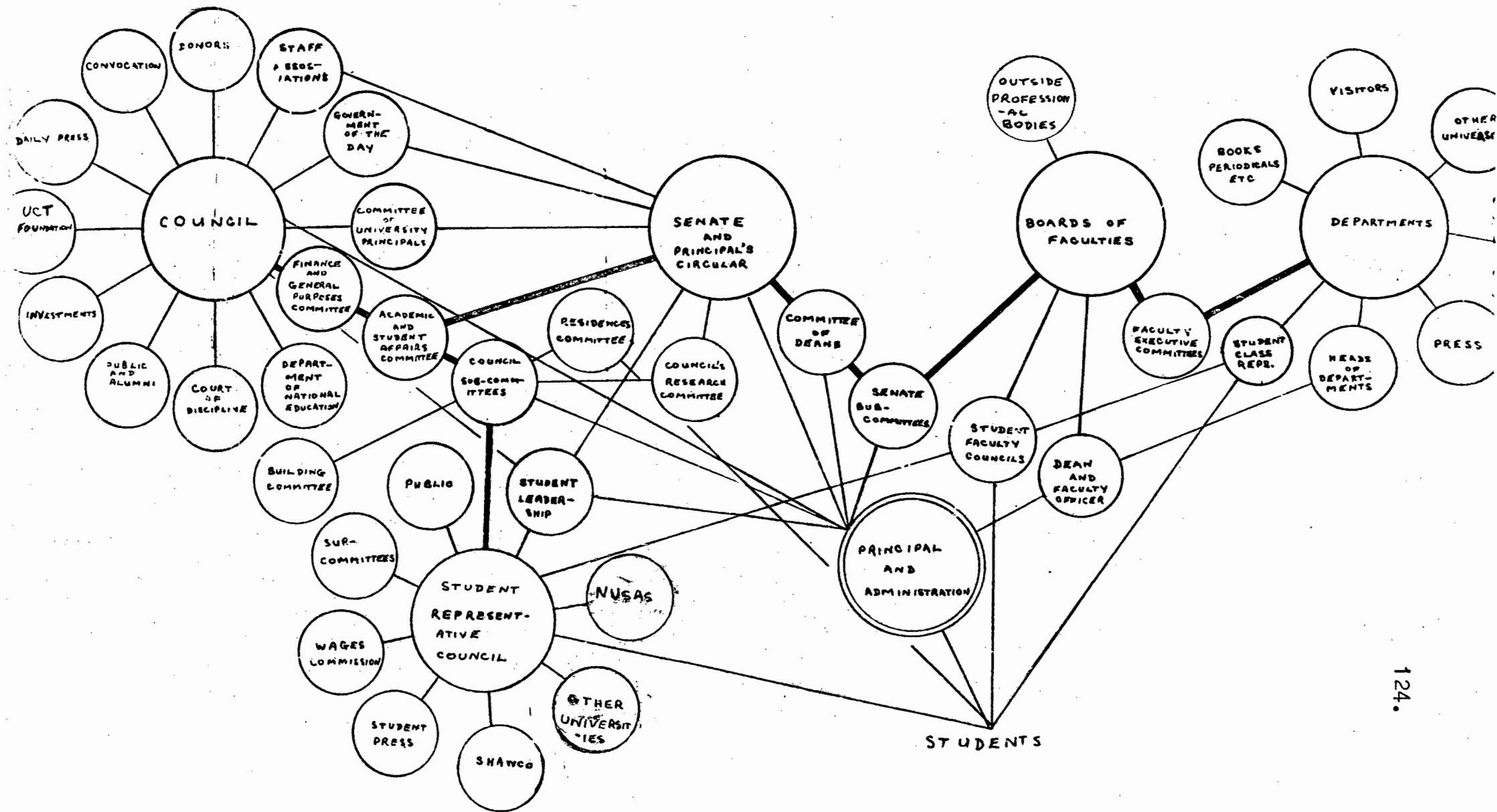
(ii) New trends and developments in the community should be studied so that the University can attempt to keep apace with them. The needs of the professions, business and cultural, government and social services should be analysed to see if UCT is meeting with their needs for manpower.

(b) Other Universities

UCT usually compares running costs with Stellenbosch and Witwatersrand Universities because they are more or less equal in size. However, a study should be made of differences

FIGURE N.

THE GOVERNING BODIES : INPUTS



in the costs of comparable services to find out the reasons for the discrepancies so that, if need be, changes in allocations can be suggested to the governing bodies of UCT. There should also be a constant flow of information between UCT and the other universities on future plans and programmes so that expensive services can be shared and other unnecessary duplication avoided.

(c) Internal data

An academic planning unit would need to be supplied with information from the academic departments in order that it can make meaningful recommendations.

It is significant to note that the University has not worked out a staff-student ratio for its academic departments. The different categories of staff and students create problems in working out the ratio but this is a task which should be undertaken in order that the needs of each academic department for staff can be calculated and correctly apportioned. In the same way, their future needs for library services, equipment, running costs and the like should be calculated to that planned decisions can be made. A cost analysis should also be made of all proposed developments calculated over a long term so that the full financial implications are known.

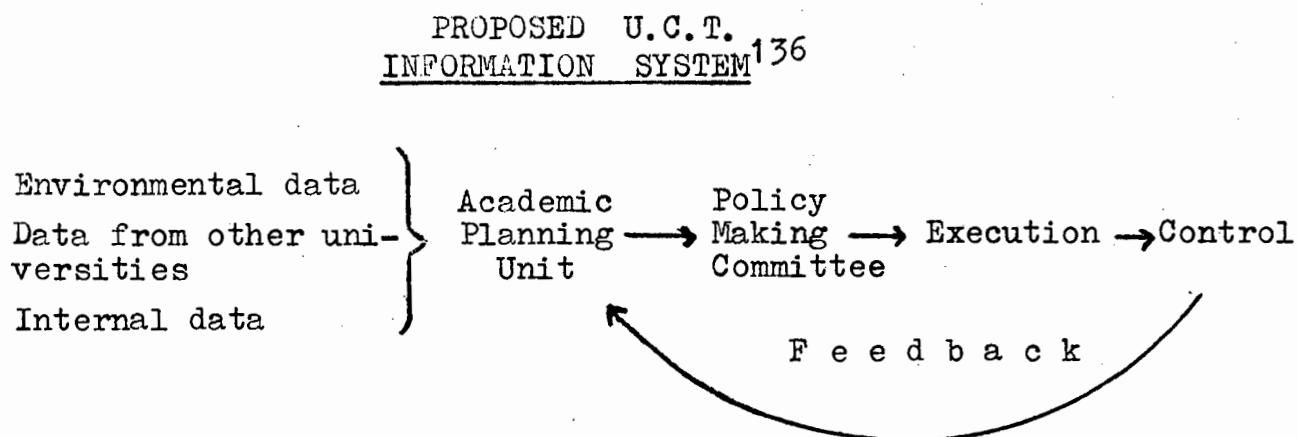
The above three sources of information could be analysed by the academic planning unit so that recommendations could be made to the policy making bodies for the formulation of future plans.

However, the planning of the enterprise requires that the performance achieved should be measured against the expected achievement. There does not appear to be any type of measurement of the outcome of policy implementation at UCT other than a comparison of current budgets with past budgets. Matters like the put-through rate in each department and the amount and quality of research produced should be investigated so that any department which is constantly making no progress can be helped. Reasons should be sought for poor performance so that some type of motivation or incentive can be given for

an improvement in standards. As assessment could be made into the special needs of an ailing department to provide it with some relief.

The above planned information system is shown diagrammatically (Fig. O.) below:

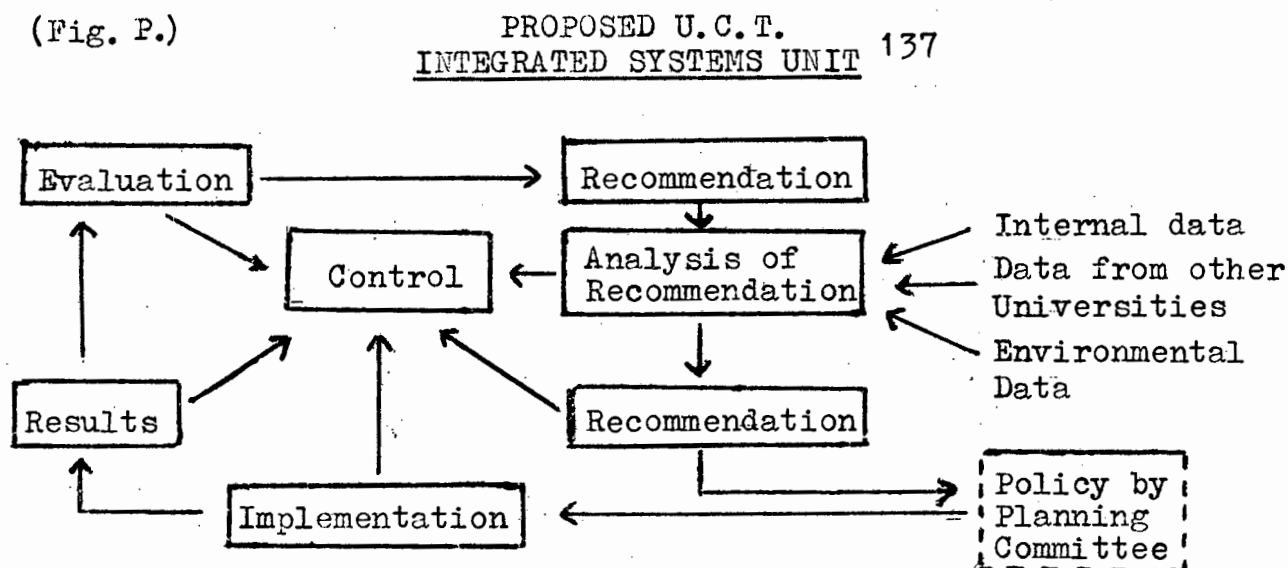
(Fig. O)



5. INTEGRATED SYSTEMS CONCEPT

The accomplishment of an information system like the one described above requires an integrated systems concept in which information is supplied continually to a co-ordinator who can control the system. The following diagram (Fig. P.) illustrates the flow of information between the various units in the system and between the controller:

(Fig. P.)



136. Adapted from P.P. Schoderbeck: Management Systems, p.189
 137. Ibid. p.324

6. POLICY

The following are the major committees in the academic sector of the University which have been created to make policy decisions:

- (a) The Senate
- (b) The Committee of Deans
- (c) The Expenditure and Development Committee
- (d) The General Purpose Committee
- (e) The Principals Policy Committee

The attached diagram (Fig. Q) shows how the Senate Sub-Committees report to each of the committees.

It will be noted that the major policy-making committees act virtually independently of each other. Because there is very little inter-communication between these bodies, policy-making tends to be discordant. The policy-making needs to be consolidated into the ambit of a central committee which could have an overview of all developments in the academic sector and have the advantage of an academic planning unit to aid it in policy-making. The attached diagram (Fig. R. p.129.) shows how the proposals made above could be incorporated into a new academic structure for UCT. The proposal is that the agenda for a new representative committee, which would act as the central academic policy organ, would be made available to all members of the University who would have the opportunity to convey their views on any item to their representative on the policy committee. It is necessary in this scheme that the co-ordination be achieved by having executive leaders as the chairman and the deputy chairman of each of the study groups which make recommendations to the policy-making committee. They should also be members of the policy-making committee to ensure maximum co-ordination of activity.

7. THE FACULTY DECISION-MAKING PROCESS

The faculty boards deal with three different categories of items at their meetings. The nature of the item determines which channel of communication (see diagram on page 128, Fig. Q.)

FIGURE Q.

RELATIONSHIP BETWEEN SUB-COMMITTEES AND MAJOR POLICY-MAKING COMMITTEES OF

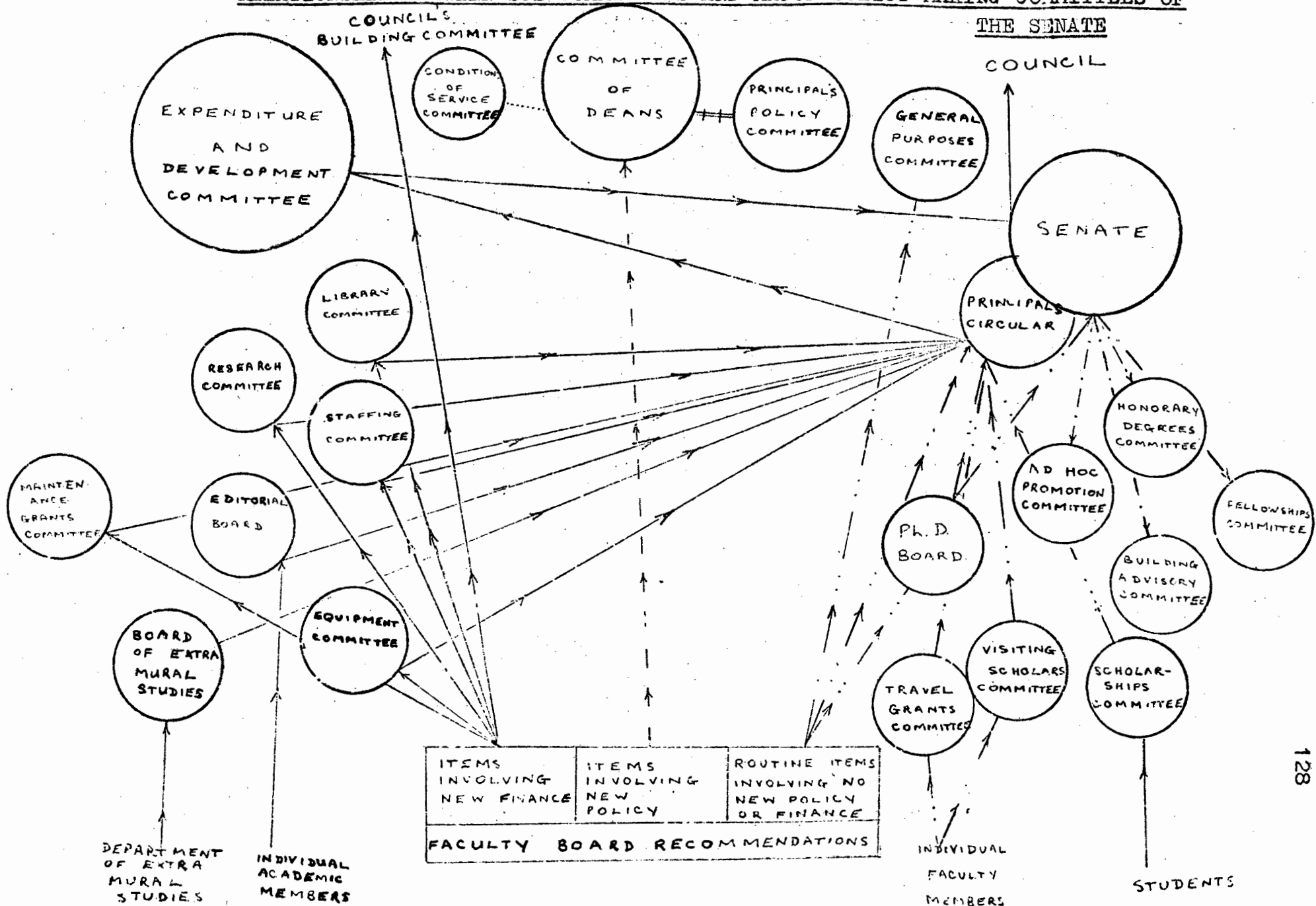
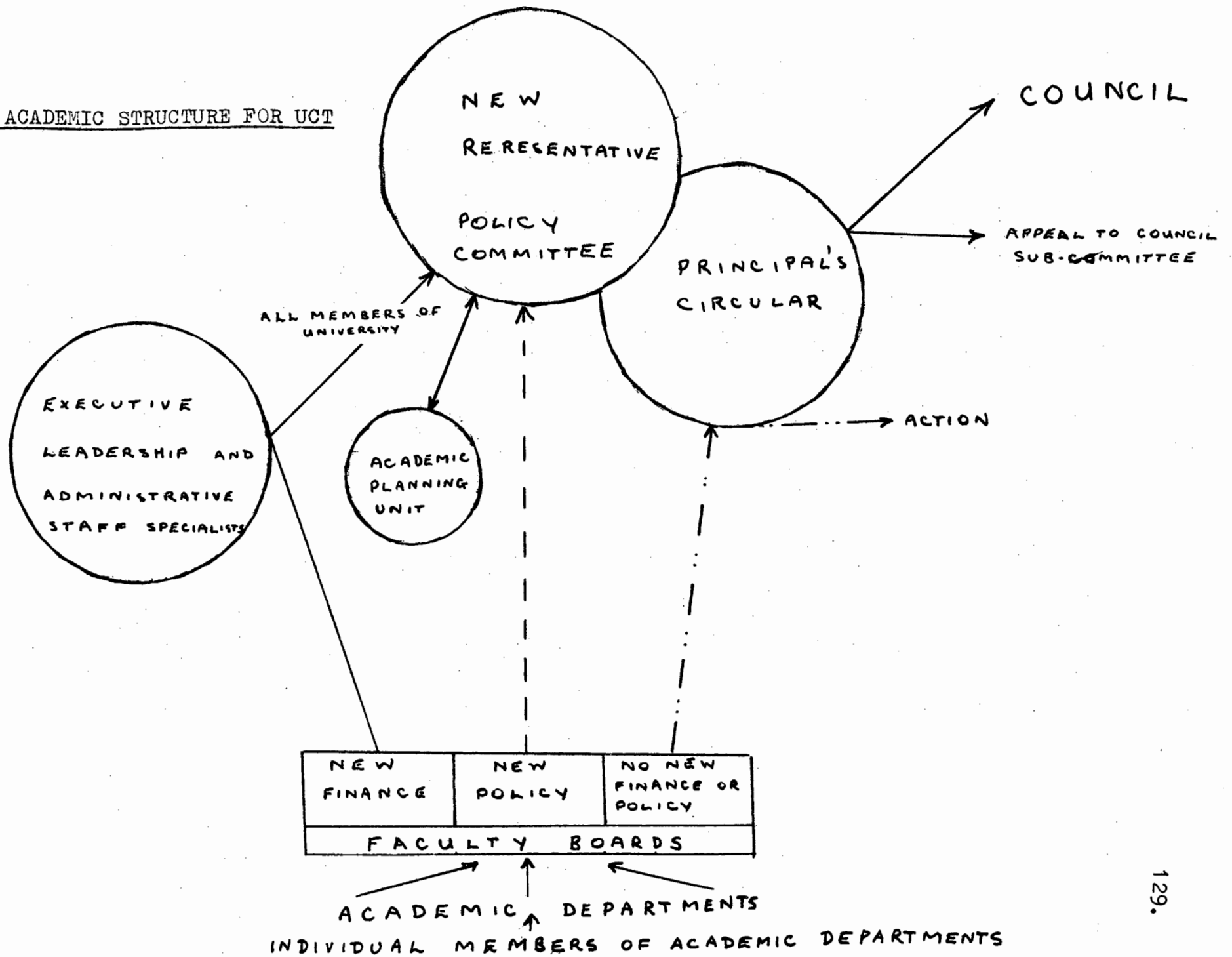


FIGURE R.
PROPOSED NEW ACADEMIC STRUCTURE FOR UCT



it will follow to the decision-making body. The following are the three categories of items:

- (a) Operational Matters which have to do with how the academic departments are run and includes staffing, maintenance costs and the like. Operational items are sent to the various Senate spending committees to be placed in priority and then via the Expenditure and Development Committee to the Senate and thereafter to the Council.
- (b) Academic items which relate to course content, length of courses, number of courses in the degree and others. Academic items having no new policy or financial implications are sent up the hierarchical line to the Council for approval, via the Principal's Circular.
- (c) Items of a general policy of an academic or institutional nature which could influence the future character of the University like the fifty per cent entrance requirement, the secrecy of research documents, or a central registry for all university students in South Africa are referred to the Committee of Deans. They are usually referred thereafter to all the faculty boards for consideration and comment before a final recommendation is made via the Principal's Circular to the Council.

The control element in each case is by means of the Senate either through an official meeting or through the Principal's Circular to which any Senate Member may object.

8. PHYSICAL IMPEDIMENTS

- (i) The interaction between the various sections of the University is impeded by the physical distance between its various sections. The Administrative Buildings are not centrally

placed among the academic departments to allow for quick and easy access to the committee rooms, student records and files or the registrar's staff.

(ii) The Commerce Faculty consists of three departments which are situated many kilometers from one another which inhibits interaction between members and places a greater reliance on telephones and written means of communication.

(iii) The use of technical jargon and difficult concepts is often a hindrance in communication between academic departments and committees. Each department specializes in a field of learning and deals in the language and concepts of its discipline in its every day operations. When the department interacts with other sections of the institution there is often a barrier in their communications caused by its specialism. Clarity in meaning is best achieved by defining the concepts used before the discussion takes place.

9. EXTERNAL COMMUNICATIONS

Besides the formal interaction between faculty members and representatives of professional bodies at faculty board meetings, contacts are also sustained by the careers office which was created to provide information to students on careers. It produces a number of publications each year on career prospects and methods of achieving the required job placements.

The careers office also provides vocational guidance to prospective students. In all these matters it is required to have close liaison with the world outside the University and in particular the business and professional world.

The Information Bureau which is administered by the coordinator, provides fact papers on various aspects of the University's activities which it distributes to the community to make the public aware of what is being accomplished at UCT and to draw support for these activities by way of donations.

10. PUBLIC RELATIONS

Every member should help to contribute to the building up

of good relations with the public because the University receives approximately seventy per cent of its running expenses from public funds. The other funds are derived mainly from student fees and donations which are also dependent on the support of the public.

As all sections of the University should be involved in public relations, the public relations officer's task should entail a great deal of co-ordination and stimulation of members. It is noticeable at UCT that the press officer is not part of the official P.R.O. team and that there is no official mechanism for their consultation.

The main object of the P.R.O. is to obtain support for the University and therefore he should be involved in the development office and fund-raising efforts and other promotional activities. But at UCT the development office is divorced from the P.R.O. and they carry on their activities independently of each other.

The P.R.O. also needs to have access to the policy-making bodies. He should have a standing invitation to attend the Senate and Council meetings on matters which could affect the image of the University to gain first-hand knowledge on policy and to stress to these committees the possible implications of the decisions on public opinion.

Through good public relations the ideal of a world-wide community of scholars can also be achieved. A university needs to draw scholars and students from different cultures, creeds and philosophies so that there is a free interchange of thought for the promotion of new concepts and ideas. This is especially true of UCT in view of South Africa's isolation from the rest of the world geographically and ideologically.

11. THE INDEPENDENT PRESS

The daily press can influence the attitudes of the public towards the University and its members. The English-language daily newspapers have tended to identify themselves with the University's opposition to the policies of the government of

of the day. This has an effect on the student intake because the University obtains most of its students from the readers of the English language newspapers. The Afrikaans-language press on the other hand has had little sympathy with UCT's stand and has tended to alienate its reading public from UCT. It cannot be ascertained except by detailed research, how many potential students and donors have been influenced by the attitude of the Afrikaans-language press not to support UCT, but their opposition to UCT might even have had the reverse effect of stimulating the curiosity of a few young people to find out for themselves.

12. STIMULATION

The executive leadership needs good communications to stimulate the members of the University in the achievement of aims. The principal gives a welcoming address to all new students at the start of every academic year, on which occasion he gives a brief exposition of the aims of the University and endeavours to stimulate the students to the accomplishment of those aims.

During the first week of the academic year new students are made aware of the facilities available for study and avenues for participation in student affairs. They receive addresses from deans, departmental heads, S.R.C. leaders, the careers guidance officer and the sports secretary and are encouraged to become part of the institution and to identify themselves with its activities.

New staff members are welcomed by their individual departments and faculties. Their introduction to the philosophy and aims of the University is not organized or planned but is left to the initiative of the departmental heads and deans.

13. QUALITY CONTROL

13.1. Control of Personnel

The University needs to maintain a sufficiently high standard of teaching and research for its degrees to be accepted internationally.

Although the following points are dealt with in full in the section entitled "Personnel", for the sake of completeness they are mentioned in this section.

Quality control is exercised by the Senate and the Council in personnel matters by providing for the following:

- a. Rigorous standards for the selection of staff.
- b. Open competition for vacant posts.
- c. The right to make no appointment after advertising a post.
- d. Grants for study leave and grants to attend overseas conferences and symposia to renew knowledge.
- e. Grants to bring overseas experts to UCT to impart new knowledge.
- f. Funds for research.
- g. Grants for publications.
- h. Internal promotion and fellowships for staff members who distinguish themselves.

13.2. Control of Entrance Requirements

The Joint Matriculation Board has the control and conduct of the matriculation examination of the universities and prescribes, subject to the approval of the minister, the conditions of exemption from such examination.¹³⁸ The principle behind the control of the minimum entrance requirements is that higher education at the autonomous universities should be made available to everyone (subject to the approval of the minister if the students are "non-white") provided he has achieved a sufficiently high standard of pre-university education to be able to derive benefit from university education. UCT has measured the performances of students who obtained an aggregate symbol of between forty and fifty per cent in the matriculation examination and found that most of them do not adapt well to university work, therefore it has instituted a minimum entrance requirement of fifty per cent for the greater majority of its courses of study.

138. Act 61 of 1955 section 15(2).

13.3. Controls by External Professional Bodies

Because some of the academic departments provide students for the professions, they are required by government legislation to accede to certain minimum standards of proficiency regarding course content, length of courses of study and other matters by external professional bodies. Some professional bodies agree to register qualified students as members of their professions provided the academic departments meet with minimum standards set by the inspection boards. Other professional bodies require students to sit their examinations after they have completed an initial University examination. Either way an external norm is used to measure and control the standards of the University. UCT welcomes this type of control where it does not interfere with its academic freedom or autonomy, because it provides a means of measuring its standards against those of other universities, as well as those of impartial groups in society.

13.4. Control over Administrative Officers

The assistant principal (academic affairs) acts as a type of controlling officer with regard to administrative decisions taken by deans, heads of departments and faculty officers. Students report any alleged injustices perpetrated by administrative officials to him for investigation. If the actions of one of these administrative officials has been prejudicial towards the students, he can bring it to the attention of the responsible person and request him to rectify it.

Control over the behaviour of students has been mentioned under "Judicial Administration".

13.5. Control of Teaching Standards

Management controls in the form of standards, or budgets, are simply quantified statements of managements' goals.¹³⁹ Because the University strives to achieve very high academic standards, the practice has been that one of the two examiners

139. S.G. Huneryager et al (ed): Ibid, p. 476.

that are required to be appointed in terms of the Statute, should be appointed from persons outside the University. The external examiner provides a norm with which the standards of the University can be equated. The high priority placed on this method of quality control is amplified by the fact that an amount equivalent to two percent of the budget for teaching salaries is normally used to provide for external examiners.

13.6. Academic Control over Students

Most academic departments have stringent exclusion regulations for students who are not maintaining progress with their studies. Minimum standards for re-admission to a course of study are also enforced. Moreover, some faculties have discontinued the practice of awarding supplementary examinations to students who have narrowly failed examinations. The above controls are also supplemented by incentives to study like scholarships, classmedals and the award of the course or degree with distinction.

14. CONCLUSIONS

Communications between different sections of the University are processed along the official channels of the formal structure, up or down the hierarchical line of authority. The Council and the Senate are markedly closed to influences from sections outside their formal structure, within or without the University. By limiting their outside inputs they are maintaining an outmoded system of administration which is no longer viable. Furthermore, by excluding influences from within, they are impeding their scope to make decisions which are acceptable to all their members. Greater participation in the decision-making process can be achieved by using the staff associations and the S.R.C. to gain the views of all the members of the University. Above all, greater trust and confidence by all members in one another is required so that participation can become meaningful.

A greater dissemination of information especially information about policies is required. More openness of decision-making especially of the Council will also control arbitrary decisions and ensure an equitable distribution of scarce resources among all members. The Principal's Circular could be used to meet the need for more information, provided it was adapted to include recommendations of the Council sub-committees, and it was made more readily available to all interested parties.

There is a general need for greater co-ordination and planning in academic policy-making as

- (a) there are too many policy-making committees working relatively independently of one another,
- (b) all possible sources of information are not being utilized,
- (c) very little evaluation and measurement of the outcome of decisions is done, therefore sectors which are not fulfilling policy expectations are not receiving the necessary stimulus for the achievement of aims.

The creation of an academic planning unit to assist in the co-ordination and control of all academic policy-making is required, as well as a general overhaul of all procedures.

Communications, co-ordination and control of sources of study and research are impeded by the artificial boundaries of the faculty system. Although a re-organization of the system is required, a less rigid application to formal procedures and greater informal consultation and participation would alleviate the problem.

I.

FINANCIAL ADMINISTRATION

Cardinal Newman was of the opinion that a university that "rests on a firm financial foundation has the greater ability to unleash the minds of students".¹⁴⁰ This statement is true in that a university which is financially strong is more likely to provide the facilities required for good teaching and research and thus be able to maintain high standards, conducive to the unleashing of minds.

The major sources of revenue of the University are depicted on the attached chart (Fig. 3.).

1. GOVERNMENT SUBSIDIES

Universities in South Africa receive over two thirds of their revenue for recurrent expenditure as a result of government grants.

The government subsidy is approved in terms of the following act of parliament: "The minister, in consultation with the minister of finance may, out of moneys voted by parliament for the purpose, grant subsidies to universities in respect of capital and recurrent expenditure for such purposes and on such bases and subject to such conditions as may in respect of each university be determined by the minister, and with due regard to the requirements of each university in relation to the general requirements of higher education in the Republic."¹⁴¹

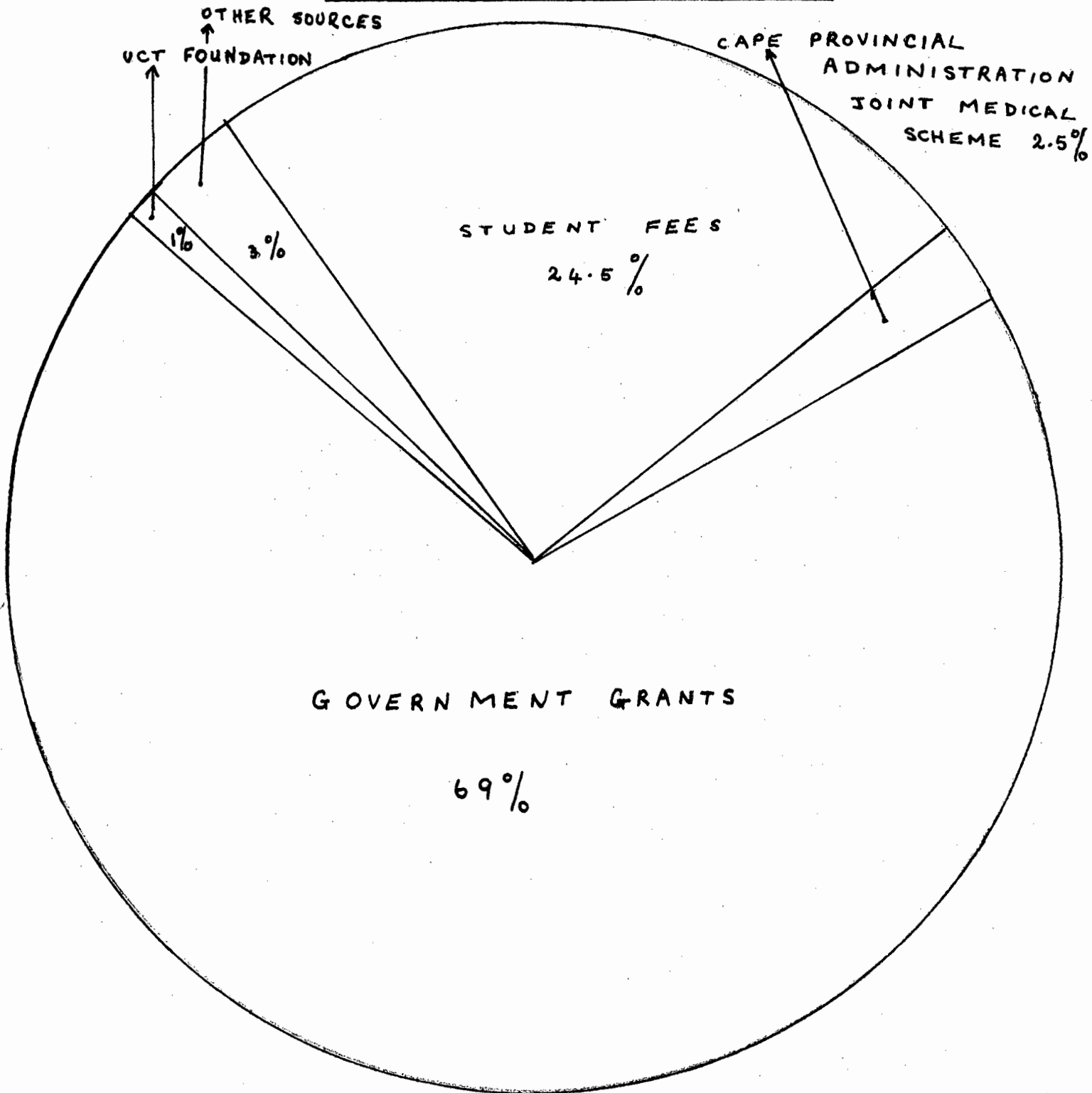
The funds for university education are allocated by the department of national education which is required to compete for funds for the education of the "whites" in South Africa in respect of universities, technical schools, training schools, informal education and day schools. The treasury, which receives its income mainly via taxation, allocates funds to government

140. Quoted from P. Goodman: Ibid, p.67.

141. Act 61 of 1955, section 25.

FIGURE S.

CHART SHOWING MAJOR SOURCE OF REVENUE*



* Information supplied by UCT Financial Administration.

departments in priority in accordance with the wishes of the cabinet. The finances of the universities therefore are dependent on the amount of funds which the department of national education can wring from the treasury.

The subsidy formula, the principles of which are grounded in the recommendations of the report of the commission of 1951 and which have been revised and amended by subsequent commissions every five years is the basis on which subsidies to universities are paid. Once the government has accepted a subsidy formula for universities, it provides funds annually to the extent necessary to meet the claims of individual universities in terms of the accepted formula. Since 1969, however, there has been an ad hoc subsidization of universities which has withheld from them knowledge of the basis on which they were to be subsidized for the future, and has caused financial uncertainties and inhibited the planning of their operations.

The object of the five year revision of the subsidy formula is to ascertain the adequacy or inadequacy of the various components of the formula to provide for the reasonable recurrent needs of the University and to adjust or readjust the parameters of the various components of the formula in such a way that the basic subsidy plus the gross standard provision (two elements in the formula) will adequately meet the needs.¹⁴² The subsidy formula is first and foremost based on student numbers, but incorporates a basic subsidy to embrace all the academic departments established in the University with ministerial approval, basic to every university irrespective of student numbers and including the salaries of the principal, the registrar and the chief finance officer.¹⁴³ There is much confusion about the concept of basic academic departments. Since the original list was drawn up by the commission which drafted the subsidy formula, other departments have been added by an arbitrary ruling of the department of national education, and there appears to be no system in which new academic disciplines can be recognised as basic to a university.

142. A.C. Cilliers: Ibid, p.3.

143. Ibid, p.106.

2. THE DETAILS OF THE SUBSIDY FORMULA

The subsidy formula comprises the following eight components:

- a. Teaching salaries
- b. Central administration
- c. Library
- d. Laboratories
- e. Research and research facilities
- f. Student Counselling and Student/Staff amenities
- g. Interest and redemption on approved loans
- h. Other recurrent expenditure on recognized services.

The components (b) to (h) are usually based on a percentage of the component (a) teaching salaries. For the purposes of assessing the subsidy payable to universities the students are divided into subsidy groups, namely

- Group A Humanities
- Group B Natural Sciences
- Group C Commerce
- Group D Education
- Group E Applied Science
- Group F Medicine
- Group G Dentistry (not offered at UCT)

In the case of groups A to C the number of students enrolled for the courses in each of the categories is taken as the basis for assessing the subsidy

A Humanities	R207 000 (basic amount)+(R57,5 x Student courses)
B Natural Sciences	R380 500 (basic amount)+(R75,9 x Student courses)
C Commerce	R 52 650 (basic amount)+(R31,4 x Student courses)

Each formula under Groups D, E, and F, has a different fixed amount which is multiplied by the number of students in the group, namely

D Education	R315 x number of students
E Applied Sciences	R700 x number of students
F Medical Sciences	R960 x number of students

It will be noted from the aforementioned that in the case of Groups A, B, and C, any additional numbers of students only bring in a subsidy based on the variable, that is

Humanities	R57,5	per course
Natural Sciences	R75,9	per course
Commerce	R31,4	per course

whereas additional numbers of students in groups D, E, and F, bring in subsidies based on R315, R700 and R950 respectively, per student.

As the other components of the subsidy formula are usually a percentage of component (a) teaching salaries, it is clear that the university which increases its student numbers especially in the categories D, to G, applied sciences and the others, will normally receive a greater subsidy. The subsidy thus tends to encourage greater numbers of students at the cost of greater quality. As UCT is the only South African university to have imposed an increased entrance requirement, in other words it has sought to encourage quality of students at the expense of quantity, it is suffering as a result of the provisions of the subsidy formula.

As the budget usually reflects the aims of an organization, the above figures show that the government in power wishes to place its emphasis in the future development of the country on the applied sciences almost to the exclusion of the humanities and pure sciences. Moreover, the fact that no distinction is made between under graduate and post-graduate students points to an emphasis in primary certification to meet the short term needs of the country. The neglect of the humanities and of post-graduate work is a self-defeating practice for it is from both of these categories that the future leaders of the country will be drawn.

One of the universities' autonomies which was expounded the fourth general conference of the International Association of Universities in Tokyo in 1956 as the right of the university to administer its own budget, has been recognised. Universities have always regarded the subsidy formula as a means of arriving

at a total amount of subsidy, which varied with their student numbers, and have not been bound to spend the amount provided by a particular component for its field of activity. The Council treats the University as a unit from a financial point of view and the gross income is allocated in accordance with the needs of its various sectors for staffing, running costs and equipment. By placing its emphasis on a more equitable distribution of funds among all its academic departments the University has nullified the policy of the department of national education, implicit in the subsidy formula.

3. STUDENT FEES

Another major source of University funds is via the income derived from student fees. "A university should have at its disposal free income to enable it, if it so desires to diverge from the standard laid down in the formula. The university should have a percentage of the free income derived from fees to augment standard salaries if the university found them inadequate."¹⁴⁴

The University has to maintain a fine balance between charging fees high enough to obtain sufficient free income, and yet not too high to discourage potential students from enrolling.

In order to plan the use of funds made available from student fees it is necessary to obtain information about possible student numbers for the ensuing year at an early stage. Although the final acceptance date for applications for the following year has been fixed at a date in December, this is seldom adhered to and students are permitted to enter most faculties on the day of registration or even during term time, consequently the total student numbers are not known until at least a month after the start of the academic year. Because of the lack of planning, unexpectedly large increases in the size of classes bring about urgent requests for additional staff and other needs.

144. A.C. Cilliers: Ibid, p.164.

If the closing date for applications was brought forward, to perhaps June, and applicants who were accepted for a course of study were made liable for at least a half of the subsequent year's fees if they did not take up their places, more knowledge of finances from student fees would be known. Even students who were awaiting matriculation results could be held to a penalty clause if on matriculation their places were not taken up. Staffing, maintenance and other budgets could be allocated on the basis of the early student numbers, and any department that took in additional students to its courses after numbers had been fixed would not receive further grants to meet the costs of additional numbers.

4. THE UCT FOUNDATION

The UCT Foundation is an independent organization of supporters who have helped to raise funds which are kept in trust and invested for the University. As the UCT Foundation wishes to co-ordinate fund-raising efforts on behalf of the University, no academic department is permitted to canvass for funds without the permission of the Foundation, through the normal University channels.

The allocations made to the Council annually by the UCT Foundation usually equal one per cent of the total recurrent budget. The UCT Foundation appears to regard the provision for the recurrent needs of the University as the obligation of the state, and perceives its rôle as providing for developments in areas, like research, which require special development. In view of the restricted nature of the funds provided by the department of national education, it is doubtful whether the UCT Foundation is fulfilling a meaningful rôle in providing for the overall development of the University. Development has become stagnant as the following three avenues of financial support are restricted:

- (a) donations for specific developments
- (b) government subsidy
- (c) UCT Foundation subsidy.

Can the situation be justified in which members of the University have no meaningful say in how funds which have been donated to their cause can be allocated? Is the separation of the different types of funds and present access to them in the overall interest of the University? A central planning body should have control of the manner in which all types of funds could be allocated.

5. ALLOCATION OF BUDGETS

In August each year the Finance and General Purposes Committee of the Council considers revised estimates for the current year and first estimates for the following year. The estimates are drawn up by the estimates sub-committee which usually consists of the principal, the registrar and the chief accountant. After consideration by the Council, the financial allocation made at this meeting, the categories and average percentage allocation of which are shown on the attached chart (Fig. T.), are then given effect to in a series of expenditure committee meetings of the Senate. A total amount of the budget for academic developments is made available to the Senate which then informs its expenditure and developments committee which allocates the funds among the following spending committees:

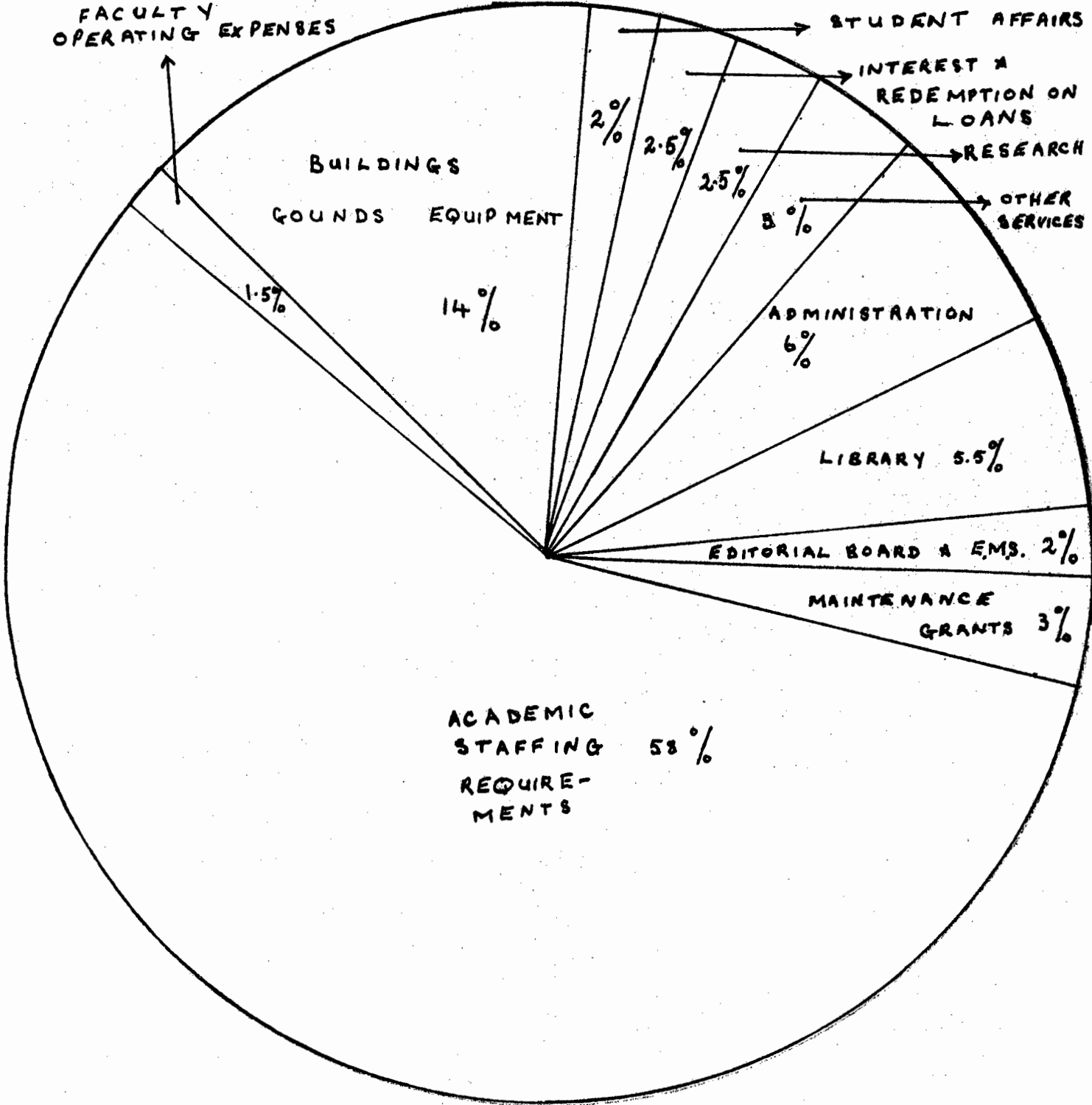
- Staffing
- Maintenance Grants
- Library
- Equipment
- Editorial Board
- Research
- Extra-Mural Studies

These sub-committees in turn allocate the funds for the developments approved to the respective departments in order of priority.

The traditional budget is prepared and presented in terms of objects of expenditure based on historic accounting traditions and environmental factors like the activity level of

FIGURE T.

CHART SHOWING MAJOR ALLOCATION AREAS OF THE ANNUAL BUDGET*



* Information supplied by the UCT Financial Administration.

departments and does not show the link between departmental spending and departmental purposes - between the resources a department uses and its future development. It is a process of dividing up limited resources among competing demands from different sections within the University. Furthermore, everything once built into a University budget continues to claim support with great tenacity.

As the annual budget is the expression in monetary terms of the educational progress of the University, educational planning should precede the actual preparation of the budget. By linking the resources of UCT to its purposes, items of expenditure to functions and by planning ahead for several years, a programme budget will contribute to better appraisal by decision-makers of what an increase or decrease in budget would mean in terms of the University's programme - the goals to be pursued and the goals to be sacrificed or deferred.¹⁴⁵

6. ACCOUNTS AND ESTIMATES

The accounts and estimates are drawn up in accordance with the "Uniform system of financial reporting for the universities of South Africa", which was devised by a commission in 1952 and is still in force. The University accounts separately for revenues intended to be spent on higher education and research, and funds intended for the development of permanent facilities such as buildings and equipment.

The finances of the University are divided into certain categories of expenditure for the purposes of the financial statement and each category is reflected separately in the following manner:

- (a) academic affairs,
- (b) commercial activities like residences and refectories,
- (c) assets or liabilities from operation,
- (d) investments, endowment funds and the like,
- (e) long term permanent assets like land, buildings equipment.

145. L.C. Gawthrop: The Administrative Process and Democratic Theory, p.10.

The system of accounting is explained in full in the before-mentioned publication, therefore further detail will not be given here.

7 USE OF ALLOCATIONS IN BUDGETS

(i) The expense accounts of departments are controlled by the financial section of the central administration and the heads of the departments submit accounts to the accountant for payment in respect of items allocated in budgets. The University maintains control of the accomplishment of its aims by ensuring that the moneys allocated for a particular function are spent only on that activity. Which means that savings on one budget, for example, maintenance, may not be transferred to another, say, staffing. Departments that overspend budgets are required to recuperate their debits from the budgets of the succeeding year. If there are surplusses in a budget, they are not carried forward but are returned to the general coffers. This practice is not conducive to departmental savings and gives little latitude to departments to plan their own future operations. The internal auditor is responsible directly to the registrar and brings to his notice any matters of bookkeeping which are not being properly accounted.

(ii) The internal auditor of the University inhibits unauthorised appropriation of funds and other malpractices and serves a useful function as an internal control mechanism. The external audit of the University's books is largely a duplication of the internal audit. In practice, the independent auditor makes use of the work done by the internal auditor with an occasional test check to ensure the accuracy and correctness of the figures. In fact, the usual auditing practices of large organizations are followed at UCT.

8. EQUIPMENT AND MAINTENANCE

Academic departments receive a grant for the maintenance of their equipment and to provide for their normal running expenses. This is determined on a basic fixed amount as well as a variable based on student numbers enrolled for the course

of study. As it is difficult to relate telephone and postage expenses to a particular department, these items of expenditure are met by the central administrative office. Large items of equipment are mainly bought on loan funds which amount to two-thirds of the total grant.

Departments are encouraged to do their purchasing of equipment through the central purchasing office as competitive prices can be negotiated for global orders and savings can be effected. The University has not made central purchasing mandatory, but has allowed the departments some freedom in respect of when and from whom they wish to purchase items.

9. CAPITAL EXPENDITURE

Governmental loans to cover capital costs by universities are governed by the provision in the Act which states that "The minister in consultation with the minister of finance may subject to the provisions of this Act (Act 61 para. 20 (1955), and out of moneys voted by parliament for the purpose, grant loans to a council for -

(a) the erection of buildings . . . "

The great physical expansion that universities have been forced to make since 1953 because of the doubling of student numbers has led to a greatly increased need for capital funds.

The planning unit (physical) of the University makes a study of the physical facilities available, their usefulness for their purpose, their maintenance cost and expected life, as well as the current and future needs of the academic departments. However, academic departments should give an indication of the optimum student numbers they can accommodate with their current facilities, so that the physical and the academic development of the University can be planned in co-ordination with each other. The provision of capital expenditure to universities has been dealt with adequately in another publication.*

* J.B.Z. Louw: Die finansiële verhoudings tussen die staat en die universiteite, met besondere verwysing na kapitaal-finansieering, M. Pub. Admin Thesis. University of Stellenbosch.

10. OVERALL PLANNING

New academic departments have been created within the University without much overall planning. Matters which need to be looked into are the future size of the department in terms of student numbers, the extent of its activities, (that is whether a diversification of activity is possible) the staff-student ratio required for it to function effectively and the costs it will incur for recurrent needs with all the possible ramifications of study leave, travel grants, secretarial services and the like. Matters which require special attention are the following:

- (a) What will be the effect of the establishment of a new discipline on the recurrent needs of other departments?
- (b) Will the presense of an additional department draw students from other disciplines and create an imbalance in the recurrent cost?
- (c) If a new course of study is to be established how will the servicing departments be affected by its activities?

The provision of physical facilities like accommodation, equipment and parking also need to be studied.

It has also been noted that the University has agreed to permit development in academic departments to be subsidized from outside sources for periods of five years or longer. However, no decision is made as to how the service will be financed after the source of income has dried up.

11. CONCLUSIONS

- a. The access to and control of the sources of University income;
 - state subsidy,
 - student fees,
 - donations by canvassing,
 - UCT Foundation funds,
 - interest on loans, and

Loan funds for capital costs requires to be placed into the ambit of a central planning body which could analyse and co-ordinate the physical and academic planning of the University and relate it to its finances.

b. The rigid application of the subsidy formula for the recurrent expenditure of the universities inhibits their development. A more flexible means should be devised to allow the universities greater latitude within certain parameters, in determining their own development.

c. The administrative control over the recurrent expenditure of academic departments is too strictly enforced. Departments should be permitted to accrue minor savings and debits which could allow them a certain amount of autonomy in their own development.

d. Although the accounts are required to be presented in a particular manner to enable the department of national education to compare the costs of the different universities with one another, this method of accounting need not be adhered to in presenting account to planning committees.

Budgets should be related to aims.

Each academic department's accounts should be presented separately and related to their activities so that their viability can be assessed. The consequences of this type of study were explained in the previous chapter.

J.

PERSONNEL ADMINISTRATION

Personnel administration is "organizing and treating individuals at work so that they will get the greatest possible realization of their intrinsic abilities, thus attaining maximum efficiency for themselves and their group, and thereby giving to the enterprise of which they are part its determining competitive advantage and its optimum results"¹⁴⁶ Although the University is not concerned much with the "competitive advantage" to be gained from its personnel, the above quotation is relevant to its personnel administration of which the following two aspects are intrinsic parts:¹⁴⁷

- a. personnel recruitment which deals with the personnel policy, determination of posts, the selection procedure, the issue of information regarding the appointees' rights and privileges as a member of staff and other related matters;
- b. the determination of the field of work of the new member of staff, the achievement of the objectives of the organization, dismissal, discipline, development, merit systems, staff associations, and the like.

1. PERSONNEL POLICY1.1. The Conditions of Service Committee

The committee which considers academic staff policy is known as the conditions of service committee. It functions as a sub-committee of the committee of deans (see diagram Fig.Q p. 128) and receives recommendations for consideration from the

146. G. Spates quoted from P. Pigors and C.A. Myers: Personnel Administration, p.29.

147. G.O. Stahl: Public Personnel Administration, p.26.

staff associations, faculty boards or members of staff; but the operations of the committee are hampered in that it deals with changes in the personnel policy of academic members only when anomalies are brought to its notice by suffering parties. Furthermore, it does not make recommendations in regard to costs, yet policy divorced from finance is in itself an anomaly as the two need to be considered together to make decision-making meaningful. A systematic study of each category of staff and their conditions of employment in conjunction with the relevant staff association and head of department should be undertaken.

Although the committee does not serve the interests of the non-academic members of staff, it has a consultative body known as the teaching-technical staff sub-committee which has at times (about four times in ten years) been called in to discuss matters relevant to the technical staff engaged by academic departments. The sub-committee comprises -

- (a) representatives of the technical staff association and
- (b) heads of departments employing technical staff.

Discussion of common problems could be meaningful provided the sub-committee met more regularly.

The achievement of a co-ordinated academic personnel policy is hindered by the fact that two Senate sub-committees, namely the conditions of service committee and the staffing committee are operating in the same field of administration in relative isolation from each other. (see Fig. Q. page 128.)

1.2. The Staffing Committee

The attached list (Fig. U.) shows how the control over the funds for various aspects of academic staffing are dispersed among a number of different committees with no policy committee having an overall view of them. All of the functions mentioned on the list could be placed in the ambit of the staffing committee in the manner shown in the following diagram (Fig. V.) with a certain amount of delegated authority for decision-making

FIGURE U.

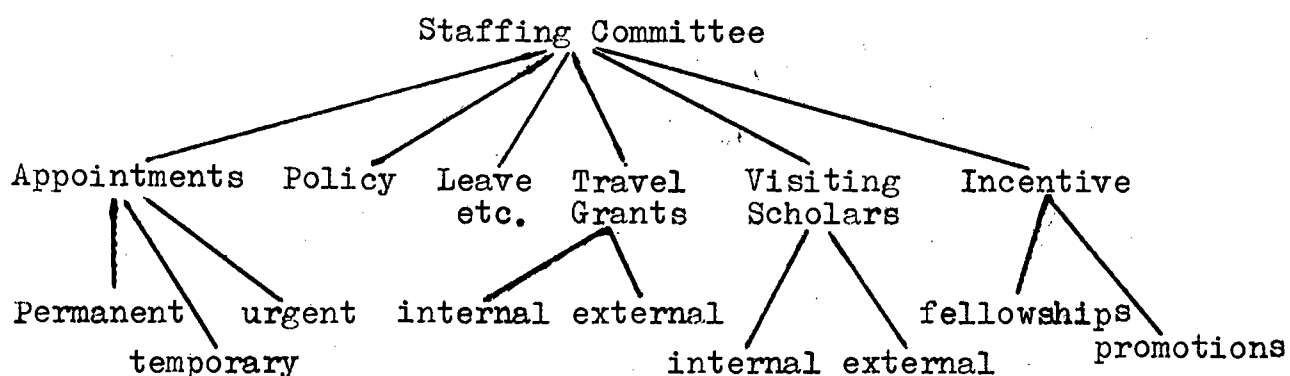
DISPERSAL OF ACADEMIC STAFFING FUNCTIONS

Category	Deliberating Body	Report to	Funding
Grants for travel outside S.Africa	Travel grants committee	Principal's Circular	Council
Grants for travel inside S. Africa	Staffing Committee	do	Senate
Grants for overseas scholars	Visiting scholars committee	do	Council
Grants for scholars in South Africa	The assistant principal and the registrar	Delegated authority	Council
Leave	Staffing Committee	Principal's Circular	Senate
Promotions	Ad hoc promotions committee	Senate	Senate
Fellowships	Fellowships committee	Senate	Senate
Conditions of service	Conditions of service committee	Committee of Deans	---
Temporary appointments of academic Staff	Staffing committee	Principal's Circular	Senate
Permanent appointments of academic Staff	Selection committees	Council	Senate
Urgent staffing requirements	Emergency funds committee	Principal's Circular	Senate

being conferred on some of the sub-committees:

Fig. V.

RE-ORGANIZATION OF THE FUNCTIONS
OF THE CURRENT STAFFING COM-
MITTEE



As all members of staff should work together in the accomplishment of the aims of the University, any change in personnel policy could have repercussions for other categories of staff. The attached chart (Fig. W.) shows the limited scope of the staffing committee which deals with academic staffing matters and the too-wide spectrum of the Council which does not deal with staffing matters in isolation from other needs. A committee should be created to study the overall staffing administration of the University as all sectors are linked to academic staffing in some way or other.

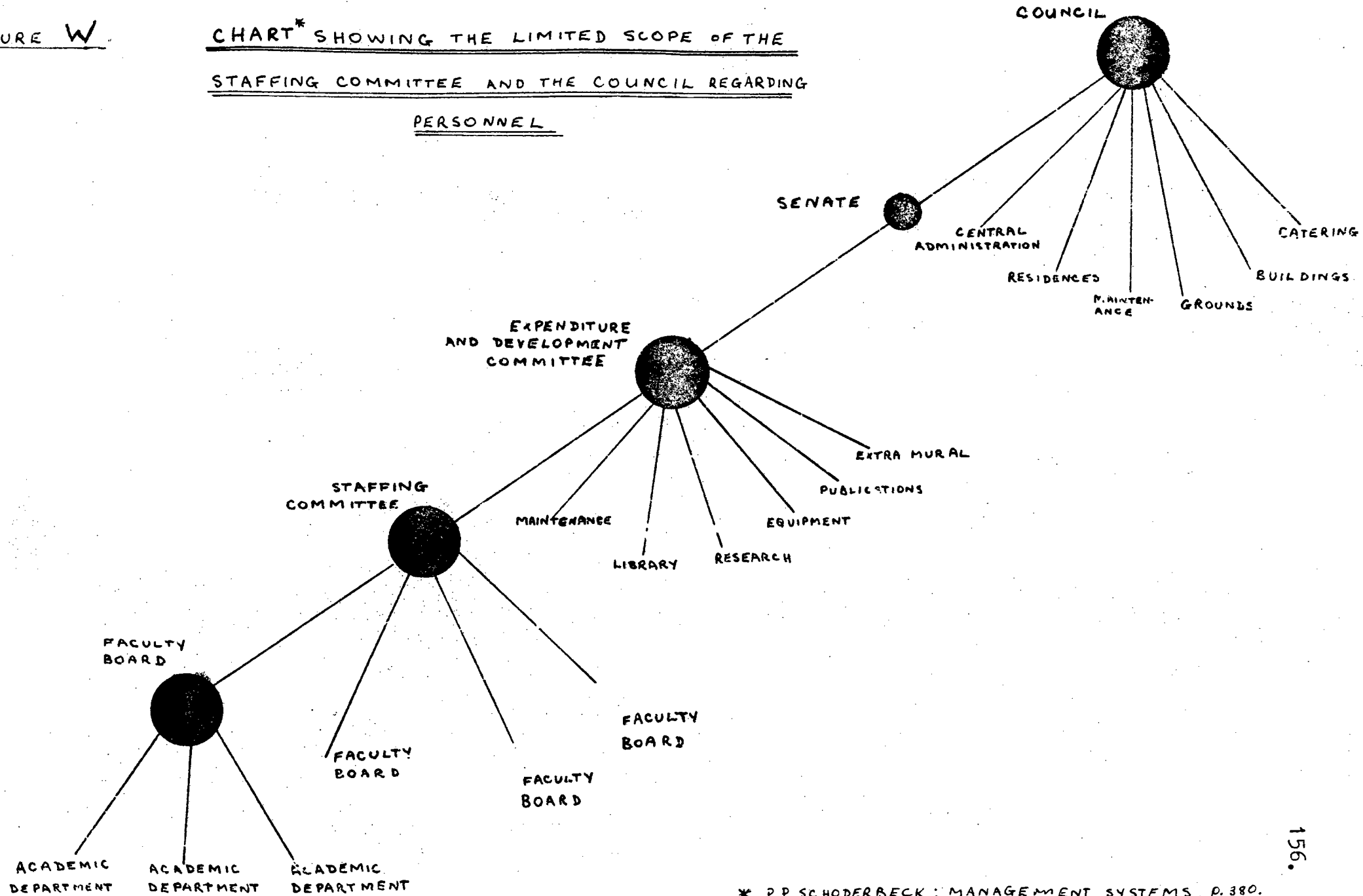
1.3. Policies Peculiar to the University Staffing Situation

The following three problems which are peculiar to University staffing policy are discussed below:

- a. Private work
- b. Additional pay for additional work
- c. Priority listing of posts of servicing departments.

FIGURE W

CHART* SHOWING THE LIMITED SCOPE OF THE
STAFFING COMMITTEE AND THE COUNCIL REGARDING
PERSONNEL



* P. P. SCHODERBECK: MANAGEMENT SYSTEMS, p. 380.

a. Private Work

Members of the academic staff are usually required to undertake approximately ten to fifteen hours of teaching per week. Their other working time is normally spent on the preparation of lectures, research and other allied activities. Except for members of the faculty of medicine all academic members are permitted to undertake extra-mural remunerative work as long as it does not interfere with their academic duties. There are no set rules stipulating the amount of teaching or research which each academic member is required to do, nor have limits been imposed on the amount of private work that may be undertaken (although members of the school of architecture are required to devote a fixed amount of time to University work). Although the judgement as to the amount of private work that should be done is left to the discretion of the persons concerned, the principal has the right to request an officer to supply him with a schedule of his private work undertaken and the income he has derived from it. Nevertheless, certainty as to whether the extra-mural activities of an academic member are hampering the proper functioning of his department will only be achieved when proper assessments of the progress of departments are carried out and related to the work load of the staff.

b. Additional pay for additional work

The UCT policy is that members of staff (except for certain lower grade members) are not remunerated for additional work done in the normal performance of their duties. This means that if a faculty requests teaching services from a department in another faculty, the officer concerned will not normally be given extra staffing assistance to offset his additional teaching load. However, it is possible for a member to be paid for giving lectures for the department of extra-mural studies, and for providing other non-certified courses to the public. As no charge is made against the use of UCT facilities like lecture halls, secretarial, duplicating and other services or the use of the name of the University to

to propagate the courses, the profits accruing from the courses should go to the general coffers, but the staff concerned in teaching and organising the extra-mural un-certificated courses could be remunerated for their teaching as the work is not done in the normal performance of their duties. However, as the courses are given under the aegis of the University, the course content, fees, appointment of staff and other allied matters, should be subject to control through the normal channels of administration.

c. Priority listing of posts of servicing departments

Academic departments that provide teaching services to other faculties are required to request additional staffing posts through the faculties involved, that is if Economics teaches Business Science students, its requests for additional staff have to be channelled through the Faculty of Commerce and not through the Arts Faculty where Economics is domiciled. Consequently, the needs of Economics come into competition with the needs of other departments in the Faculty of Commerce. But, as staffing priorities are determined largely by means of bargaining between departments, the department that can muster the most support for its cause will usually be placed at the top of the priority list. Therefore, because departments outside the faculty usually have very little bargaining power, (as their numbers on the faculty board are usually limited) it is not unusual to find their requests low down on priority lists.

The planned study of all staffing resources advocated earlier would obviate bargaining and provide a more equitable distribution of resources to meet staffing requirements.

2. THE SELECTION PROCEDURE

2.1. Non-Academic Appointments

Non-academic posts are usually filled through the process of interviews with likely candidates after advertisement in the local press. The head of the relevant section and the

registrar make their recommendations to the Council for approval. Members of other categories of staff and future colleagues of the applicants should also be given an opportunity of approving the candidature of the new member as they will be required to work with him.

2.2. Academic Posts

2.2.1. Temporary academic staff appointment

UCT operates with a great number of temporary appointments (usually more than half of the total number of academic posts) especially in vocation-orientated departments where the expertise of persons currently working in the profession is used. Post-graduates who wish to further their studies are also given temporary posts. Temporary appointments are not subjected to selection committee procedures, but are made from year to year on the recommendation of the head of department, the dean and the chairman of the staffing committee. Although many temporary lecturers and junior lecturers are appointed year after year, they do not share the same rights and privileges of permanent members of staff.

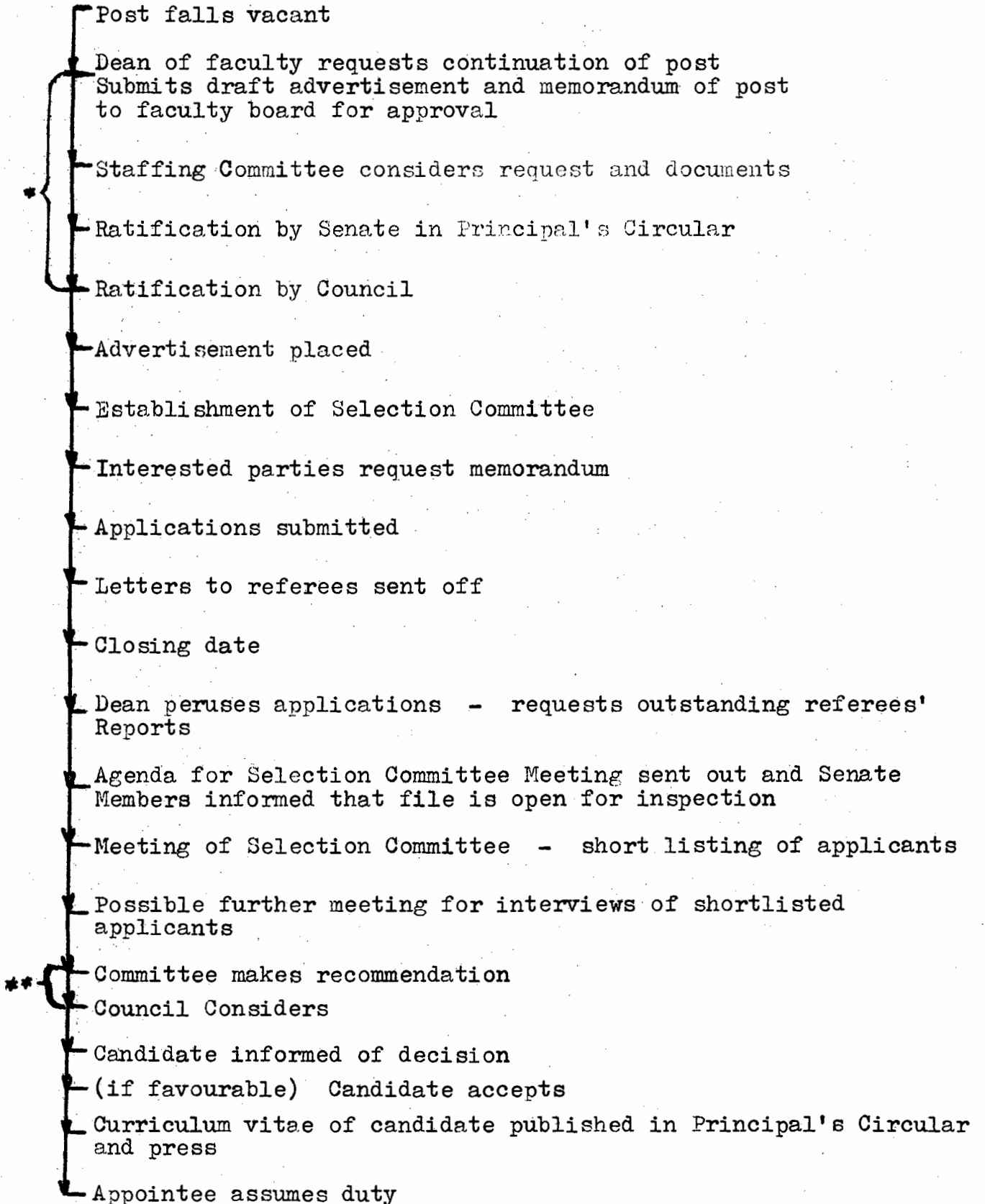
2.2.2. Permanent academic staff appointments

The attached list (Fig. X.) gives the procedure for filling vacant chairs.

When the current incumbent is known to be retiring or have given early notice of resignation, there is usually sufficient time to fill the post. However, when the current incumbent gives only the required six months notice of resignation, the protracted procedure does not permit the chair to be filled timeously, and usually the academic departments are required to function under ad hoc heads for six months or longer.

In order to save time and facilitate the change over in headships, authority could be given to the deputy principal who is:

- (i) a member of the Council
- (ii) a member of Senate

FIGURE X.PROCEDURE FOR FILLING A VACANT CHAIR AT U.C.T.

* Circular to Faculty Board, Staffing Committee, Senate & Council
simultaneously

** Delegation of Power

- (iii) the chairman of the staffing committee
- (iv) a member (ex officio) of all boards of faculties,

to circulate all four committees simultaneously requesting approval of the continuation of the post and confirmation of the draft advertisement and memorandum.

2.2.3. Appointments procedure

When they are considering permanent academic appointments, selection committees are required to take a number of factors into consideration, but the following two were found by Caplow and McGee in their studies of appointments made at eight universities and colleges in the U.S.A., to be the main criteria, namely prestige and compatibility.¹⁴⁶ It has been observed that the findings of the two American Sociologists are also valid for the UCT appointments procedures. The following have been observed at UCT:

- (a) Referees' reports on the applicants are regarded as most important evidence for scholarliness and at times exegeses are made of the comments contained in the reports with small nuances of the meaning being interpreted as veiled hints to the selection committee. Candidates' theses, manuscripts and published works submitted in support of their applications, are very seldom read or referred to. One head of department was observed to have untied the knot with which the submitted manuscripts were bound and immediately thereafter tied them up in another type of knot to create the impression that the works had been studied.
- (b) When a selection committee hears that an applicant is "a difficult customer" or that "he does not get on well with his colleagues", he is usually rejected for "the easy mixer who is well-liked by all".

146. T. Caplow et al: The Academic Marketplace, p.160.

- (c) Teaching ability appears to play a relatively minor rôle in determining the suitability of the candidate to fill the post and members of the selection committees have on occasions remarked in words to the effect that "if he knows his subject, he should be able to convey it to others".
- (d) At the selection committee meetings for senior lecturers and lecturers, it has been observed that although the whole committee participates in the consideration of the candidates, it is the head of the department who plays the paramount rôle in deciding who is the most suitable person for the post in his department.
- (e) The practice has been established that short listed candidates should be interviewed by the selection committee or its agent. (The cost to the University annually is equivalent to the salaries of at least five senior lectureships. Does the procedure of interviewing as a control measure justify the expenditure incurred?) It has been noted that committees very seldom change their priority listings of candidates after interviews. Moreover the extra delay involved in arranging the interview could mean that the candidate accepts a post elsewhere.

The Act states that "the Council shall ... make all appointments it deems necessary for the efficient conduct of the University."¹⁴⁷ Every month it appoints two of its members to attend selection committee meetings at their discretion as observers without voting rights, so that the Council will have an earlier involvement in the selection process and not act as a mere rubber stamp for the recommendations of the selection committees. But as the committees comprise academic members who are best able to judge the capabilities of the applicants to fill the posts, the Council is required to rely almost exclusively on their views and, in practice, does little else other than approve their recommendations. The ratification of the selection committees'

147. Act 38 of 1959, section 7(9).

recommendations is a mere bureaucratic expedient, which does little to enhance the appointments procedure and could be delegated to the principal or his nominee, as chairman of the selection committee. The Council should have the trust and confidence in the chairman not to take action in contentious cases, but to refer them to the Senate and the Council for their consideration.

3. TENURE

The memorandum of agreement signed by the appointee to a permanent academic post provides for a probationary three-year period of service during which time his appointment is subject to six month's notice by either contracting party. The clause is unlikely to be invoked with regard to academic ability as, especially in the case of chairs, the person appointed is recognized as an expert in his field of learning and there is no one of equal competence in that field in the University capable of judging whether he is carrying out his duties properly. After the probationary period has been served by the academic member, the appointment is subject to six month's notice on either side but "the discharge from office of any person who has been permanently appointed to any such staff shall be subject to a right of appeal to the minister"¹⁴⁸ However, the tenure of academic members can be regarded as quite secure provided their moral, political or other activities do not cause the University embarrassment.

4. INCENTIVES

4.1. Academic Staff

The following incentives are used to activate members to accomplish the aims of the University:

a. Medal of Merit

The highest award that can be conferred on a member is

148. Act 61 of 1955, section 13.

the medal of merit which carries with it a purse of R2 000.

b. Fellowships

There are also thirty fellowship awards of R400 a year, three of which may be allocated annually and which are tenable for five years. The awards are made for academic excellence which has contributed materially and notably to the prestige of the University.

c. Ad hoc Promotions

Another incentive to academic staff is ad hoc promotions from

- (i) Lecturer to Senior Lecturer
- (ii) Senior Lecturer to Associate Professor
- (iii) Associate Professor to Professor.

These promotions are made for research, publications, teaching and administrative duties; the record as a whole is taken as a criteria for the award. In the period 1962 to 1971 there were eighteen ad hoc promotions from senior lecturer to associate professor and twenty from lecturer to senior lecturer. It is noticeable that there are not ad hoc promotions from junior lecturer to lecturer and thus not great incentive for them to work harder.

d. Publications

To encourage the creation of new knowledge, the University provides facilities for grants-in-aid for publications through the editorial board, and grants to cover expenses incurrent on research work.

e. Grants for Renewal of Knowledge

Academic staff are encouraged to keep abreast of new developments and trends in their fields of study by means of grants to enable them to attend overseas conferences, and undertake studies overseas.

All of the above factors contribute to the furtherance of the aims of the University by encouraging scholars to gain better insight into their fields of study, and contribute to their wellbeing.

The following figures for resignations in the period 1962 - 1971 when the full-time academic staff increased from two hundred and seventy three to six hundred and forty seven members, reveal a general satisfaction with working conditions:

<u>Resignations</u>	<u>Posts</u>	<u>Period</u>
7	Professors	1962 - 1971
97	Lecturers and Senior Lecturers	1962 - 1971

4.2. Non-Academic Staff

Non-academic staff are eligible for merit promotion based on the acquisition of an academic or professional qualification or excellence of work.

5. EMPLOYEE BENEFITS AND SERVICES

The summaries of the conditions of service of all permanent members of staff, which were made available by the UCT Staff Office, reveal that the basic needs for housing, medical services, pensions, leave, sick leave and tenure are adequately provided for.

"Non-white" workers are discriminated against in the following ways:

- (i) some of their members of staff are required to clock-in and clock-out every day;
- (ii) although some of their senior long-serving members requested (along with other members of the University) preferential parking, only one member was given a parking bay;
- (iii) they have no say in the appointment or dismissal of members of "non-white" staff;

- (iv) many are required to sit in basements, eat amongst cleaning utensils and have no rooms or office from which to conduct their duties.

6. STAFF - LINE RELATIONSHIPS

Although the registrar's staff can be regarded as the staff in the staff-line relationship at UCT, this does not mean that the line members, the academic staff, who have full responsibility for the success or failure of their units in achieving the assigned goals,¹⁴⁹ always act as line. The lecturers and senior lecturers are sometimes entrusted with the administrative duties of their departments, and heads of departments and deans are required to carry out staff duties by means of their participation in the governance of the University.

Members of the central administration faculty also receive staff services from the accounting, purchasing, public relations and other services. But more especially, they should form a team with the heads of departments within their faculties and the dean, for the efficient running of the faculty irrespective of their respective duties.

7. MANAGEMENT

The heads of departments occupy managerial positions in their respective departments, yet few of them have attained their high posts because of administrative ability. Most of them are chosen because of their outstanding research and teaching ability, yet they are so overburdened with managerial functions of planning, budgeting and the like that they have not enough time to carry out their research and teaching. Moreover, most of them have had little or no formal training in management and yet they are required to have control over academic, clerical, laboratory, duplicating and technical staff as well as students.

149. P. Pigors: Ibid, p. 32.

8. APPRAISAL

Departmental heads should constantly be making appraisals of the performance of their members and discussing evaluations with them and means of helping them to improve their work and opportunities for promotion. Although there is a general lack of appraisal throughout all sectors of the University, it is especially noticeable amongst academic departments, where very little is done to encourage members to adopt better teaching methods or to rectify defects in style or presentation of lectures.

9. JOB DESCRIPTION AND ANALYSIS

"A job description is a word picture (in writing) of the duties, responsibilities and organizational relationships that constitute a given job. It defines continuing work assignments and a scope of responsibility that are sufficiently different from those of other jobs to warrant a specific title".¹⁵⁰

Many non-academic posts have very vague descriptions of the officers' duties other than the requirement that he should carry out the tasks assigned to him by a senior officer. Job descriptions as such do not exist and therefore analyses of the performance of the officer in the job is difficult to assess.

10. IN - SERVICE TRAINING

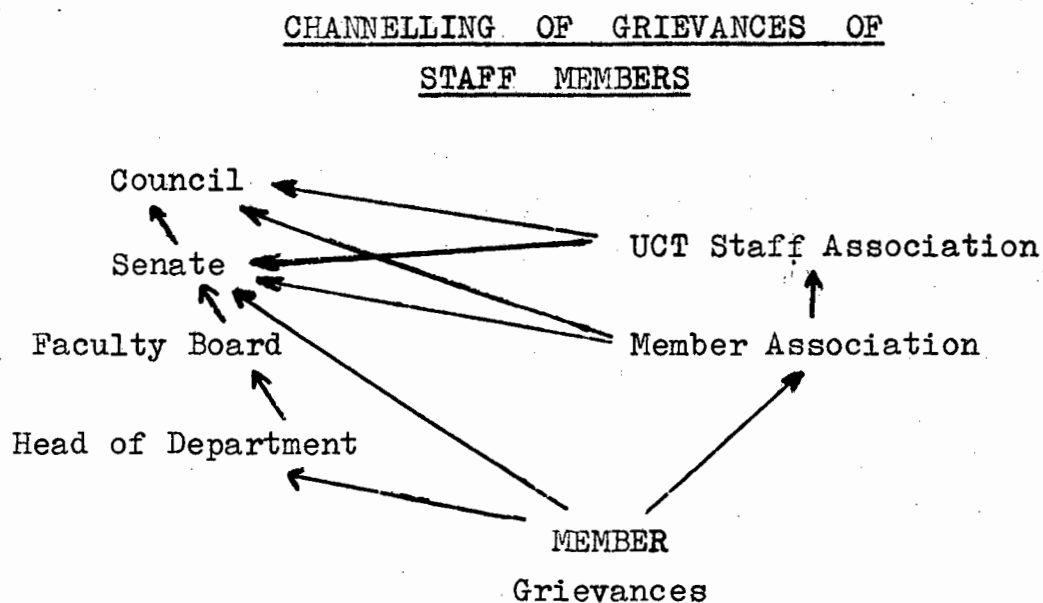
In-service training of members of staff is not organized in any way. Where training does take place it is usually on the initiative of the head of the department, otherwise new members are allowed to fend for themselves and learn by trial and error. There is no manual of procedure to assist the new member in the performance of his duties and new heads of academic departments and deans who have many administrative duties to perform receive little organized guidance on how to carry out their duties.

150. P. Pigors, Ibid, p.331.

and make recommendations direct to the conditions of service committee or the committee of deans and the Council on any matter affecting their members.

If the hierarchical system blocks the processing of a grievance to the top echelon, the alternative union-like system which has direct access to the governing bodies can be used as is shown in the following diagram (Figure Y) :

Figure Y



The associations provide an alternative system of loyalty to the different categories of staff and create a dichotomy of allegiance between departments and associations, but nevertheless provide a means whereby the alienated can gain power to influence the decision-making process.

14. CONCLUSIONS

a. Some of the conclusions that can be drawn from the section on personnel administration concern the following shortcomings that have been mentioned in the study of other aspects

of UCT administration, and therefore they will be enumerated here without further comment:

- (i) lack of co-ordination between academic and non-academic personnel policy, as well as between Senate personnel policy-making committees;
- (ii) Need for a planned study of requirements of all sectors;
- (iii) Hierarchical structure causes delays in decision-making because of too little delegation of authority.

b. The personnel is administered by laissez-faire methods with very little provision being made for

- (i) job descriptions
- (ii) assessments or appraisals of officers in their posts
- (iii) training of supervisory as well as operational staff
- (iv) rules for discipline.

c. The personnel administration system provides opportunities for openness as

- (i) appointments are subject to open competition;
- (ii) staff are encouraged to renew knowledge overseas;
- (iii) overseas visitors are encouraged to come to UCT;
- (iv) the staff associations are officially recognised as representing the different categories of staff, and as such make representation to the governing bodies;
- (v) outside private work is permitted within certain limits.

d. The alienation by the hierarchical system of the lower echelons of staff has been countered by the union-like member associations which provide a channel for rectifying wrongs as well as the aspirations to status.

K.

GENERAL CONCLUSIONS

In the introductory chapters it was stated that administration consists of getting things done by groups of people, and the 'things' that were required to be done in a university were identified as

- (i) the dissemination of knowledge,
- (ii) the creation of new knowledge and
- (iii) service to the community.

The question now arises as to whether the UCT system of administration is achieving the purpose for which it was brought into being, that is, is it assisting or hindering the groups of people from getting the things done?

The final assessment is that the administration system of the University is hindering its proper functioning, mainly because of the following factors:

- a. Hierarchical structure
- b. Closed system of governance
- c. Lack of co-ordinated planning and assessment.

The above assessment does not necessarily mean that the University is not achieving its purpose, because inspiring and dedicated leadership, and the members' commitment to purpose and willingness to abide by rules and regulations may overcome any impediments the system may have.

1. The Closed Hierarchical System

The hierarchical structure of governance places the authority and control of the decision-making process firmly in the hands of the Council, but as power is also inherent in the Senate to the extent of its members' knowledge of the academic sphere of the institution, it has also been recognized as a governing body.

The Council has attempted to entrench its power position to enable it to counter influences from outside the institution

that have endeavoured to mould it to achieve narrow ideological aims. In countering ideological influences, the Council has also closed its doors to other environmental influences which could shape its future. Because the University is a private body with public responsibilities it should provide access to its decision-making by all who reveal an interest in it, and so dispel the aura of suspicion that is harboured about some of its activities.

By entrenching its authority and control the Council has also limited the inputs that it receives from the students, non-academic members and lecturers to those matters which flow up the formal channels of communication. Although the system professes to be democratic, in practice, it merely goes through the motions of obtaining collegial recommendations, for discussion at meetings is inhibited by the presence of those who wield the authority in the sub-system, the professors and heads of departments. Consequently, there has been a certain amount of depersonalization in decision-making, and the lower echelon have been regarded as means to an end to be manipulated within the ambit of Council and Senate rules and regulations, instead of being accepted as part of the system which must work together to achieve this end. As part of the system they would be required to be represented on policy-making committees.

The lower echelon have banded themselves together in an endeavour to balance the power structure through an internal political process. For by concerted action through their member organizations, the S.R.C. and the staff associations, the powerless members have brought influence to bear on the governing bodies to adopt their proposals. Consequently, a volatile power structure is evolving where member organizations come into conflict with one another and with the formal system in an attempt to achieve a power equilibrium. Nevertheless, the degree of openness of the decision-making controls the amount of pressure for change from within the system. As the lower echelon have restricted access to information channelled along the formal lines of communication, their opportunities for influencing decisions are limited, and as long as the power position of the official structure is maintained by restricting

access to information, its opportunities for a Phoenix-like renewal from forces within are doomed.

2. Lack of Planning and Assessment

The administrative system has also been hampered by a reluctance to acknowledge the competence of specialists in the respective fields of administration, and to delegate to them meaningful duties. In an attempt to maintain control over all aspects of decision-making, the Council has placed an unmanageable administrative burden on its own shoulders. The Senate, on the other hand, has brought into being a plethora of committees, consisting almost exclusively of its own members, to advise it on the allocation of distributive resources. Although the co-ordination of the policy-making of these committees was intended to be vested in the Senate, its influence has declined because it has become:

- (i) too large and unwieldy to make effective decisions,
- (ii) has had little work to do, and
- (iii) has met too infrequently.

Consequently, the bodies charged with advising on the distribution of resources have taken over policy-making functions, each in its narrow sphere of influence. Control of the respective policy-making activities of the advisory committees has, however, been maintained by the system which required the committees to report to the individual members of the Senate by means of the Principal's Circular, but as the overall co-ordination and control of policy-making of the distributive committees has been neglected, there has been a Topsy-like growth in the academic sub-system. (The lateral transference of recommendations from policy-making committees to advisory committees has not only caused great procrastination in decision-making but has also created a confusing system of governance that few members understand.) The lack of co-ordination and overall control of policy-making by a Senate body and its concomitant lack of assessment of the effects of the policy implementation on members, has lead to haphazard planning in the academic sector. Moreover, the entrenched power of the Senate vis-a-vis the Council has lead to a dichotomy in decision-making. The Senate has perceived its task to be the control over the

academic sphere of administration in isolation from other institutional issues. Furthermore, there has been no mechanism for relating developments of the various facets of the non-academic sector to one another, or to the academic sector because proposals for developments from the non-academic sector have not been restricted to a particular budgetary time when they could be considered in relation to and in competition with one another and with the proposals from the academic sector. Consequently, the Council has had the task of co-ordinating and planning the apportionment of resources amongst all the sectors of the University, with little assessment as to whether the continuing activities are fulfilling their purpose. A greater use of specialists in all aspects of administration to advise governing bodies in the light of systems analyses is required.

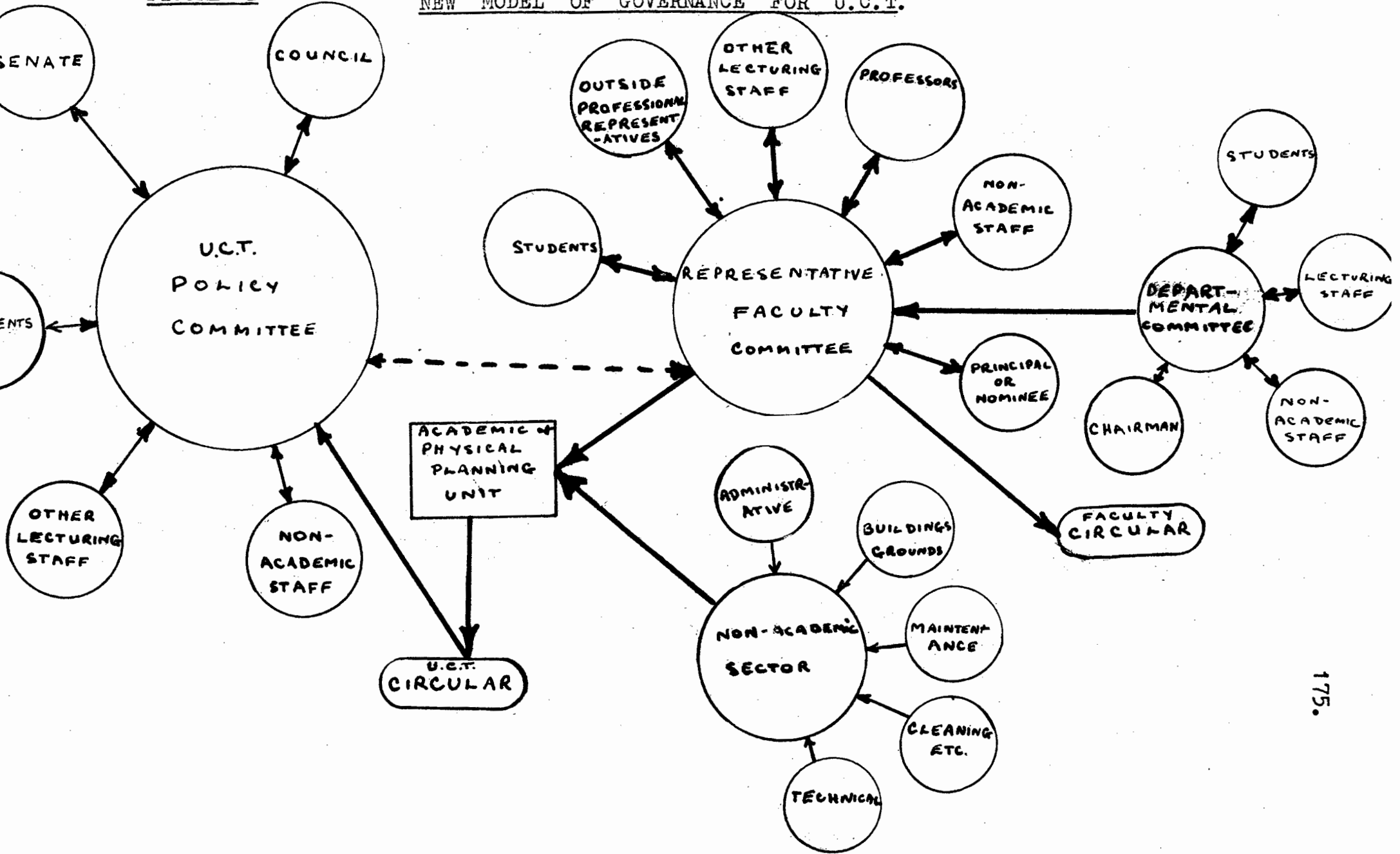
3. A New Model of Administration for U.C.T.

A new model of administration which could meet the needs of the University for

- (i) more systematic planning and assessment,
 - (ii) greater speed in decision-making,
 - (iii) more meaningful participation by all groups in the decision-making process,
 - (iv) greater specialization in activities could be based on the proposals embodied in the attached diagram (Figure Z) and outlined below:
 - a. The departments would be run as committees under an elected, rotating chairman with students, lecturing staff, technical, clerical, administrative, laboratory staff participating,
 - b. (i) Faculties boundaries would be redefined and
 - (ii) an administrative committee would be elected to represent students, outside professional bodies, professors, other lecturing staff and non-academic staff;
 - (iii) their agenda and minutes would be circulated to their electorate;
- and

FIGURE 2

NEW MODEL OF GOVERNANCE FOR U.C.T.



- (iv) the committees would have certain delegated powers of decision-making.
- c. The recommendations of the academic and non-academic sectors would be analysed and processed by administrative specialists whose proposals would be circulated University-wide before being considered by a new policy committee.
- d. The Policy Committee would consist of representatives of the Council, the Senate, Students, other lecturing staff and non-academic staff.
-

L

BIBLIOGRAPHY

- Annan, N. "What are Universities for, anyway?" from The Listener. B.B.C. Publications: London, 1972.
- Bacharach, P. and Baratz, M.S. Power and Poverty. New York: Oxford University Press, 1970.
- Baldrige, J.V. Power and Conflict in the University. New York: John Wiley and Sons, 1971.
- Barnard, C.I. The Functions of the Executive. Cambridge Mass.: Harvard University Press, 1938.
- Bell, D. "Quo Warranto?" from Public Interest. Spring, 1970.
- Berkley, G.E. The Administrative Revolution. New Jersey: Prentice-Hall Inc., 1972.
- Caplow, T. and McGee, R.J. The Academic Marketplace. New York. Basic Books, 1959.
- Cilliers, A.C. Report on the Revision of the Subsidy Formulae for the Universities for the Quinquennium, 1969-73. Department of Education, Arts and Science, Republic of South Africa.
- Cloete, J.J.N. Inleiding tot die Publieke Administrasie. Pretoria: Van Schaik, 1972.
- Corson, J.J. Governance of Colleges and Universities. New York: McGraw-Hill, 1960.
- Coser, C. The Functions of Social Conflict. London: MacMillan, 1968.
- Daniel, W.W. "Changing Hierarchies at Work", from The Listener, B.B.C. Publications: London, 1972.
- Darkenwald, G.J. Jnr. "Organizational Conflict in Colleges and Universities", from Administrative Science Quarterly, Ithaca, New York, December, 1971.
- Dodds, H.W. The Academic President: Educator or Care-taker. New York: McGraw-Hill, 1962.
- Dykes, A.R. Faculty Participation in Academic Decision Making. Washington D.C.: American Council on Education, 1968.
- Fielden, J. Analytical Planning and Improved Resource Allocation in British Universities. London: University of London, 1969.

- Gawthrop, L.C. The Administrative Process and Democratic Theory. Boston: Houghton Mifflin Co., 1970.
- Gillham, D.G. The Present State of the Humanities in South Africa. Inaugural Lecture, UCT, No. 12 Cape Town, 1972.
- Golembiewski, R.T. Public Administration. Chicago: Rand Gibson, F. McNally, 1966.
Cornog, G.Y. (ed).
- Goodman, P. The Community of Scholars. New York: Random House, 1962.
- Haskins, C.H. The Rise of Universities. Ithaca, Cornell: Cornell University Press, 1966.
- Henderson, A.D. Policies and Practices in Higher Education. New York: John Wiley & Co., 1960.
- Heering, G.S. De Taak der Universiteit. Amsterdam: J. Straub, 1943.
- Hill, W.W. and French, W.L. "Perceptions of Power in Departmental Chairmen by Professors", Administrative Science Quarterly, Ithaca, New York, 1967.
- Holloway, J. Report of the Commission of Enquiry into University Finances and Salaries, 1951. Union of South Africa.
- Huneryager, S.G. Human Relations in Management, New York: et al South Western Publishing Company, 1967.
- Jaspers, K. The Idea of the University. London: Orwen, 1960.
- Kahn, R.L. and Boulding, E. (ed). Power and Conflict in Organizations. Ann Arbor, Michigan: Tavistock Publishing Co., 1964.
- Kammerer, G. "The State University as a Political System" from Journal of Politics, 1969.
- Litterer, J. The Analysis of Organizations. New York: John Wiley, 1966.
- Louw, J.B.Z. Die Finansiële Verhoudings tussen die Staat en die Universiteite, met besondere verwysing na Kapitaal-finansieering. (1953-1969). Master of Public Administration Thesis, University of Stellenbosch, 1971.
- McIver, R.M. Academic Freedom in our Time. New York: Columbia U.P. 1955.

- Merikoski, V. "Basic Problems of University Administration" from International Review of Administrative Sciences, 1967.
- Millet, J.D. The Academic Community. New York: McGraw-Hill, 1962.
- Newman, J.H. The Idea of a University. Cambridge, London: Longmans, 1931.
- Nigro, F.A. Modern Public Administration. New York: McMillan, 1965.
- Parkinson, C.N. The Law of Delay. London: John Murray, 1970.
- Pigors, P. and
Myers, C.A. Personnel Administration. (Fifth Edition)
Tokyo, Japan: McGraw-Hill Book Co. Inc. 1965.
- Popper, K.R. Objective Knowledge. Oxford: Clarendon Press, 1972.
- Rashdall, H. The Universities of Europe in the Middle Ages, Vol. II, Part II. Oxford: O.U.P. 1895.
- Redcliffe-Maud, J. National Progress and the University.
T.B. Davie Memorial Lecture, UCT, Cape Town, 1972.
- Reyburn, H.A. The University and University Education.
An address delivered at the opening of the session of UCT, Cape Town, 1934.
- Rice, A.K. The Modern University. London: Tavistock Publishing Co., 1970.
- Robbins, Lord. Higher Education in Great Britain. 1961-1963.
- Schoderbek, P.P. Management Systems. (2nd Edition) New York: John Wiley and Sons, 1971.
- Self, P. Administrative Theories and Politics.
Plymouth: George Allen and Unwin, 1972.
- Shaw, L.E. and
Pierce, J.C. Readings on the American Political System.
Lexington, Mass.: D.C. Heath and Co., 1970.
- Simon, H.A. The New Science of Management Decision.
New York: Harper, 1960.
- _____ . Administrative Behavior. New York: Harper, 1957.

- Smelser, N.J. The Sociology of Economic Life. Engelwood Cliff, New Jersey: Prentice-Hall, 1963.
- Stahl, O.G. Public Personnel Administration; (6th ed.) New York: Harper & Row, 1971.
- Stroup, H. Bureaucracy in Higher Education. New York: The Free Press, 1966.
- Truscott, B. Red Brick University. London: Pelican Books, 1951.
- Van der Merwe, H.W. and Welsh, D. (ed) Student Perspectives on South Africa. Cape Town: David Philip. 1972.
- Van Selms, A. Nisibis: The Oldest University. T.B. Davie Lecture delivered at UCT, Cape Town.
- Visser t'Hooft, W.A. "A Responsible University in a Responsible Society". T.B. Davie Lecture delivered at UCT, Cape Town.
- Waldo, D. The Study of Public Administration. New York: Random House, 1964.
- Walker, E.A. The South African College and the University of Cape Town, 1829-1929. Cape Town: Cape Times Ltd., 1929.
- Walker, H. Public Administration in the United States. New York: Farrer and Rinehart, 1937.
- Wheare, K.C. Government by Committee. Oxford: Clarendon Press, 1955.
- Wieruszowski, H. The Medieval University. Princetown: Van Nostrand, 1966.
- UCT Constitution and Bylaws approved by the Council, 9/12/1966.
- Acts and Statutes: Act No. 38 of 1959. To consolidate the laws for the establishment of the University of Cape Town and for matters incidental thereto.
- Act No. 61 of 1955. To consolidate and amend the law relating to Universities.
- Universities Act, 1955. Statute of the University of Cape Town.
- Universities Act, 1955. Joint Statute of the Universities.
- Universities Act, 1955. Joint Regulations of the Universities.