

**UNIVERSITY OF CAPE TOWN**

**FACULTY OF EDUCATION**

**LABOUR MARKET AND INSTITUTIONAL NEEDS  
AND DYNAMICS IN THE INTRODUCTION OF A NEW  
TECHNIKON PROGRAMME: A CASE STUDY**

**A dissertation presented  
in partial fulfillment  
of the requirements for the Degree of**

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**BY**

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## **ABSTRACT**

**This study focuses on the nature and degree of articulation between Technikon education and labour market needs in South Africa. More specifically, it examines the effectiveness of the assessment of labour market needs as well as the influence of institutional needs and dynamics within the formal decision-making process which governs the introduction of new programmes.**

**The research takes the form of a case study in which the researcher examines the decision-making process relating to the introduction of a particular programme - the ND: Education: Home Economics - at a particular Technikon. Data consisted of official records and documents as well as transcripts of interviews with key participants in the decision-making process. The data was used to reconstruct and analyse the decision-making process as implemented in the case of this programme.**

**The study argues that, in this case, the formal, prescribed process which purported to assess labour market needs did not effectively engage with the actual dynamics of the market place. The mechanisms designed to assess labour market needs were largely symbolic and highly bureaucratized. In addition to being weak in design, assessment procedures were not stringently implemented.**

While the introduction of new programmes is explicitly justified on the grounds of labour market needs, the decision-making process was in this case, strongly - though implicitly and informally - influenced by institutional needs and dynamics within the Technikon itself.

This study points to the weaknesses in the design and control of the official prescribed process which guides decisions regarding the introduction of all new programmes at South African Technikons. On a theoretical level, it also calls into question an assumption on which much literature pertaining to Technikon education is premised, that is, the assumption that there is a relatively smooth articulation between the supply of Technikon graduates and labour market needs.

## LIST OF ACRONYMS

<b>AUT</b>	University and Technikon Advisory Council
<b>CATE</b>	Colleges for Advanced Technical Education
<b>CTM</b>	Committee of Tutorial Matters
<b>CTP</b>	Committee of Technikon Principals
<b>DET</b>	Department of Education and Training
<b>ERS</b>	Education Renewal Strategy
<b>FTE</b>	Full Time Equivalents
<b>HBT</b>	Historically Black Technikons
<b>HWI</b>	Historically White Institutions
<b>HWT</b>	Historically White Technikons
<b>MEC</b>	Member of the Executive Committee
<b>NATED</b>	Department of National Education
<b>NCHE</b>	National Commission on Higher Education
<b>ND</b>	National Diploma
<b>NGO</b>	Non-Governmental Organisation
<b>SERTEC</b>	Certification Council of Technikon Education

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## **Chapter One**

### **INTRODUCTION**

The need to transform the previous apartheid education system to meet future social and economic demands received attention in a number of policy and discussion documents issued during 1991 to 1996: ERS 1991, NEPI 1993, ANC 1994, NCHE 1995 and NQF 1996. The notion of a direct and crucial relationship between the national economy and education is evident in all these documents. This notion is also included in the mission for Technikon Education in South Africa, formulated by the Committee of Technikon Principals (CTP) in terms of the constitution of the Republic of South Africa, 1993 (No 200 of 1993) and the Technikons Act, 1993 (no 125 of 1993) which states that:

THE TECHNIKON MOVEMENT WILL PROVIDE AND PROMOTE AFFORDABLE, COST EFFECTIVE QUALITY CAREER EDUCATION AND RESEARCH FOR THE DYNAMIC NEEDS OF THE DEVELOPING SOUTH AFRICA, WHILE AT THE SAME TIME REDRESSING THE IMBALANCES EXISTING IN THE SOUTH AFRICAN WORKFORCE AND COMMUNITY

(CTP, 1995:1)

In the light of the Technikon mission statement, one would expect that employment considerations would have a significant influence on the

introduction of new instructional programmes. The employment of graduates from the institutions of higher education is considered an essential element of national development, according to Sanyal (1987:172), not only because the employment market is at the core of social and economic development but also because gainful employment defines a social role for individuals.

Technikon education claims to meet the needs of the labour market and the initiation and introduction of new instructional programmes is justified on these grounds. It is then essential that Technikons ascertain that employment needs do in fact exist before new instructional programmes are initiated and introduced. Technikons should also ensure that the distribution of graduates by field of study bear some relation to the distribution of job opportunities in the economy.

In this study a Technikon serves as the focus for a case study, which seeks to examine the motivation of the Technikon in question to introduce a new teacher training programme, the National Diploma (ND): Education: Home Economics. A Technikon National Diploma is defined as being “the development of a theoretical knowledge base, higher order cognitive and interpersonal skills and broader practical applications, together with real or simulated work experience, which will allow the student to embark on a career” by the CTP (1994:10).

The study will explore what role labour market needs and institutional needs and dynamics played in the initiation and introduction of this programme. It will also examine how and to what extent labour market needs were assessed. The official, prescribed process of initiating and introducing the programme will be analysed in order to establish if the process fulfills its function.

For the purposes of this study, Technikon A will refer to the convenor (initiating) Technikon, whilst Technikon B will refer to the Technikon identified in the case study. The official, prescribed process will refer to the general policy for the introduction and amendment of Technikon instructional programmes as published in official documents by the Committee of Technikon Principals (1994) and (1995) and Department of National Education (NATED) 150 (96/01). The official, prescribed process makes a distinction between the initiation of a new instructional programme and the introduction of a new instructional programme.

New instructional programmes are initiated and introduced in accordance with a formal, prescribed process which purports to assess labour market needs. This dissertation argues that the prescribed process consists of a series of symbolic and bureaucratic procedures which do not necessarily engage with the actual dynamics of the market place. The prescribed process does not acknowledge the less visible institutional needs and institutional dynamics which strongly influence the decision-making process in informal and undocumented ways.

In this instance, institutional needs refer to, amongst other factors, the need for growth which is accompanied by an increase in funding and the need to maximise existing human resources and facilities. Institutional dynamics, on the other hand, refers to the dynamics within an institution, which include: the influence of senior management, the particular interests of certain academics and the opportunities which tap into existing networks and relationships within and between institutions.

These institutional needs and dynamics, which are not made explicit and which are obscured by rhetoric, influence policy decisions made by institutions. Instructional programmes are introduced using the rhetoric of satisfying the needs of the labour market whilst in fact institutions are satisfying their own need for growth by boosting their student numbers so as to attract more generous funding from central government. This funding ensures the continued existence of the institutions. The initiation and introduction of programmes is also influenced by the desire of key personnel to pursue their own interests.

This report argues that the initiation and introduction of new Technikon programmes cannot be correctly understood as a direct response to labour market needs. Instead, a relatively uninformed interpretation of labour market needs constitutes just one motivational strand, while the actual needs and dynamics of the Technikon itself strongly influence decisions about new programmes.

## 1.1 Rationale

This research came about as a result of my own concern, as a lecturer in the field of Home Economics at Technikon B, about whether or not my students would find employment once they had graduated.

This study is concerned with the initiation and introduction of the ND: Education: Home Economics programme which has been justified partly on the grounds that there is a need for teachers in Home Economics and related fields. There has been much speculation about the future of Home Economics as a secondary school subject in South African schools. The rationalisation process that is presently underway in schools has brought into question which subjects are “most worthwhile” in the light of financial constraints. Some schools have opted not to offer Home Economics as a subject because it places a burden on limited financial resources. Most Technikons and Universities [historically white institutions (HWI)], which used to offer teacher training in Home Economics, no longer offer these courses.

In spite of these trends, research initiated by the Dean of the Faculty of Education in 1991-1992 at Technikon A indicated that there was a need for teacher training in the fields of Home Economics, Hotelkeeping and Catering and Needlework in the former Department of Education and Training (DET) schools in what was then called the Transvaal. As a result, the Head of the Food Service Management Department at this



Technikon initiated a request for the introduction of a new instructional programme. A curriculum for the ND: Education: Home Economics, offering a choice of specialisation in two of the three fields, was approved and introduced by Technikon A in 1994. In 1996, Technikon B, situated in the Eastern Cape, introduced the ND: Education: Home Economics programme and enrolled twenty-five first year students.

Why was the decision taken by policymakers at Technikon A to do research in 1991-1992 in order to motivate for the initiation and introduction of the new programme? Were the findings of the research done in 1991-1992 before rationalisation took place still valid when rationalisation had just started in 1994 and when rationalisation was well underway in 1996? Why has Home Economics, Hotelkeeping and Catering and Needlework been singled out as a “need” for teacher training when policy documents and rationalisation point to the possibility of Home Economics and Needlework being phased out as a secondary school subject?

Hotelkeeping and Catering has recently been introduced as a secondary school subject in the former Transvaal whilst pilot projects have only just been introduced in the Eastern Cape so that the subject Hotelkeeping and Catering may be offered in the future. Limited resources and monetary constraints in the Eastern Cape would make the prospect of introducing Hotelkeeping and Catering as a secondary school subject in the near future almost impossible. Needlework, to a large extent, is offered mainly

as a primary school subject with only a few schools offering the subject at secondary school level. Given these developments, it seems unlikely that there will be employment opportunities as school teachers for graduates from this Technikon programme.

This study does not attempt to assess actual labour market needs. Instead, it examines the official, prescribed process which governs the initiation and introduction of new Technikon programmes in order to establish whether this process provides an adequate mechanism for the assessment of labour market needs. The apparent inconsistency between labour market needs and the decision to introduce a new Technikon programme raises questions about why the decision was taken, as well as how and to what extent labour market needs are assessed. These questions will be explored in this study.

## **1.2 Problem Statement**

To what extent was the decision to introduce the ND: Education: Home Economics programme at Technikon B based on an effective assessment of labour market needs and to what extent was it a response to institutional needs and dynamics?

This question raises the following issues:

- 1.2.1 What process determines the initiation and introduction of a new instructional programme?
- 1.2.2 How are decisions taken in the process of initiating and introducing a new programme?
- 1.2.3 How, and to what extent, does the process of initiating and introducing a new institutional programme assess labour market needs?
- 1.2.4 How, and to what extent, does the process of initiating and introducing a new instructional programme take institutional needs and other dynamics into account?

### **1.3 The emergence of Technikons in South Africa and their unique identity**

It is pertinent, at this stage, to give a brief history of the emergence of Technikon education in South Africa within the apartheid system. It is important for two reasons. Firstly, the creation of the Technikon sector was based on the assumption that Technikons would respond directly to labour market needs. Secondly, recent critiques of Technikons have also been premised on this assumption.



Technikon education evolved from the Schumann Commission in 1964, which emphasised the need for the training of technicians. As a result, the introduction of the Advanced Technical Education Act, 1967 (Act No. 40 of 1967) heralded the evolution of a new type of educational institution in the RSA, the Colleges for Advanced Technical Education (CATE's). The Goode Committee's recommendations in 1979 led to the redesignation of the CATE's as Technikons as adopted in the Advanced Technical Education Amendment Act 1979 (Act No. 43 of 1979).

The report from the Van Wyk de Vries Commission that was tabled in Parliament in October 1974 effectively established CATE's as tertiary level institutions similar to universities. The function of CATE's - to provide advanced technical education and training was clearly seen as being different from that of the subject discipline character of university study. The views of the Commission are best summed up in paragraph 14.8:

It is the opinion of the Commission that the difference between the University and the C.A.T.E lies in their respective functions, which in turn determine the position to be occupied by each in the field of tertiary education. It is therefore not a matter of rigid delimitation, but of differentiating between the respective functions of the University and the C.A.T.E. ... Both the University and the C.A.T.E. are active in the entire field of tertiary education, in which each performs its specific function. (RP 25-1974, p184)

Pittendrigh (1988:184)

The main task of Technikon education was and still is “to provide education and training in order to supply the labour market with people who possess particular skills and adequate technological and practical knowledge to ensure that they practice their occupations effectively and productively” NATED 02-118 (1988:22). In other words, “programmes should be career-focused and should comply with requirements and the perceived needs of the workplace” CTP (1994:12). This gives the Technikon its specific role of supplying high-level personpower. It is fundamental to a Technikon qualification to satisfy the occupational needs of the labour market. Universities, on the other hand, have been discipline-based and focus strongly on research and the acquisition of knowledge without necessarily being specifically career focused.

The critique of the Technikon system in the National Commission on Higher Education (NCHE, 1996) document has assumed that Technikons do, in fact, respond directly to the labour market. This critique focuses on the smooth articulation between a segmented labour market and divides within the Technikon delivery system, which point to the way in which the framework of apartheid ideology structured the Technikon system along racial lines. The growth of the Technikon system took place within administrative categories comprising of historically white Technikons (HWT's); namely, Cape, Pretoria, Witwatersrand, Natal, Orange Free State, Port Elizabeth and Vaal Triangle, under the “white own affairs” Minister of Education and historically black Technikons (HBT's). Peninsula and ML Sultan Technikons catering for coloured and Indian

students respectively, evolved out of “own affairs” technical colleges. Mangosuthu and Northern Transvaal Technikons were established “for Africans” under the former DET. The other three HBT’s, Ciskei, Transkei and Setlogelo, were established in the former homelands.

Consequently, South Africa’s highly fragmented apartheid model for higher education, was and still is, characterised by a number of serious deficiencies which the National Commission on Higher Education (NCHE, 1996:1-2) lists as being, inter alia:

- the perpetuation of an inequitable distribution of access and opportunity for students and staff along axes of race, gender, class and geographical discrimination
- the tendency for higher education institutions to replicate the ethnic, racial and gender divisions of the wider society
- a lack of regulatory frameworks, because of a long history of organisational and administrative fragmentation and weak accountability
- a chronic mismatch between higher education’s output and the needs of a modernising economy.

The assumption that Technikons respond to the labour market directly, is simple and mechanistic. Both the justification for and the critique of Technikons do not recognise the complexity of the relationship between education and the labour market. This is acknowledged by writers such as McNabb (1987), Kraak (1991), Becher and Kogan (1992) and Fullan

(1993). The assumption that there is smooth articulation between Technikon education and the labour market does not take into account other factors, such as institutional needs and dynamics, which come into play and ultimately add to the complexity of this relationship.

This study accepts the complexity of the relationship between education and the labour market and argues that this complexity is compounded by the influence of institutional needs and dynamics on the decision-making processes. It explores this complexity by analysing how, and to what extent, labour market needs are taken into account in the process of initiating and introducing a new Technikon programme. It also explores the impact of institutional needs and dynamics within these processes.

#### **1.4 Overview**

This study is concerned with the motivation for the initiation and introduction of a new instructional programme, the ND: Education: Home Economics programme, at Technikon A and B. It argues that new instructional programmes are initiated and introduced according to a formal, bureaucratic process which does not effectively assess labour market needs. The less visible institutional needs and dynamics, which strongly influence the decision-making process in informal and undocumented ways, are not acknowledged. Chapter One explains the significance of Technikon education meeting the needs of the labour market and it offers the rationale and problem statement for the study.

The background to the emergence and unique identity of Technikon education in South Africa is also sketched briefly. Chapter Two offers an overview of the literature, while Chapter Three explains the Conceptual Framework and Methodology which shaped this study. Chapter Four describes the data in two parts. The first part deals with the prescribed process whereby a new instructional programme is initiated and introduced. The second part provides a case study which is an account of the prescribed process as it was implemented at Technikon A and B. Chapter Five sets out to analyse the data while the conclusion constitutes Chapter Six. In this chapter the suggestion is made that instructional programmes are initiated and introduced in response to labour market needs at one level, while responding to institutional needs and dynamics at another level. Ideally, labour market needs need to be ascertained to ensure that the number of graduates by field of study bear some relation to the needs of the economy.



## **Chapter Two**

### **LITERATURE REVIEW**

The uniqueness of Technikon education can be attributed to a large extent to the specific role of Technikons in vocationally-orientated provision of personpower, which aims to meet the demands of the labour market. However, there is very little literature available on how labour market needs and institutional needs and dynamics are taken into account in the process of the initiation and introduction of a new instructional programme at tertiary institutions. It would appear that no literature or research has been published in South Africa on how the process of initiating and introducing a new Technikon programme takes labour market and institutional needs and dynamics into account.

Most of the literature available concerning curriculum change, for example, the work of Goodson (1983), Dalton (1988), King and van den Berg (1991), Fullan (1991), Marsh (1992) and Cuban (1992) deals with educational change as a broad concept mainly taking place at pre-tertiary level, that is, within schools. Writers like Maguire et al (1987), Cook (1989), Becher and Kogan (1992), Agar (1994), Badat et al (1994) and Becher (1994) concern themselves with curriculum change in tertiary institutions. However, they do not refer specifically to the initiation and introduction of new instructional programmes at tertiary institutions.

Technikon education is based on the assumption that education prepares people for employment. Writers like Kraak (1991:1) acknowledge that the relationship between the economy and education is a very complex one. This complexity has led to a number of conflicting interpretations of the conceptualisation of the labour market and how it operates, according to McNabb (1987:157). One important area of dispute is the relationship between education and labour market behaviour. According to Sanyal (1987:174), there are four different points of view:

- One view is that education provides people with skills to develop and manage the economy. Therefore, investment in education is supposed to be an investment in human capital.
- The second view is that education not only provides skills for performing different vocational tasks: it also demonstrates social values in promoting upward mobility in the society. In addition it acts as a screening device to select the most able person for a particular job.
- The third view is that people are matched to jobs by criteria which may be associated with education, although education is not a determinant of productivity.
- The fourth view is that the idea of the correlation between education and employment is an illusion existing only in the minds of graduates and has little to do with performance in real life.

The first two points of view accept the idea of education contributing to social and economic development whilst the second two raise doubts

about the role of education in such development. The mission of Technikons in South Africa would seem to support the first two points of view. Policy makers are pursuing education policies that clearly imply an understanding of how the education system and the labour market are linked. The precise nature of this link has exercised the minds of economists of education for years, according to Tarsh (1987:130), and yet there is still not a clear answer to this complex question.

Some writers, for example Bot (1991:16), question the validity of the link between general education and the labour market. She argues that it is appropriate to talk of “faulty links” between the education system and the labour market because education is supposed to have benefits for society, for the economy and for the individual. South Africa, she argues, is failing on all three counts. However, Bot does not extend this debate to Technikon or vocational education.

In spite of there being no clear understanding of the links between education and the labour market, many countries, including South Africa, have chosen to make their curricula more responsive to labour market needs. According to Carr (1990:177), the reasons many countries including South Africa, feel the need to do this include declining economic performance, growing youth unemployment and the development of new technologies.



Most writers have gone beyond the simplistic assumption that curriculum change comes about purely in response to labour market needs. Instead, they have examined the process in order to determine the motivation for the change. Fullan (1991:28) attempts to put the sources of change in perspective by suggesting that changes are not neutral in their benefits. There are many reasons, other than educational merits, that influence decisions to change. He suggests that changes can be introduced for symbolic, political or personal reasons, that is, to appease community pressure, to appear innovative or to gain more resources. He also states that “ innovations [changes] cannot be taken for granted, because we cannot be sure about the purposes ... of proposed changes”.

As a result, when a new policy is announced to meet an emerging situation it is often denounced as a political decision rather than as an educational one, according to Jennings (1977:5). This reflects the suspicion and concern about the processes by which choices are made in providing for education. It also represents people’s uncertainty about who is making what decisions in educational matters and why these decisions are being made. Policy making, according to Borg et al (1995:338), is essentially a political process, in that it reflects certain values that, in turn, reflect the interests of certain groups from among the many groups located differently from within the social structure. Values are not free of their social context, so we need to ask whose values are validated in policy. Policy decisions are never neutral. The making of policy involves, and is influenced by, many different participants, each with his or her own

set of values. This would suggest that changes should not be accepted or rejected uncritically.

In spite of the uncertainty about why new policies are introduced, writers like Cuban (1992) and Marsh (1992) agree that most curriculum changes come about as a result of outside pressure and Keller (1983) in Cook (1989:152) states that “three quarters of all changes at most institutions of higher education are now triggered by outside factors”. Bantock (1980) argues that curriculum change can be very revealing about the changing priorities of a society. All these writers acknowledge that at one level, curriculum change is a response to societal needs. They do not, however, identify what these needs are. They also assume that the response is on one level only, whereas the response may, in fact, come from another level *from within the institution* in response primarily to institutional needs and dynamics. These writers assume an external need without taking into consideration the possibility of internal needs, so their approach may be considered technicist - an approach that analyses curriculum change in terms of inputs, processes and outputs, according to Cookson et al (1992). This type of approach fails to take into consideration the internal needs and dynamics involved at institutional level.

Most writers come to the conclusion that the reasons for the introduction of new programmes come about as a result of a combination of factors which Cuban (1992:219) suggests may be situated on a continuum. At the

one end of the continuum, powerful forces at work in the larger society, for example, state laws, new regulations and policy mandates, give state and provincial officials little choice but to adopt the imposed changes as they filter through the different nested layers. Consequently, these changes are seen as being “coercive”. In the middle of the continuum is the form of change initiated by the institution that comes about through bargaining and compromises reached between individuals and groups. These changes come about through natural conflicts that exist at all levels of the system. At the other end of the continuum are changes that come about voluntarily because policy makers and practitioners at local institutions anticipate emerging needs and elect to initiate, adopt or implement changes. This explanation does not clarify where the need arises, that is, from within the institution or from outside the institution. It does, however, convey clearly where the decision to bring about the change occurs.

Marsh (1992:137) argues that curriculum change can be planned or unplanned and refers to four basic phases in the process of curriculum change. He acknowledges that these phases may be separated for purposes of analysis although in reality they will merge into each other. The four phases are: recognition of needs; planning and formulation of solutions; initiation and implementation of the plan and institutionalisation of the change. The first two phases will be mentioned briefly since they are relevant to this study.

The first stage involves the realisation that some individual, group, institutional or larger societal need is not being satisfied. Dissatisfaction or concern may be felt and expressed by an individual or a group not necessarily from within the institution. This would support Cuban's (1992) claim that changes may have different origins. Brown (1992:48) refers to this phase as the initiation phase that spans the period from the awareness of the need for change to the adoption of a new curriculum.

During the second stage, a plan is formulated to satisfy the need identified in the first stage. The planning and formulation of a plan, like the realisation of the need, may be an individual or a group endeavour. This explanation assumes a linear relationship between the need and the plan and assumes that the plan will satisfy the need. This is a simplistic and technicist view of the change process. It does not take into consideration the internal complexities involved when formulating a plan nor the possibility that the response to the need may be unplanned. It also fails to consider other processes or variables that may shape the plan.

A much greater complexity is recognised by Becher and Kogan (1992:131) who argue that the change process may be seen as an overlapping series of dynamically complex phenomena, which Fullan (1993:3) says is fraught with unknowns which one cannot predict or guide with any amount of certainty. Fullan (1991:48) also expresses this complexity as "a detailed and snarled process". He sees it as a process where events at one stage feedback to alter decisions made at the



previous stage, which then proceed to work their way through in a continuous and interactive way.

Part of the complexity of the process which Fullan (1991) and (1993) does not acknowledge, is that at one level, the changes are a response to societal needs while at another level, they are a response to institutional needs and dynamics, which may or may not be made explicit. Adding to the complexity, according to Ball (1990:3), are the underlying values that accompany policies that bring about change and which “cannot be divorced from interests, from conflict, from domination or from justice”. Ulliyatt (1989:160) and Fullan (1993:3) warn that the hierarchical natures of bureaucratic procedures tend to slow down, rather than facilitate, change which, in effect, encourage and support the status quo.

The complexity of the process and the many and varied reasons for curriculum change would suggest that there is something missing from an analysis which sees innovation as planned, predictable and phased. The literature reviewed above, specifically, Ball (1990), Becher and Kogan (1992) and Fullan (1991 and 1993) points to the complexity of the curriculum change process and the dangers of a simplistic understanding of how the curriculum responds to labour market needs.

This study explores the complexity of the process, which brings about the initiation and introduction of a new programme at a particular Technikon. It examines how Technikons respond to labour market needs and how institutional needs and dynamics impact on the decision to initiate and

introduce a new programme The study rejects a simplistic, linear view of change and accepts the complexity of the process. It proposes that change occurs in response not only to labour market needs at one level, but, to institutional needs and dynamics at another.

## **Chapter Three**

### **CONCEPTUAL FRAMEWORK AND METHODOLOGY**

This case study of the introduction of a new instructional programme, the ND: Education: Home Economics programme, at Technikon B in the Eastern Cape serves to answer the question posed in this study, that is, to what extent was the decision to introduce the ND: Education: Home Economics programme at Technikon B based on an effective assessment of labour market needs and to what extent was it a response to institutional needs and dynamics? Documents, including records and minutes, have been analysed and interviews held with key participants in order to construct an account of the implementation of the prescribed process. The account, in turn, seeks to reveal how labour market and institutional needs and dynamics are taken into account when a new instructional programme is introduced, as was done at Technikon B.

This case study provides the 'local detail' which allows one to have an in-depth, three dimensional view of the curriculum innovation process. In this way, some understanding may be gained of the micro-political issues and patterns of influence within this particular context within a relatively limited period of time. This supports Bassey (1981) in Bell (1993:126) who argues that "the relatability of a case study is more important than its generalizability". Although a case study approach is adopted in this study,

the limitations of this method of inquiry and its implication for suggesting generalisations that are testable by other methods of research is recognised.

This study is concerned with the importance of labour market and institutional needs and dynamics in the motivation for the initiation and introduction of the ND: Education: Home Economics programme at Technikon A and B. It makes an analytic distinction between labour market needs and institutional needs and dynamics. Labour market needs in this study will refer to the need for workers who are qualified to fulfill particular positions in the labour market.

A distinction is made between institutional needs and institutional dynamics. Institutional needs, in this instance, will include the need to increase student numbers, to optimise the use of existing facilities and personnel, to massify tertiary education and to increase access particularly to black women. Institutional dynamics refers to the ways in which decisions concerning the introduction of new programmes are influenced by the personal interests of individuals and by perceptions of opportunities in relation to existing networks and relationships.

An analytical framework has been developed which identifies data relating to three different concerns. Firstly, there is data which points to the way in which the prescribed decision-making process defines the method of assessing labour market needs. This includes data which



outlines the process as prescribed in official documents namely, NATED 02-118 (1988/07), the Technikon Act, 1993 (no 125 of 1993), Department of Education FORM A, B, C, CTP (1994), (1995) and (1996), NATED 151 (1996) and NATED 150 (1996/01).

The prescribed decision-making process is “official” and well documented. The process is highly bureaucratized and, as such, the Technikon system relies for its accountability on this formal documented procedure. It is “official” because the process is laid down in official documents published by the Committee of Technikon Principals and the Department of National Education. Consequently, detailed documentation is available for analysis.

An analysis of the prescribed process is based partly on this documentation and partly on interviews with key participants. An analysis of the process serves to reveal the ways in which labour market needs are assessed and what the interplay is between labour market needs and institutional needs and dynamics in the decision making process. An analysis of the process seeks to reveal how a need is defined and what process is in place to assess this need.

Secondly, data has been identified which relates to how the prescribed process, as implemented in this case study, assesses labour market needs. This includes reports and minutes, namely, Department of National Education FORM B (July 1993); Certification Council of Technikon

Education (SERTEC) T-FORMS, SERTEC Evaluation of Infrastructure Certificate (October, 1995); Technikon B: Department of Secretarial Studies Board Meeting Minutes (27 September 1995), Academic Board Minutes (16 November 1995 and 28 February 1996), Council Meeting Minutes (3 May 1996); and correspondence which supplemented interviews (Department of National Education, November 1996).

Records and minutes indicate how the process was implemented in this particular case. They also shed light on the extent to which labour market needs were assessed. Interviews with key participants seek to offer an account of how the process was implemented and the ways in which labour market needs were assessed.

Thirdly, data, which interprets the process in relation to influences on the decision-making process which are not acknowledged in the official process are identified, namely, institutional needs and dynamics. These influences are explored through semi-structured interviews with participants at local and national level. Interviews with key participants seek to establish how the decision-making process is implemented. Interviews aim to reveal to what extent institutional needs influenced the decision-making process when the new instructional programme is initiated and introduced. Furthermore, insight is gained into how personal influences and informal networks of relationships influenced decision-making during the initiation and introduction of the new instructional programme. The study sets out to trace the importance of each of these

sets of influences on the process of decision-making, regarding the innovation of the new ND: Education: Home Economics programme.

Five key participants at both national and local level have been identified for interviews, using a semi-structured interview format (see Appendix A). The participants at national level have been chosen because of their direct involvement in the process at a senior level and because they work in the accessible Johannesburg - Pretoria area. The participants at local level have also been chosen for their direct involvement in the process and because they are employed at Technikon B.

Two methodological issues arise in this study. Firstly, some participants give an account which foregrounds labour market needs, as the motivating force for the initiation and introduction of the new programme, in line with the intentions of the prescribed process. Others give a version which foregrounds the institutional needs and dynamics as motivating factors while they also acknowledge the importance of labour market needs. A helpful explanation for conflicting versions of an event in research interviews is provided by Ensor (1996:1). She argues that people foreground different versions of an event because they “recruit selectively from different settings to establish their own positions”.

The different versions of the participants account and the accounts which emerged from the documentation are used to construct this account of the process. This is accomplished by taking into consideration the position

held by the participants and by giving credence to their account based on an assessment of what their motives for giving a particular account of the process. It is anticipated that participants who hold more senior positions at local and national level are more inclined to give an account in line with the intentions of the prescribed process, while less senior ranking participants are more inclined to give an account which acknowledges other influences.

A second issue relates to determining an adequate number of interviewees. Ten key participants involved in the process were identified from official documents. These interviewees participated in all the main phases of the decision-making process.

Constraints affecting this research include limited time being available for carrying out interviews. Interviews had to be scheduled within the last week of October and the first week in November. This meant that out of the ten key participants originally identified to be interviewed, eight participants were actually interviewed. While it would have been preferable to interview all ten participants, the eight participants interviewed proved adequate because the participants gave a full account of the process.

## **Chapter Four**

### **DATA**

In this study, the process whereby a new instructional programme is initiated and introduced, will be reconstructed from official documents as well as from interviews held with participants at local and national level. The official, prescribed process will be described first, followed by an account of the process, in order to establish: how needs are defined and determined; who determines what constitutes a need; whether needs are determined only in the area where the convenor Technikon is situated or on a national scale; and the extent to which the process favours a particular outcome.

The official, prescribed process distinguishes between the initiation of a new instructional programme and the introduction of a new instructional programme. The initiation phase commences when a Technikon (called the convenor or initiating Technikon) or the convenor of a working group, wishes to introduce a new instructional programme which is not listed in the Department of National Education (NATED) document 151. This intention needs to be communicated to all the Technikons and relevant national employer/employee bodies and statutory councils or boards. Part of this process involves consulting regionally on as wide a basis as possible with relevant stakeholders, appointing an advisory committee,

designing a curriculum, compiling a syllabus, reaching consensus between participating Technikons and seeking Ministerial approval via the Department of Education for the new programme. Once approval has been granted, the introduction phase begins.

The introduction phase mainly deals with the assessment of a Technikon's capacity to offer a new instructional programme. A Technikon that wishes to offer a new instructional programme must apply to the SERTEC to evaluate its infrastructure and once SERTEC gives its approval, the Technikon must apply to the Academic Board of the Technikon for approval to offer the new programme. If approval is granted, the Technikon must apply to the Minister via the Department of Education to offer the new programme. Once approval has been granted, the Technikon may go ahead and introduce the new programme.

#### **4.1 The Official Prescribed Process:**

##### **4.1.1 The Process of Initiating a New Instructional Programme**

The documents which prescribe the official process, the CTP (1994) and (1995) and NATED 150 (96/01) documents, set out the general policy for the introduction and amendment of Technikon instructional programmes. These documents are scrutinised in order to establish: how the term "need" is defined and determined; how and by whom the needs are assessed in the process of initiating a new instructional programme.



These documents emphasise the “needs” of the labour market since Technikons, more than any other tertiary education institutions, focus on the specific needs of the workplace and their curricula are orientated towards specific careers. The CTP (1994:12) document states that the prescribed process whereby a new instructional programme is initiated and introduced “should comply with requirements and the *perceived needs* [my emphasis] of the workplace”. However, the term “need”, is not defined in the documentation and the term is used loosely to cover a host of meanings which are not made explicit. One cannot be sure that the use of the term has the same meaning, irrespective of who is using it and where it is being used. As a result, the meaning of the term is open to interpretation and is used by different people to mean different things, depending on the situation.

The official, prescribed process does not reveal what constitutes a legitimate “need”. Once a “need” has been identified by any Technikon or convenor of a working group, according to their own interpretation, the Technikon or convenor may proceed to initiate a new programme. Notice of the intention to do so is circulated to all Technikons using a standard form (see Appendix B). It is incumbent on the convenor Technikon, if it has not already done so, to constitute an Advisory Committee for that instructional programme consisting of representatives from industry and relevant stakeholders (vocational councils and professional bodies) as well as possible future employers of graduates of the particular instructional programme. According to a Chief Education Specialist

(Technikon Section) in the Department of Education, “for each programme, every Technikon should have an Advisory Council of representatives from industry ... in the relevant field and they determine the needs” (Interview, October 1996). However, only a weak mechanism, in the form an Advisory Committee, is required by the documentation to accomplish this.

The Advisory Committee is a committee established for each programme at a Technikon and served by one representative of each employer, trade, professional body or institute and any person(s) that can give constructive input. An Advisory Committee does not have any authority to make any decisions. All recommendations must be routed via the Departmental Board to the Academic Board. This constitutes a weak mechanism since the committee has no decision-making powers.

Once a “need” has been established by the convenor Technikon in consultation with relevant stakeholders, the convenor Technikon completes and circulates a standard form (called FORM A, see Appendix C) to all interested Technikons, employers and employer bodies, for comment. Each Technikon is required to consult with the relevant industry and stakeholders in their region and in that particular field within six weeks. The documentation is vague about the meaning of the term “consultation” and it does not indicate how this consultation should take place nor exactly what information the consultative process should be seeking to reveal. The Technikons are then expected to inform the



initiating Technikon of the response and whether or not they would be interested in offering the programme, and if so, whether they would like to be part of the curricular process.

According to a member of the Committee of Tutorial Matters (CTM) who is also the Vice-Rector of a Technikon, this part of the prescribed process is not always carried out.

Very often you will find that the convenor Technikon submits a FORM A for commentary and they say because of the urgency you've got two weeks to complete it. The actual process makes provision for six weeks excluding holiday periods ... to allow enough time to convene an Advisory Committee meeting or telephonically or otherwise discuss it with them. But, I think, in most cases, the other Technikons do not really submit these to their Advisory Committees. This, I think, is a serious deficiency.

(Interview, October 1996)

The convenor Technikon, together with the Advisory Committee for the proposed new instructional programme, is then required to draw up a curriculum and syllabus for the programme and complete a standard form (called FORM B, see Appendix C) which is circulated to all the Technikons who have expressed an interest in the new instructional programme. All interested Technikons, together with their respective stakeholders, will then comment and make recommendations. Only after at least 75% consensus is reached between all the Technikons, is FORM B forwarded to members of the CTM and the Directorate of the CTP for its approval.

In reality the CTP has delegated the responsibility of degree worthiness to the CTM which consists of all the Vice-Rectors (Academic) from all the Technikons. Prior to 1994, this committee, as a whole, worked through the documentation before making a recommendation to the CTP. After 1994, small “expert groups” were formed for each discipline to look into the degree worthiness of specific instructional programmes within that discipline before making a recommendation to the full CTM committee. This recommendation is likely to be accepted without question, according to a CTM member:

What basically happens is that because we believe in the system - it really seldom happens that somebody from the floor will query a particular proposal from one of the smaller groups. It has never really happened. What does happen from time to time is, say for instance, we are the convenor technikon and I am not part of the smaller group, I may ask the chairman of the CTM to be allowed to sit in that group when that group meets. This gives the convenor Technikon the opportunity to answer any questions etc.

(Interview, October 1996)

The CTM may refer the FORM B documentation back to the convenor Technikon if it is not satisfied with its submission. However, this is seldom the case, according to a CTM member (Interview, October 1996). The CTM committee recommends to the CTP that the instructional programme should be approved or not approved. The precise meaning of “degree worthiness” is not revealed in the CTP (1995) manual dealing

with the introduction of new instructional programmes. However, a standard evaluation form for use by Technikon members to evaluate Technikon instructional programmes for degree worthiness (see Appendix D) is included in this manual. No indication is given whether or not this form is also used by the CTM and CTP in coming to their decision regarding the degree worthiness of an instructional programme.

The CTP then work through the FORM B documentation and if there are any “problems” they refer it back to the initiating Technikon before giving their final approval or turning the request down. No indication is given of the basis on which the decision, to grant approval or not, is made. Once FORM B has been approved by the CTP, it is sent to the Department of Education.

However, a CTM member conceded that this part of the prescribed process was not foolproof when it came to the Department of Education establishing if a need existed for a particular instructional programme:

There are loopholes ... once FORM B has been completed it goes to the CTM and if the CTP approves of it, it goes to the Department ... they work through it ... but, I know of one or two B. Techs that went to the Department without any queries on that particular score.

(Interview, October 1996)

A Chief Education Specialist (Technikon Section) in the Department of Education, alluded to the fact that this deficiency in the system had not yet been eliminated but that the matter would be addressed in the future:

The Higher Education Council is going to be very strict on that in the future ... one should not offer a course where the need does not exist. Not only in a geographical area but also on a national level because people are not going to find work ...

(Interview, October 1996)

A CTM member commented as follows:

The NCHE has recommended a number of mechanisms to prevent duplication. One of them is regional AUT's and a rolling manpower plan for the country. There will be mechanisms in the future. Currently we don't have that so it is up to the individual Technikon to decide whether it wants to introduce a course or not.

(Interview, October 1996)

However, a Chief Education Specialist (Technikon Section) in the Department of Education was adamant that the process was thorough:

You see the FORM B is quite a comprehensive form ... it asks in-depth questions ... if the answers are convincing , one is convinced ... they must also supply enough substantial proof ... if it is airy fairy, then I send it back ... If I think it is foolproof, then I support it.

(Interview, October 1996)

The Department then submits FORM B to the Universities and Technikons Advisory Council (AUT). At this stage in the process, a Chief Education Specialist (Technikon Section) at the Department of Education perceived her role to be that of a mediator who makes the submission recommendable to the AUT and the Minister “so it must be foolproof ... it’s my challenge to get it through without questions” (Interview, October 1996). The AUT, in turn, makes a recommendation to the Minister who makes the final decision to either approve or not approve the instructional programme.

In the words of a Chief Education Specialist (Technikon Sections) in the Department of Education:

It comes to me ... I rework FORM B into the format that the AUT handles it. I have to look up the statistics ... the historical statistics of related professions for the country and I motivate it ... I have to sell it to the AUT. So it takes a completely different form. The AUT meeting then makes a recommendation to the Minister. That gets referred back to the Department. The Department then changes its form again ... reworks it ... in the format in which the Minister wants to see it ...

(Interview, October 1996)

When the Minister has approved the instructional programme it becomes general policy and is included in the next edition of NATED Report 151. The CTP, all the Technikons and SERTEC are then informed of the decision.

#### **4.1.2 The Process of Introducing a New Instructional Programme**

Having described the process whereby a new instructional programme is initiated, it is necessary also to describe the process whereby a new instructional programme is introduced. This study deals with the initiation of a new instructional programme by Technikon A which was later introduced at Technikon B. The description pertaining to the introduction of a new programme will serve to answer the following questions: to what extent does the method of identifying labour market needs at Technikon A in the initiation phase prove that there is a need in the Technikon B area? Does the process of introducing a new programme determine whether or not there is a need in the community served by Technikon B? To what extent does Technikon B do its own assessment of labour market needs over and above the assessment done by Technikon A?

Since the curriculum and syllabus for the new instructional programme has already been accepted through the initiation procedure, the process whereby a new instructional programme is introduced is mainly concerned with assessing a Technikon's capacity to offer the new programme. Any Technikon may apply to offer an instructional



programme that is listed in the NATED Report 151 if, in collaboration with the local industry, it perceives a need for such an instructional programme. The documentation, however, does not elaborate on how this perception is established. The process only requires that an indication must be given of the employers and/or employer bodies, relevant professional bodies and societies and interest groups that were consulted and that gave their support for the offering of the particular instructional programme. Once again the term “need” is not defined and its meaning is open to interpretation by the Technikon and the relevant stakeholders.

Approval for the proposed new instructional programme first needs to be sought from the Departmental Board into whose Department the new programme is being introduced at a Technikon. This Board consists of all the academic staff in that particular Department. Once the new programme has been approved the Head of Department seeks approval from the Academic Board at the Technikon to introduce the new programme. The Academic Board is a statutory body consisting of the Rector, two members of the Technikon Council and such members of the academic staff of the Technikon as the Technikon Council may from time to time determine. Usually this includes the Head of Academic Departments, the Head of Administration, the chief examinations officer, the Head of the Resource Centre, staff representatives and representatives from the student body. The function of the Academic Board is, amongst others, to approve academic programmes at the Technikon.

Approval for the new programme must be granted by the Academic Board before the particular Technikon completes T-FORMS. According to a SERTEC evaluator T-FORMS include amongst other things:

A table of contents, the research policy of the institution, admission procedures, student evaluation, names of committees in place at the institution, the staff and their qualifications, a breakdown of the faculties, funding of research, resource centre facilities, computer facilities i.e. everything that is necessary to sell this kind of training.

(Interview, October 1996)

Thereafter, the Technikon makes application to SERTEC to assess its capacity to successfully offer this instructional programme. Based on certain criteria, which are not revealed, SERTEC will compile a report as well as a summary statement regarding the Technikons capacity to offer the instructional programme. SERTEC has two evaluators who happen to be from the same department at the same University. These evaluators evaluate all Technikon programmes which are submitted for SERTEC approval. One of the two SERTEC evaluators in an interview (October, 1996) explained the reason for their involvement as being the following:

The main aim why I think we were brought in, is to have this function of SERTEC contracted out so that it can say that SERTEC is unbiased ... it is an independent outside body.

If SERTEC approval is granted, the Technikon is required to complete a standard form (called FORM C see Appendix E) in duplicate which it sends to the Department of Education together with SERTEC's summary statement. The Education Department then either recommends or does not recommend that the application from the Technikon be accepted. No indication is given of the basis on which the Department arrived at this decision. The request from the Technikon, together with the Education Department and SERTEC's recommendation, is forwarded to the Minister for his approval or disapproval. If the Minister approves the introduction of the instructional programme by the Technikon, the Technikon will be informed and it may then offer the instructional programme subject to any restrictions imposed by the Minister.

All Technikon programmes must get Ministerial approval. However, some programmes at Technikons in the former homelands were approved by their respective Education Ministers and not the South African Minister of Education. According to a Chief Education Specialist (Technikon Section) in the Department of Education (Interview, October 1996) if a previous ex-Minister had given permission, the South African Minister would accept it but the Technikon would have to prove that it was done that way. If not, the Technikon would have to re-apply for permission to offer the programme.

It would seem that the official process which prescribes how a new programme is initiated and introduced, as described in the CTP (1994)

and (1995) and NATED 150 (96/01) documents above, does not clearly define the term “need” with reference to the labour market. As a result of the many different interpretations of its meaning, the needs of the labour market are not assessed in any pre-determined manner. To a large extent, the need is dependent not so much on the needs of industry but on whether or not a Technikon has the capacity to offer the programme.

The assessment of labour market needs is conducted largely by people within the Technikon sector who have a vested interest in a particular outcome, so the assessment does not necessarily take place effectively nor objectively. Ultimately SERTEC decides if a Technikon has the necessary capacity to offer a new instructional programme and issues a certificate to this effect. The success of an application to the Minister of Education rests on whether or not this certificate is issued.

It is difficult to say with any degree of certainty that there is, in fact, a need in the labour market for a particular programme. The establishment of macro needs of the labour market is left to the CTP (delegated to the CTM), the Department of Education, the AUT and the Minister. However, this has not always been done satisfactorily in the past.

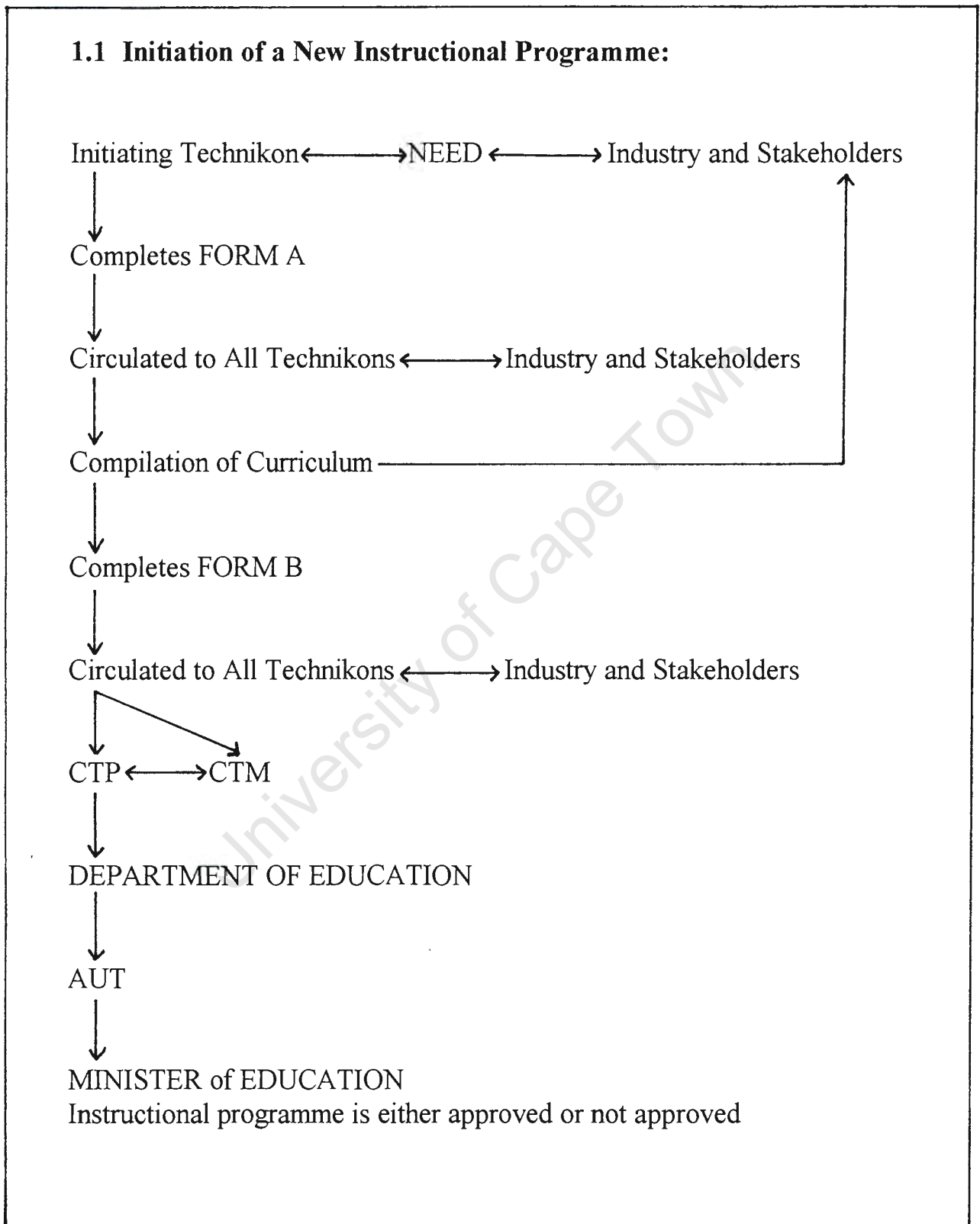
The prescribed documented process indicates that the needs of the labour market should be assessed but no indication is given as to how to go about doing this. As a result, it is left up to each individual Technikon to determine how the needs are to be assessed, if at all. There is no

guarantee that a need does exist in a particular area since one cannot be sure of the extent and quality of the assessment undertaken by each Technikon. The documents do, however, indicate very clearly that all relevant stakeholders, in collaboration with the Technikon concerned, are to be involved in determining the needs of the labour market.

A diagrammatic summary of the process is shown on the following two pages:

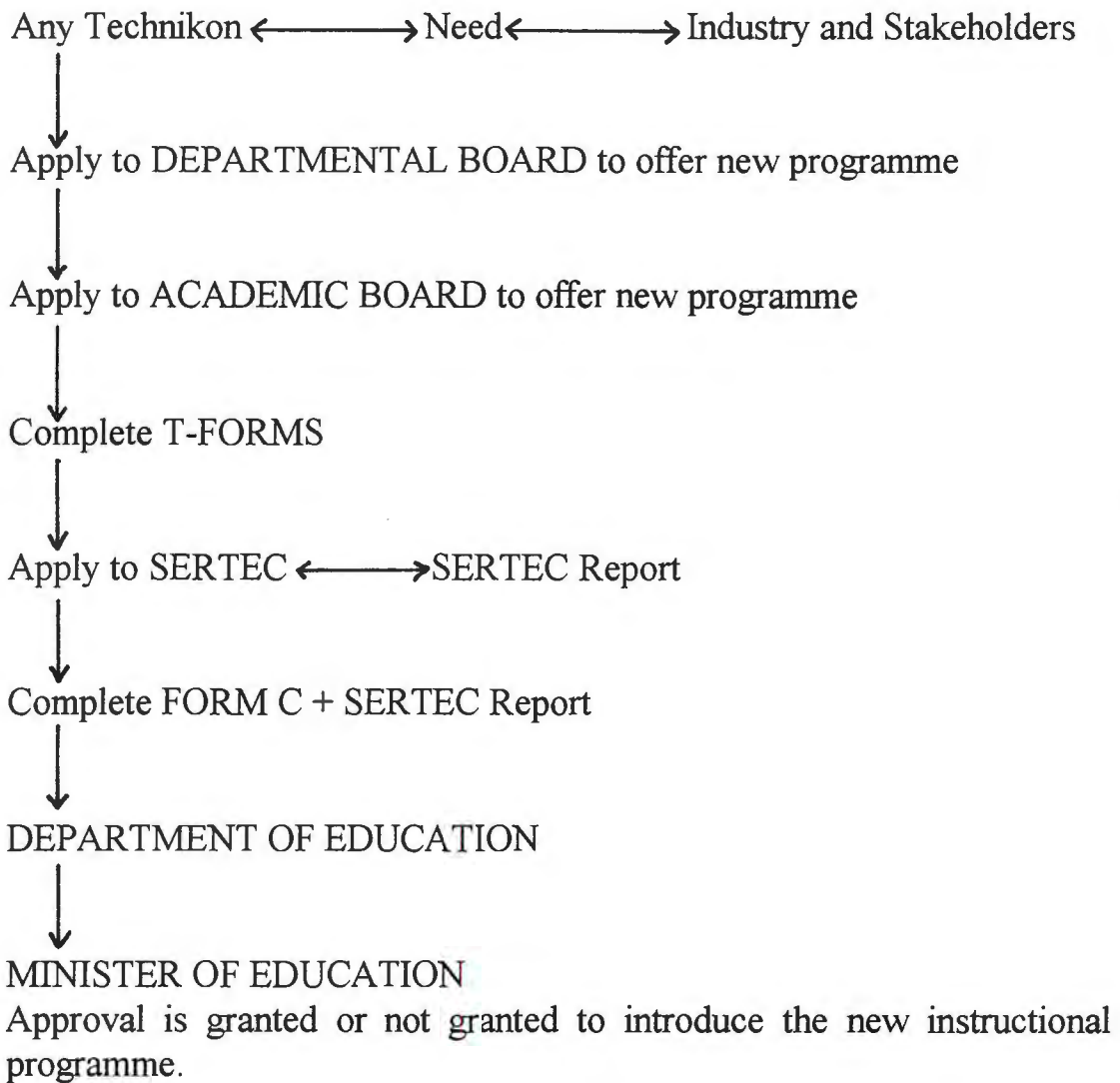
University of Cape Town

**Figure 1. A Diagrammatic representation of the Prescribed Process:**





## 1.2 Introduction of a New Instructional Programme:



## **4.2 Case Study: An Account of the Process as Implemented**

An account of how the official, prescribed process was implemented for the initiation and introduction of the ND: Education: Home Economics programme will follow. The account is based on interviews conducted with participants who were involved in the process at local and national level and an analysis of the records which emerged during this process. The account aims to ascertain: (a) how and to what extent the needs of the labour market were actually assessed; (b) who determined the needs of the labour market; (c) to what extent the process favoured a particular outcome and (d) to what extent institutional needs and dynamics contributed towards the decision-making process? The process whereby the ND: Education: Home Economics programme was initiated at Technikon A will be described first, followed by the process which led to the introduction of this programme at Technikon B.

### **4.2.1 The Initiation of the ND: Education: Home Economics Programme**

#### **Technikon A**

Much discussion and debate took place at the time that the Department of National Education released its Education Renewal Strategy (ERS) document in 1991. The debate centred around a future education policy and the reform of the illegitimate apartheid education system. The ERS

discussion document reflected the government's thinking on key education policy issues and identified the major problems in education for which short and medium term management solutions were to be devised. The gist of the document was that future study programmes and the intake into those programmes take fully into account the manpower needs of the country.

While these issues were being debated, the Dean of the Education Faculty at Technikon A (which devised and initiated the ND: Education: Home Economics programme), anticipating the need for growth in the field of teacher education, started to look for future markets that would contribute towards growth in his Department. A very limited survey by this Technikon, in collaboration with the former Department of Education and Training (DET), was undertaken in the former DET schools and a huge demand for teachers in Home Economics and related fields was identified. It was found that 53 638 pupils in the former Transvaal Province were enrolled for Home Economics and Needlework. Only 94 teachers had a four year Home Economics qualification, while there were no teachers with a Hotelkeeping and Catering qualification.

A strategic planning session was convened. It was headed by the Vice-Rector (who is also a member of the CTM) and attended by the Deans of the faculty of Health and Food Technology and Education, a representative from the Department of National Education (ex-DET) and a representative from the College of Education in the area. The outcome

in April 1993 was to initiate the introduction of a new instructional programme in Home Economics, Hotelkeeping and Catering and Needlework. The motivation for the decision, according to the Head of the Food Service Management Department at Technikon A (Interview, October 1996) was threefold: firstly, the departments involved had suitable staff who were eager to accept a new challenge; secondly, the departments would be in a position to maximise the utilisation of existing facilities and thirdly, there was a demand for teacher training in this subject field in the former DET schools in the former Transvaal Province.

The benefits for the institution which were alluded to by the Head of the Food Service Management Department (Interview, October 1996), were growth in the departments, that is, an increase in student numbers with its accompanying increase in full time equivalents (FTE's) and the resultant increase in financial subsidy from the central government. While there would be an increase in the number of students, only a few additional courses would be introduced because a number of courses already being offered at the Technikon would be incorporated into the new curriculum. The necessary facilities were also available. The cost of introducing such an instructional programme would then be kept to a minimum. The benefits for society would include supplying qualified and better trained teachers to specifically black schools (since the Technikon is situated in a predominantly black area, it draws students mainly from the surrounding black community), supplying qualified persons who could feed into the

Hotel industry as well supplying persons who would have gained entrepreneurial skills and who could become self employed.

The Head of the Food Service Management Department at Technikon A commented as follows when asked why this programme would target the black community in particular:

Teachers in black schools are not qualified ... I visited many [black] schools and saw the poor standards for myself. There is also a need to train people for future needs in the subject ... our situation means that we target black schools.

(Interview, October 1996)

The Technikon then compiled FORM A and circulated it to all Technikons. In the interim, the Head of the Food Service Management Department at the Technikon, together with the representatives from the ex-DET and the College of Education as well a representative from the Department of Home Economics at the Potchefstroom University for Christian Higher Education developed the curriculum and syllabus for the new instructional programme in Home Economics, Hotelkeeping and Catering and Needlework.

After comments were received from participating Technikons and the necessary adjustments had been made, the Technikon completed FORM B and submitted it to the CTP. When a CTM member was asked which

market the ND: Education: Home Economics programme was targeting he had this to say:

I think specifically for the black market ... because of the fact that the white population in SA has moved past a certain level of development and other careers for specifically white women has become more and more professional. ... black women are at that sort of a level where Home Economics is becoming important ... there is a lot of interest from the black community and that's why ... the environment is telling us ... that the re-introduction [of Home Economics] is necessary, specifically for the black community.

(Interview, October 1996)

A Chief Education Specialist (Technikon Section) at the Department of National Education, when asked which market the new programme was targeting, perceived the situation to be changing in urban areas but not in rural areas:

Maybe in traditional areas ... it is a cultural thing but, I think with the boundaries falling between male and female roles, the men don't feel that women should remain in "female fields". If the Technikon is on the outskirts in a more traditional culture then you might find that this is seen as a female area.

(Interview, October 1996)

When asked if she thought that education was seen as an avenue for future growth in the Technikon sector, she said:



I would say that education ... the needs in education ... from grassroots level, is on the forefront of everybody's mind. All the needs are determined where the shortfalls are especially in our disadvantaged communities. So I think education of all sorts is going to come out of the woodwork.

(Interview, October 1996)

The CTP approved the introduction of the new instructional programme and the documentation was forwarded to the Department of Education on 30 July 1993 where it was "re-worked" into the format required by the AUT and the Minister. The motivation for the initiation of the new instructional programme from the Department of National Education (Department of National Education FORM B, 1993) to the AUT had a national focus which reads as follows:

As no national higher diploma is offered in the RSA with the simultaneous presentation of Home Economics and educational subjects, a need has been identified for teachers to be capable of presenting either Home Economics, Needlework and Clothing, Hotelkeeping and Catering or Biology. Teachers with a college diploma in Home Economics can also not improve their qualifications. There is a critical need for suitably qualified people for non-formal adult education in the specific field ... Statistics show that there is 1 teacher for every 157 pupils in Home Economics in the Department of Education and Training (RSA) excluding self-governing territories where there presently are and additional 24 931 pupils ... Teachers who have Home Economics as a qualification are often the same teachers who have Needlework and Clothing as a qualification. Statistics show that fewer pupils take this

subject, but they are often taught by the same teachers, which makes the ratio for Home Economics even worse i.e. 1 teacher for every 171 pupil ...

Hotelkeeping and Catering is a new subject introduced in 1992 by schools of the Department of Education and Training. However, selected schools of other education departments offer this diploma for a number of years. There are no qualified teachers in this field. Research conducted by Dr S. Meyer (D.E.T.) has shown that:

- A great need for matric pupils with this subject exists, as industries at present have many jobs available for pupils with this subject.
- The Hospitality Industry Training Board predicts that there will be an increase in tourism in future, which will dramatically increase the demand for this subject.

The Minister then approved of the new instructional programme and notified the CTP, SERTEC and the convenor Technikon. When a Chief Education Specialist (Technikon Section) at the Department of National Education was asked, in retrospect, if she thought that the decision to introduce a new instructional programme was a good decision, she said the following:

I would say any programme and I'm not going to refer to that particular programme, with its proven need which has been determined, with the Technikons being closely related to industry and the experts sitting on the Advisory Committees ... proven that they need it, and with their input into what goes into the contents ... yes.

(Interview, October 1996)

The new programme became policy and was listed in Report 151 of 1993. Technikon B then applied to SERTEC to assess its capacity to offer the new instructional programme. The SERTEC report, together with a completed FORM C, was sent to the Department of Education for Ministerial approval. Approval was granted at the end of 1993 and the new instructional programme was offered for the first time in January 1994.

The initiation process reveals that an assessment of the labour market needs (in the form of a survey) was undertaken by educationalists at Technikon A, in collaboration with educationalists in other tertiary institutions and the former DET, during the initiation of the new instructional programme. This assessment had limitations in that only the former DET schools in the Transvaal were targeted by the survey and only the Education Sector was considered for possible future employment. The Hotel Sector and Entrepreneurial avenues for future employment were not assessed, while the motivation for the new programme claimed to feed into these two sectors of the labour market.

The motivation for the initiation of the new programme also emphasised institutional needs even though the official process requires that labour market needs be the primary motivation for the introduction of new Technikon programmes. Furthermore, the “reworking” of FORM B by the Chief Education Specialist at the Department of Education in order to “sell” the programme to the AUT would suggest that the main

consideration, at that stage, was to get the programme approved rather than to assess the need for the programme. This would suggest that the process favoured a particular outcome and was not neutral, as expressed in the official documented process.

Since the ND: Education: Home Economics programme, which was initiated by Technikon A, was accepted by the Minister of Education as a new instructional programme and listed in the NATED document 151, any Technikon could apply to offer the new programme. This, Technikon B did, in the latter part of 1995. The process whereby the new programme was introduced at Technikon B is described as follows.

#### **4.2.2 The Introduction of the ND: Education: Home Economics Programme**

##### **Technikon B**

The Secretarial Department at Technikon B had prior to 1995 only offered two diploma courses and the Rectorate felt that there was a need for expansion in this department. The Acting Rector then approached the Head of Department about the possibility of introducing an Education Faculty within her Department in order to introduce the instructional programme ND: Education: Home Economics. Home Economics appeared to be a good option since the Technikon already had a School of Hospitality Studies that could offer the Hotelkeeping and Catering

component, a School of Applied Art that could offer the Needlework and Clothing component and various other departments that could offer the other courses specified in the curriculum. All that was needed was expertise in the didactic areas and the programme could be introduced with very little additional infrastructure or financial expenditure.

An agreement was entered into with the Rector of the nearby College of Education whereby the College would supply the necessary didactic expertise. At the time of this agreement, the College was seeking an agreement with a tertiary institution because a directive from the Member of the Executive (MEC) for Education in the Eastern Province indicated that Colleges should seek accreditation from autonomous tertiary institutions in the Province. The acting Rector had this to say when interviewed in November 1996:

So we predicted that the College might be linked to us in the future. It still might be. The whole thing might become part of our Institution. More than likely will because of the relationship I have with the Rector. So that was also our motive ...

The agreement between the two institutions was mutually beneficial since Technikon B required the didactic expertise that the College could offer while the College could satisfy the MEC's directive by entering into the agreement with the Technikon. Furthermore, the introduction of the new instructional programme and the establishment of an Education "Faculty" would meet the institutional needs for growth as well as meet the need for



accreditation by other Colleges or tertiary institutions. According to the Head of the Secretarial Department (Interview, November 1996), available facilities would be utilised fully and financial rewards would accrue in the long term while the community would be served by having trained and qualified teachers in Home Economics and related fields.

When asked if she saw education as an avenue for future growth, the Head of the Secretarial Department said:

“Yes, definitely. Especially in this region but not general education, specifically Home Economics, Commerce and Technical education ... there is a need ... and that is why we concentrated on those fields”

(Interview, November 1996)

The Head of the Secretarial Department was enthusiastic about the new developments, since “her passion is education” (she has a masters degree in Education), although she is Head of the Secretarial Department. The Acting Rector was also keen to introduce the new programme because he was given a mandate when he was appointed in February 1994 to introduce technical and applied programmes at the institution (Interview, November 1996).

The Head of the Secretarial Department and the Director of Studies attended an Advisory Committee Meeting at the convenor Technikon in January 1995 in order to find out more about the new instructional



programme. On their return, enquiries were made at the local College of Education and the Education Department to establish a need for the new instructional programme, according to the Director of Studies (Interview, November 1996).

The principal of the local College of Education, who was eager to form a partnership with the Technikon, agreed that there was a need for the ND: Education Home Economics and wrote a letter to this effect. The Director of Studies put it this way:

For example we got a letter from the College of Education ... but, at that time the Rector of that College was looking for ...er ... a sort of co-operative venture - agreement with us as an institution. So I think it was very easy to get anything from him. You could go to him and say give us a letter to say that you support this and he'd immediately give you the letter. And that may not be a true reflection of what is out there.

(Interview, November 1996)

When the local Education Department was approached and asked if there was a need for the ND: Education: Home Economics programme their response was positive and a letter was obtained stating this. According to the Director of Studies:

There are all sorts of ways you can go about getting such a letter. If you really want to introduce a programme then ... you go to the Department [of Education] ... you speak nicely to somebody ... then you tell him or her what

the problem is without doing any research ... without going anywhere, to any file ... he'll give you a letter ...

(Interview, November 1996)

Apparently the Chairman of the Technikon Council at the time, who was also an Education Department official, had a hand in obtaining the positive response from the Department. In the words of the Director of Studies:

You see there was a transition period and all those people there, like our former Chairman of Council ... he used to work in the Department [of Education] ... he was one of the big shots and he was Chairman of Council so, when it came to getting the statements from the Department of Education it was very easy ...

(Interview, November 1996)

It is clear that meaningful consultation did not take place between the Technikon, the local College of Education and the Education Department in order to establish if there was a need for the ND: Education: Home Economics programme in the Province. This was confirmed by the Head of the Secretarial Department who said in an interview (November, 1996) that as far as she was aware, no research was done to establish if a need existed or not for this programme.

The Director of Studies also had this to say about this matter:

That might not have been done thoroughly, I must be honest with you. It might not have been done thoroughly because when there is a push for you to grow ... man you don't really do a thorough job out there to find out whether there is actually the need for the course ... because I must grow ... I must add something ... so if I get this and I see if I add that, then it is going to serve a purpose ... then I add it and convince people afterwards.

(Interview, November 1996)

The Acting Rector had this to say when asked if the labour market was assessed before the ND: Education: Home Economics programme was introduced:

... we did a desk top study of what the need is outside. In other words, technical skill, these types of skills it was very clear in any papers you looked at that there weren't enough teachers in those fields. An oversupply of ordinary run of the mill type of subjects but, very great undersupply of technical, commercial and home economics teachers. That was enough to convince us, without speaking to ... going to .. didn't need to do field research. We did a desk top study and I think that convinced us.

(Interview, November 1996)

In spite of the lack of research into the need for this new programme, the Head of the Secretarial Department tabled the proposal for the

introduction of the new instructional programme at the Departmental Board Meeting on 27 September 1995. The proposal was accepted. The Acting-Rector applied to SERTEC for an evaluation of the Technikon's infrastructure for which approval was granted on 26 October 1995 (see Appendix F). The Head of the Secretarial Department then applied to the Academic Board for approval of the introduction of the new instructional programme.

In order for the Academic Board to approve the introduction of a new instructional programme, the Head of Department would have had to motivate that there was a need for such a programme, according to the Director of Studies:

If the department is tabling to the Academic Board a proposal to introduce a programme ... the department must convince the academic board that the programme is indeed necessary. There are certain specific aspects that must be addressed in the motivation ... like ... the market. Is there a need for it? Are there students out there and when they complete the course, what are they going to do? Are there jobs for them out there? This is a teachers' diploma. We assume that they [students] are going to be teachers. Is there a need for for such a qualification in the profession? That is why we would would want an indication of some sort regarding the validity of the programme. So they would come to the academic board and say ... "this is the programme, we've done our research and there is a need for the programme ... these are the bodies that have been consulted and this is what they say. We are asking the academic board to give the go ahead to introduce the course".

(Interview, November 1996)

However, without any research being done and without the letters from the local College of Education and the Education Department being presented, the Academic Board Meeting on 16 November 1995 adopted the minutes of the Departmental Board Meeting of 27 September 1995 and, by so doing, approved the introduction of the new instructional programme. The Head of the Secretarial Department explained:

Normally they ask “have you got any motivation from commerce and industry” but, because this was an education course they accepted the fact that the education department obviously approved other Technikons offering it.....so they left it in the hands of SERTEC ... and subject to their approval ... we could then offer it.

(Interview, November 1996)

At the Academic Board Meeting on 28 February 1996, under “Matters arising from the Meeting held on 16 November 1995”, it was noted that Ministerial Approval had been granted for the ND: Education: Home Economics. According to the Chief Education Specialist (Technikon Sections) in the Department of National Education, “our long term records do not indicate the exact day, but the Minister approved the offering of the above programme by ... [name] Technikon in December 1995” (e-mail dated 21 November 1996). The new instructional programme was introduced at Technikon B in January 1996, which meant that long before Ministerial approval had been granted, the new



programme would have had to be advertised in order for students to enrol for the course.

This study shows that the ND: Education: Home Economics programme was introduced at Technikon B without due consideration for the labour market needs in the area. The fact that research was limited to a “desk top study” would indicate that only superficial attention was paid to the needs of the labour market, while the official process requires that a more in-depth assessment of labour market needs be carried out. On the other hand, the decision-making process was strongly motivated by an awareness of ways in which institutional needs would be met, namely, through the growth in student numbers with the minimum investment in new facilities; through the maximum use of existing facilities and through the benefits which would accrue from co-operative agreements between post-secondary and tertiary institutions in the area. The introduction of the new programme would also mean that personal motivation and interests of the members of staff could be pursued.

On the basis of this analysis of the official process as prescribed and as implemented at Technikon A and B, the following conclusions may be drawn:

1. The term “need” is not clearly defined and consequently the meaning of the term is open to interpretation by the user in whatever situation the user finds him/herself.



2. The needs of the labour market are not assessed in any pre-determined manner. Each Technikon has the freedom to choose the extent and scope of its research on a regional level, while the Department of Education, the AUT and the Minister do not make explicit how they determine, on a national level, if a need exists or not. As a result, there can be no certainty about the thoroughness of the assessment and whether or not a need exists on a regional and a national level.

3. The needs of the labour market are not assessed by the Technikon in collaboration with all relevant stakeholders in a particular region, as claimed. In reality, the people involved in interpreting these needs are mostly educationalists from within the Technikon Sector.

4. The decision-making process is not neutral, as claimed. The process is overseen and regulated by persons and Committees which have vested interests in a particular outcome.

## **Chapter Five**

### **DATA ANALYSIS**

The data described in the previous chapter has been analysed on two levels. Firstly, the analysis focused on the official, prescribed process and secondly, the analysis focused on an account of the process as it was implemented in this particular case study.

The official process distinguishes between the initiation and the introduction of a new instructional programme. This makes it possible for decisions which are made at one time and in one place to be carried forward to another time and another place, when and where it is not necessarily relevant. In the case study in question, the initiation of the ND: Education: Home Economics programme was motivated on the strength of a limited survey conducted by Technikon A in collaboration with the former DET, in what used to be known as the Transvaal Province. The survey focused only on the former DET schools in this Province.

The programme was later introduced at Technikon B. This Technikon is situated in the Eastern Cape which used to incorporate two former homelands. There are not only former DET, but also former homeland schools to be found in this Province, in addition to schools from other

former Departments of Education. The findings of the survey conducted by Technikon A would thus not necessarily be applicable to the Technikon B situation.

In addition, the survey was conducted by Technikon A in 1991-1992 before rationalisation and right-sizing had been given any serious thought, whereas Technikon B introduced the new programme in 1996 when rationalisation and right-sizing was already underway. As a result, it could well have been realistic to expect that teachers in Home Economics and related fields were needed in 1991-1992. However, this expectation would not necessarily be valid in 1996. It would then be inappropriate to use Technikon A's motivation for the introduction of the new programme at Technikon B.

Furthermore, the motivation and the statistics for the new programme from the Department of National Education focused primarily on the former DET schools, albeit on a national level. The motivation would then not necessarily accurately reflect the situation in the schools situated in the former homelands. In addition, Hotelkeeping and Catering had, at the time of the motivation, only recently been introduced in the former Transvaal and had not been introduced in any other Province. Pilot projects to introduce Hotelkeeping and Catering in the Eastern Cape were only established in schools in 1995. As a result, it does not seem likely that the need for teachers in these subjects in Technikon B region will be anything like that of Technikon A region.

The national statistics were also valid for 1991-1992 and would not necessarily reflect the situation in 1996 after rationalisation and right sizing had already begun. It would, then, be inappropriate for the Department of National Education to use the same motivation for the initiation of the new programme by Technikon A for the introduction of the programme at Technikon B.

The process is highly bureaucratised and it is kept on track by a timetable structured by a series of prescribed forms and Committees, the speed of the process being determined by when these Committees meet. As a result of the process being shaped by the timing of these Committee meetings, the process is not always carried out thoroughly, particularly where consultation with the labour market is concerned. There is also very little opportunity for making decisions which would halt or reverse the process.

Technikon A, the convenor Technikon, had to ensure that the process commenced timeously in order for the process to take its course when the ND: Education: Home Economics programme was initiated. The process took almost two years to complete. The process began in 1991-1992, with the survey being conducted by the Technikon in collaboration with the former DET, and ended with approval being granted for the initiation of the new programme by the Minister at the end of 1993.

On the other hand, in the case of Technikon B, the introduction of the ND: Education: Home Economics programme had a much tighter time schedule. The process was put in motion in January 1995, a year before the programme was introduced at the Technikon in January 1996. This only allowed time for consultation with the convenor Technikon on one occasion before the programme was introduced. It also did not allow enough time for consultation with the relevant stakeholders before proposals had to be tabled at the relevant Departmental and Academic Board meetings scheduled in the latter part of the year. Only once these Committees had given their approval could a request be made to SERTEC to evaluate the infrastructure of the Technikon before approval could be sought from the Minister. As a result, organisation for the introduction of the programme at Technikon A in January 1996 had to proceed well before approval was officially granted by the Minister in December 1995.

In spite of the bureaucratic nature of the process, the process can be manipulated. It would seem that there are two weaknesses in the process where loopholes exist. Firstly, there is a weakness in the design of the process. This means that it is possible for Technikons not to consult with all the relevant stakeholders when initiating and introducing a new instructional programme.

In the case of Technikon A, the motivation for the initiation of the new instructional programme was essentially that the programme would

qualify teachers in Home Economics and Hotelkeeping and Catering and Needlework, community extension workers, information officers, demonstrators, entrepreneurs, diet assistants in hospitals and personpower to feed into the hotel industry. However, this motivation was supported to a large extent by the survey undertaken by the Technikon in collaboration with the former DET. Not all the relevant stakeholders were involved in the decision to initiate the new instructional programme. Consultation took place mainly with educational institutions and professional bodies directly concerned with education while the community, the Hospital Dietary Services, the Hotel Industry and the Small Business Corporation were not consulted.

Similarly, before Technikon B introduced the new programme, “consultation” took place with only one College of Education near the Technikon and with the Department of Education. In both cases the individuals consulted had other connections with the Technikon which could have influenced their decisions. The Rector of the College was in the process of setting up co-operative links with the Technikon. The Education Department official was also a member of the Technikon Council. In effect, only the Education sector was “consulted”, yet, the programme was motivated on the grounds that graduates would also feed into the Tourism Industry, the Hotel Industry and the Entrepreneurial Sector.



Secondly, there is a weakness in the implementation of the process in that labour market needs are not effectively assessed, even to the extent that the prescribed process requires. It was acknowledged by a member of the CTM and a Chief Education Specialist at the Department of National Education that some programmes which did not meet the needs of the labour market, had been given approval.

In the case of Technikon B, where effectively no consultation or research took place with regards to the needs of labour market, the decision by the Acting Rector to introduce the ND: Education: Home Economics programme, was rubber stamped by the Departmental and Academic Boards of the Technikon.

Key participants in the process recognised that the process was not without weaknesses and they are confident that these can be eliminated in the future. They were confident that the Higher Education Council would address this matter. However, until such time as the Higher Education Council or other regulatory bodies are established, the present situation will remain unchanged.

Both design and implementation weaknesses were evident in relation to the mechanisms which are intended to assess labour market needs. The process defines weak mechanisms to assess the needs of the labour market. The mechanisms do not ensure that labour market needs have an impact on decisions made in this regard. The process bases decisions

concerning the initiation and introduction of new instructional programmes on information received from stakeholders concerning the needs of the labour market. This information is obtained through direct consultation with stakeholders at three points in the process.

Firstly, during the initiation of a new instructional programme, the convenor Technikon is required to convene an Advisory Committee, representative of all the stakeholders in the relevant field in their area. The Advisory Committee must advise and liaise with the Technikon with regard to the need for such a programme and give input on an ongoing basis, including during the curriculum process.

In this case study, the first crucial stage was inadequate since consultation did not take place widely between the convenor Technikon, Technikon A, and all the relevant stakeholders. Only the education sector was targeted and not the Hotel Industry, Tourism Industry and Entrepreneurial Sector. As a result, the instructional programme was not designed to meet the needs in the other sectors. Consequently, there is no evidence to suggest that students would find employment in these other sectors.

Furthermore, the initiation of the ND: Education: Home Economics programme by Technikon A, was essentially motivated by the survey undertaken in conjunction with the former DET, which was seriously flawed. The survey focused only on the former DET schools in the former Transvaal Province and did not take into consideration the schools in

other Departments of Education in the previous apartheid education system. The motivation by the Department of National Education was similarly flawed since it did not take into consideration all the schools in the former Departments of Education on a national scale. If the other schools had been taken into account, the findings of the survey may well have been quite different.

Secondly, when FORM A is sent to all Technikons, each Technikon is expected to consult with the stakeholders in the relevant field in their particular geographical area. Technikons are expected to comment on the need for such a programme and, later, to comment on the relevance of the curriculum and syllabus in FORM B, if, in fact, a need exists.

The process does not guarantee that Technikons will consult widely with relevant stakeholders in the second stage, as required when FORM B is circulated. The six weeks allowed for this stage of the process can in effect be reduced to as little as two weeks because Technikons want to meet deadlines for Committee meetings scheduled for the CTM, the CTP and the AUT. A CTM member regarded this as a serious flaw in the process.

Thirdly, before a Technikon introduces a new instructional programme that it does not already offer, the relevant stakeholders should be consulted with regards to the need for such an instructional programme and the relevance of the instructional programme for that particular

geographical area. These stakeholders would then support the application of a Technikon in FORM C for the introduction of the new instructional programme.

This consultative process may not be carried out thoroughly when a new programme is introduced. In this case study, approval for the introduction of a new instructional programme was granted by the Minister on the strength of two letters, which were not presented, and in the absence of meaningful research being undertaken by Technikon B to assess the need for teachers in Home Economics and related fields in the Eastern Cape Province.

The process purports to establish a strong and direct relationship between commerce and industry and the Technikon sector. Since Technikons rely for their very existence on their reputation of being closely linked to industry, they cannot afford to admit to not consulting thoroughly with the relevant industry or stakeholders. Weak mechanisms for assessing labour market needs serve a symbolic, rather than an assessment, function. This means that the direct and crucial relationship between Technikons and the market amounts to little more than rhetoric. The very mechanisms which should establish this relationship do not serve their intended purpose.

It has been argued that labour market needs are not thoroughly assessed by the relevant stakeholders in industry, and that labour market needs are assessed by educationalists from within the Technikon sector. It may also

be argued that ultimately the ND: Education: Home Economics programme was initiated and introduced on the basis of weakly substantiated educationalists' perceptions that the need in the labour market was for teacher training in Home Economics and related fields in the Technikon A and B areas, respectively.

In the case of the convenor Technikon, Technikon A, consultation took place between the education faculty at the Technikon and the ex-Department of Education and Training (DET), the local College of Education and a local University Home Economics Department. In effect, only the stakeholders from the education sector were represented on the Advisory Committee and were involved in the consultative process. No stakeholders from community organisations or non-governmental organisations (N.G.O.'s), local business or the Hospitality Industry were included.

Technikon B, on the other hand, effectively rubber stamped the Rectorate decision to introduce the new instructional programme by approaching the Rector of local College of Education and the Education Department without actually consulting with an Advisory Committee or consulting with other stakeholders in the region.

In both cases, the labour market needs had been "assessed" by educationalists who represented only one of many possible stakeholders and future employers. As a result, their perceptions and assumptions

about the labour market guided their motives and, ultimately, their decision making. All the participants at Technikon A and B perceived education to be an avenue for growth, not only in their institution but, in Technikons, in general.

It would seem that Technikon A's analysis of the labour market, on the one hand, was based on employment figures rather than on information gained from personnel officers in the Department of Education in the former Transvaal Province. Technikon B's research, on the other hand, was to a large extent cosmetic. While educationalists at Technikon A and B perceived that there was a need for teachers in Home Economics and related fields, they, themselves, were not acting as employers but, from a position of programme developers who had vested interests in the introduction of the instructional programme. Not only would their positions of employment be secured as a result of the initiation and introduction of the new programme but their faculties would experience growth. Additional benefits in the form of increased funding would ensue.

The process is supposed to be internally referenced and is intended to be neutral. In fact the participants at different levels in the process have vested interests in a particular outcome. Firstly, the educationalists at Technikon A and B who "read" the labour market saw education as an avenue for future growth. It is in their interest to do so, since they are involved in education and as such, would like to ensure that the education sector remains strong, particularly in their own institutions.



Secondly, the educationalists in the Department of National Education have a vested interest in ensuring that new programmes are introduced rather than in verifying the regional and national needs of the labour market. A Chief Education Specialist at the Department of National Education makes it her “mission” to see that applications for the initiation or introduction of new instructional programmes are accepted unopposed by the AUT and the Minister.

Thirdly, the CTP and the AUT are made up of Vice-Principals and Principals respectively, from the very institutions which want to introduce new instructional programmes. These persons are in a position to influence the decision-making process in order that their institutions benefit from the introduction of new instructional programmes. They have a vested interests in a favourable outcome, which ultimately will benefit their institution.

The result is that new instructional programmes are introduced without sufficient control being exercised. Vested interests influence decisions to initiate and introduce new instructional programmes. Both of these factors played a crucial role in the decision-making process at Technikons A and Technikon B.

The educationalists involved in the process at Technikon A and B not only had vested interests, they also based the introduction of the ND: Education: Home Economics programme on a relatively uninformed

reading of labour market needs. In addition, the decision was based on an understanding of the labour market as segmented by race and gender.

The course was intended to target black communities, and, by implication, black women, since Home Economics and related subjects are still perceived by many people to be a female domain. Technikon officials assumed that the programme would feed into a labour market which is still racially stratified from the previous era. This is one of the deficiencies that the NCHE (1996) document lists as being characteristic of the present tertiary sector.

Since key participants in the decision making process are located within the Education Sector, and many are within the Technikon Sector, their interests and perspectives are shaped by their involvement in these sectors. In the case of the convenor Technikon, Technikon A, the Dean of the Education Faculty was hoping to expand his department in order to ensure that the Education Faculty would be secure in the future. The Head of Department in the Food Service Management Department supported the investigation initiated by the Dean because the new programme would mean that facilities in her Department would be used more optimally; some courses, already offered in other programmes, would fit into the curriculum of the new programme. The cost of introducing the new programme would also be kept to the minimum.

The Acting Rector at Technikon B initiated the introduction of the new programme because he had been given a mandate to introduce programmes of an applied nature. Existing facilities, such as the School of Hospitality Studies and the School of Applied Art, and presently employed staff could be optimally utilised. This meant that the programme would be introduced with very little additional financial investment. In addition, the new programme would make it possible to enter into an agreement with a nearby College of Education at a time when there was pressure on the College to enter into such an agreement.

In addition, the participants at both Technikon A and B cited an increase in student numbers (FTE's) as a motivating factor. The resultant increase in funding was a contributing factor in their motivation to initiate and introduce the ND: Education: Home Economics programme. The pressure to grow, particularly in Technikon B's case, was extremely important for another reason. The institution is very small and the Director of Studies expressed his frustration at the institution's consequent lack of influence in the region (Interview, November 1996). He argued that if the numbers of students were to increase, so would the influence exercised by the institution in the region, since larger institutions held more sway. Furthermore, financial constraints are a major stumbling block for small institutions, like Technikon B, that want to grow but cannot do so because the necessary finance is not available.

In addition to key participants responding to vested interests and pressures put on the institutions to grow by increasing student numbers, participants also responded to institutional needs and dynamics. The Dean of the Faculty of Education, at the convenor Technikon, approached various senior personnel within Technikon A to investigate initiating a new programme in Home Economics and related subjects because he was looking to expand his Department. The positive response he received from the Head of the Food Service Management Department was due to the fact that she could envisage the new programme as being a source of motivation - a challenge - to her staff.

The Acting Rector at Technikon B, on the other hand, was fulfilling a personal mission by initiating the introduction of the new programme since he had been given a mandate to introduce applied programmes at the Technikon. He also had insight into information regarding the incorporation of Colleges of Education into Tertiary Institutions, since he was privy to this information as a member of the CTM. In addition, the Head of the Secretarial Department at Technikon A was eager to introduce the new programme because “her passion is education”.

The fact that labour market needs were not adequately assessed would suggest that the introduction of the programme was primarily in response to other needs - needs, which the process does not acknowledge but which drive and shape the process implicitly. Through the participants in the decision-making process, institutional needs and dynamics operated

from “behind the scenes”, influencing decisions. The official process does not reflect this complexity, since it only documents labour market needs, without taking into account the very real and inevitable needs and dynamics of institutions.

The formal decision-making process does not acknowledge institutional needs and dynamics as legitimate motivation for the initiation and introduction of the ND: Education: Home Economics programme. However, the institutional needs may be identified as firstly, pressure to expand student numbers with the resultant spin-off of an increase in funding; secondly, the need to optimise the use of facilities in existing faculties due to financial constraints. One way to do this is to design courses which feed into existing programmes in order to introduce a new programme with the least amount of financial investment; thirdly, political pressures [in the form of the NCHE (1995) and (1996) documents], to massify tertiary education and fourthly, social pressures to expand access to previously disadvantaged communities and black women, in particular.

Furthermore, institutional dynamics at Technikon A and B also played an important role in the initiation and introduction of the new programme. These needs may be identified as firstly, the specific interests of individuals. Examples include the Head of Department at Technikon A wanting to challenge and motivate her staff, the Acting Rector at Technikon B’s wanting to pursue a mandate to introduce applied programmes and the Head of Department wanting to pursue her passion

for education. Secondly, institutional dynamics also influence the decisions to initiate and introduce the programme. Institutional dynamics refer to the way in which opportunities tap into existing networks and build on relationships within and between institutions. Examples include the way in which the Dean of the Education Faculty used contacts within his institution to start an investigation into initiating the new programme. Another example is the way in which the Acting Rector at Technikon B used his contacts at the College of Education and the Department of Education to get support for the new programme.

Institutional needs and dynamics played a crucial role in the initiation and introduction of the ND: Education: Home Economics programme. Yet these influences were not acknowledged by a Chief Education Specialist in the Department of National Education when asked whether, in retrospect, she thought that the decision to introduce the new instructional programme was a good decision. It would seem that labour market needs, are the only legitimate reasons for initiating and introducing new instructional programmes at Technikons, as far as the process and the Department of National Education is concerned.



## **Chapter Six**

### **CONCLUSION**

The process whereby a new Technikon instructional programme is initiated and introduced is bureaucratic and symbolic. It does not effectively assess labour market needs. It is based on inadequate definitions of “need” and defines weak mechanisms for assessing the labour market. Consequently the process cannot respond timeously or effectively to the labour market.

The official process does not formally take into account the less visible institutional needs and institutional dynamics, which strongly influence the decision making process in informal and undocumented ways. Labour market needs are documented and need to be “proven” while institutional needs and dynamics are not acknowledged overtly but drive the process implicitly. In this case study the decisions to initiate and introduce the new programme were strongly influenced by institutional needs and dynamics. The process does not officially allow institutions to respond to their own needs with regards to the initiation and introduction of new instructional programmes. As a result, avenues are found whereby institutional needs and dynamics are met, using the rhetoric of meeting the needs of the labour market.

In this case study it was shown that the initiation and introduction of a new programme was justified by the rhetoric of satisfying the needs of the labour market whilst, in fact, the institutions were satisfying their own need for growth. The institutions are under pressure to boost student numbers so as to attract more generous funding from the central government. This funding ensures the continued existence of institutions. The initiation and introduction of new programmes were also strongly influenced by the desire of key personnel at these institutions to pursue their own interests.

As a result, the formal documented process operated on one level while being subverted by the informal network of institutional needs and dynamics on another level. This complexity leads to tensions between labour market needs and institutional needs and dynamics. The reality is that Technikons are faced, on the one hand, with pressures to grow and increase student numbers whilst, on the other hand, a lack of funding is making this task almost impossible. Institutions are opting to introduce new programmes that allow key personnel to pursue their own interests and which require the least financial and human investment, in order to respond to political and social demands and at the same time keep themselves financially viable. Therefore, this case study suggests that there is no smooth articulation between the supply of Technikon graduates and labour market needs.

Key Technikon personnel, particularly those in senior positions, for example, the Rectorate, Deans and the Heads of Department have an obligation to the communities they serve to offer programmes which will lead to employment for their graduates. So long as the decision-making process provides weak mechanisms for assessing labour market needs there is a danger that Technikons will tend to offer soft options, that is, programmes which require minimal financial investment and can accommodate large student numbers. This is unacceptable, given the present economic climate and high levels of unemployment in the country.

The problem should not be understood in terms of individuals acting inappropriately or irresponsibly. Rather, the problem should be understood in terms of individuals responding in reasonable ways to an inappropriate and ineffective process.

This research points towards a need to establish more effective mechanisms to assess the needs of the labour market. This will involve the complete revision of the present prescribed process as well as the establishment of an independent body to oversee it.

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**SEMI-STRUCTURED INTERVIEW FORMAT: APPENDIX A.**

1. When was the decision taken to introduce the ND: Education: Home Economics programme?
2. Who was involved in making this decision?
3. How was the decision taken?
4. At what stage in the decision making process were you involved?
5. What was the process of decision making and how did it work?
6. Why was the decision taken to introduce the ND: Education: Home Economics programme?
7. What motivated you to support/not to support this decision? Why/Why not?
8. In retrospect do you think that it was a “good” decision? Why/Why not?
9. What did you understand the “need(s)” to be in this instance? How did you know that?
10. Is there an official process to determine if a “need” exists? If not, how does your institution establish whether a “need” exists or not?
11. How was the “need” determined in this case?
12. What do you perceive the benefits of introducing this programme to be for (a) society and (b) the institution?
13. Why was Home Economics/Hotelkeeping/Needlework singled out for teacher training AT THIS POINT IN TIME?
14. Is this change part of wider curriculum changes?
15. How would you explain that some Technikons have chosen to introduce this course while others have not?

NOTICE OF THE INTENTION TO INTRODUCE OR REVISE AN INSTRUCTIONAL PROGRAMME

APPENDIX B.

Date: .....

To: Vicerector (Academic)  
All Technikon

From: .....

Contact Person: .....

Dear Sirs

You are hereby notified that this Technikon is in the process of initiating the introduction of the following as new degree-worthy instructional programme(s):

B TECH .....

M TECH .....

D TECH .....

Kindly complete the questionnaire in respect of this/these degree programme(s) and return this document

by .....

Yours faithfully

.....

INTRODUCTION OF NEW TECHNIKON DEGREE PROGRAMME(S) : .....

To: .....

From: .....

Contact Person: .....

Date: .....

We are interested in:

(i) offering the newly developed programme(s) in the near future

in respect of the B Tech	YES	/	NO
in respect of the M Tech	YES	/	NO
in respect of the D Tech	YES	/	NO

(ii) participating in the curriculum process

in respect of the B Tech	YES	/	NO
in respect of the M Tech	YES	/	NO
in respect of the D Tech	YES	/	NO

Signature: .....

VICERECTOR: ACADEMIC

APPENDIX C.

DEPARTMENT OF EDUCATION

FORM A / B \*

APPLICATION FOR APPROVAL OF THE  
INTRODUCTION OF A NEW\*/ REVISION OF AN EXISTING\*  
TECHNIKON INSTRUCTIONAL PROGRAMME

Type of qualification and name of the new/revised instructional programme in Afrikaans and English (name a maximum of 80 characters including spaces):

.....  
.....

Name and number of pre-revised programme (if applicable):

.....  
.....

Date submitted by the CTP to the Department of Education:

.....

\* Delete what is not applicable

- NOTES:
- (a) THE NECESSARY ANNEXURES REFERRED TO IN THIS DOCUMENT MUST BE ATTACHED HERETO UNDER THE LETTER IN QUESTION
  - (b) IT IS RECOMMENDED THAT EVERY TECHNIKON PLACES FORM B ON COMPUTER AND ADJUSTS THE SPACES FOR FILLING IN PARTICULARS FOR EACH APPLICATION ACCORDING TO NEED
  - (c) PLEASE PRINT ON ONE SIDE OF THE PAGE ONLY

1. Please furnish the following information:

- (a) The background to this instructional programme:
- (b) A brief, but full justification of the necessity for the introduction/revision of this programme:
- (c) The objectives of this instructional programme:
- (d) The ways in which the relevant personpower needs for the RSA were determined and taken into account:
- (e) The post and vocation for which students are being prepared:

2. (a) Have the comments of all the technikons and the other interested parties been incorporated into this application? Yes/No  
If no, justify briefly:

- (b) Include as Annexure A proof of all the technikons' concurrence with this application (Form B), irrespective of whether they (wish to) offer it or not. If there are any irreconcilable comments, provide a full report on the points at issue.



3. What existing instructional programmes (including their codes):

(a) are effected by this application and should be updated?

Name of instructional programme	Code

[IF A PREREQUISITE INSTRUCTIONAL PROGRAMME IS EFFECTED BY THE REVISION/INTRODUCTION OF A FURTHER INSTRUCTIONAL PROGRAMME, A FORM B IS TO BE SUBMITTED WHICH FULLY EXPOUNDS ALL THE CHANGES TO THE PRECEDING INSTRUCTIONAL PROGRAMME]

(b) may be withdrawn in terms of this application, since they now become obsolete or are being rationalised?

Name of instructional programme	Code

4. Set out the programme structure according to the format below. In the case of National Diplomas the requirements for awarding the corresponding National Certificate and National Higher Certificate must be stated. Furnish the particulars in the table below in respect of each instructional offering. A maximum of 45 characters, including spaces and the level number, may be used for the name of an instructional offering:

NAME OF INSTRUCTIONAL OFFERING (in Afrikaans and English)	CODE	CREDIT VALUE OF INSTRUCTIO- NAL OFFERING	NAME OF PRE- REQUISITE IN- STRUCTIONAL OFFE- RING
Indicate the level of each in- structional offering in roman numerals	For new offerings: CESM code to 2nd order, 3 spaces and level code. For existing offerings indicate full code		
REMARKS WITH REGARD TO THE INSTRUCTIONAL PROGRAMME (Options, compulsory offerings, exit points, etc.)			

5. Are all the Level I instructional offerings at the tertiary level, and do the subsequent levels become progressively more demanding? Yes/No
  
6. Is a description of the contents of the syllabuses for all instructional offerings of this instructional programme available at the CTP? Yes/No
  
7. What are the proportions of instructional offering credits for the various types of subject contents? Furnish the credits to 3 decimal places (not percentages) regarding each instructional offering in the table below. In the case of a higher diploma and B Tech the entire curriculum for the full 4 years is to be provided. The credits for the prerequisite diploma, the B Tech year/higher diploma year, as well as the credits for the curriculum in its totality, must be indicated separately.

The credits for all options are to be indicated. The total credits for every option should be identical, although the A-, B- and C-type subject content of the individual

instructional offerings may differ. If the A-, B- and C-type subject contents are identical for each option, a single representative calculation for the total credits of the instructional programme is submitted. Should the A-, B- and C-type subject content of the options differ, calculations should be furnished for every possible option. If more than six such options occur within a programme, the total credits of six representative calculations are to be furnished. Two of these six calculations should be selected to show the options with the maximum and the minimum values of the A-type subject content. Similarly, four calculations with the maximum and the minimum values of the B-type as well as the C-type subject content should be furnished. These representative calculations should therefore indicate that the total credits of the A-, B- en C-type subject content of all the other possible options will indeed fall within the limits set for that type of instructional programme.

The credits for experiential training are made up of 50% A-type and 50% B-type subject contents. The credits for projects are made up of equal parts of A-, B- en C-type subject contents.

(a) Compulsory offerings:

Instructional offering	A-credits	B-credits	C-credits	Total
TOTAL				

(b) Optional instructional offerings: (Furnish and number the different options in a separate table for each option as indicated below).

Option number ....

Instructional offering	A-credits	B-credits	C-credits	Total
TOTAL				

- (c) Total credits for diploma: (Furnish and number a separate table for each diploma option as indicated below).

Option number ....

Instructional offering	A-credits	B-credits	C-credits	Total
Compulsory Offerings Optional Offerings * Experiential time				
TOTAL				
Limits: Diploma	0 - 0,6	1,8 - 2,4	0 - 0,6	3

\* Number of option at (b) above

- (d) Total credits for Higher Diploma/B Tech: (Furnish and number a separate table for each higher diploma/B Tech option as indicated below).

Option number ....

Instructional offering	A-credits	B-credits	C-credits	Total
Compulsory offerings Diploma * Higher Diploma/B Tech Experiential time				
TOTAL				
Limits Higher Dip	0 - 0,8	2,4 - 3,2	0 - 0,8	4
B Tech	0 - 0,6	2,0 - 2,8	1,2 - 1,6	4

\* Number of option at (c) above



8. State the minimum:

- (a) Credits for formal time:
- (b) Credits for experiential time:
- (c) Total credits (Total time in years)  
(Indicate these credits to one decimal only)

9. State all admission requirements over and above the requirements determined by general policy and the Technikons Act, 1993 (No 125 of 1993):

10. Where applicable, specify:

- (a) The required experiential time:
- (b) How it is structured:
- (c) How the industry is to accommodate it:
- (d) What control will be exercised and by whom:

11. (a) Furnish the expected national student figures per annum:

(b) How are these figures quantified:

12. With which potential employers and organisations was contact made? Enclose their written comments as Annexure B.

Organisation	Name of person	Post occupied	Phone number

13. Which vocational councils/associations/institutes/interest groups regulate this vocation at the national level? Enclose, as Annexure C, their written confirmation of the acceptability of the proposed instructional programme. If

there are points on which they differ, particulars should be included.

Organisation	Name of person	Post occupied	Phone number

14. State the proposed date of introduction of the instructional programme:

15. Recommendation of the application:

(a) Initiating technikon:

.....

(b) Person responsible: .....

Telephone number and code: .....

Fax number and code: .....

(c) Signature of Rector: .....

(d) Date: .....

16. Approval by the Committee of Technikon Principals:

(a) Signature of Executive Director: .....

(b) Date: .....



**APPENDIX D.**

**EVALUATION FORM FOR USE BY TECHNIKON MEMBERS**

**EVALUATION OF TECHNIKON INSTRUCTIONAL PROGRAMMES  
FOR DEGREE-WORTHINESS**

INSTRUCTIONAL PROGRAMME: .....

CONVENOR TECHNIKON: .....

NAME OF EVALUATOR (SPECIALIST WORKGROUP MEMBER) (Please print)

.....

EVALUATOR'S TECHNIKON: .....

DATE: .....

**QUESTIONNAIRE**

QUESTIONS		ANSWERS		
		YES	NO	UNCERTAIN
1	Is sufficient proof submitted to the effect that Commerce or Industry supports the introduction of a degree programme (e.g. a letter or statement from a relevant professional board)?			
2	Does the proposed instructional programme meet the following criteria of degree-worthiness:			
2.1	<u>Career Focus</u> It focuses on a career for which a definite need exists.			
2.2	<u>Equivalence</u> The degree will be equivalent to other recognised degrees as far as status and career opportunities are concerned.			
2.3	<u>Progression in Depth</u> The degree is characterised by a progression in depth in respect of difficulty of the content, original thought, evaluation, problem solving, creativity and other cognitive aspects. An emphasis on specialist subjects in the curriculum endorses the progression in depth.			
2.4	<u>Cognitive Objectives</u> Sufficient provision is made to meet the cognitive objectives as spelt out in Chapter 2 of the CTP manual: "A Framework for the introduction of degrees at technikons".			
2.5	<u>Potential for Further Studies</u> The degree programme has the potential to lead to a further hierarchy of qualifications and independent study (research) in the same or an associated field.			

QUESTIONS		ANSWERS		
		YES	NO	UNCERTAIN
2.6	<p><u>Self-study by Students</u></p> <p>The degree programme will require of students to be engaged in self-study activities, related to the curriculum, outside formal contact time.</p>			
2.7	<p><u>A, B and C Subject Content Values</u></p> <p>The degree programme meets the requirements with regard to subject content values:</p> <p>A-type:           0-15%                      B-type:           50-70%                      C-type:           30-40%</p> <p>(The aforementioned ratios do not necessarily apply to every study year but are applicable for the period of four years as a whole).</p>			
3.	<p><u>Rationalisation of subjects</u></p> <p>Are there indications that rationalisation of subjects has been addressed or will be addressed in the design of the curriculum for the degree programme?</p>			
4.	<p><u>Track record re: higher diplomas</u></p> <p>Is an established higher diploma available in the study field for which a degree programme is considered?</p>			
	<p><u>RECOMMENDATION:</u></p> <p>The instructional programme submitted is evaluated as being degree-worthy and permission is granted for more detailed curriculum development of the programme.</p>			

**FURTHER COMMENTS**

.....

.....

.....

.....

.....  
 SIGNATURE  
 HOD (Programme Head)

.....  
 DATE

Please note: Completed forms must be sent back to the convenor technicians.

**APPENDIX E.**

DEPARTMENT OF EDUCATION

FORM C

APPLICATION TO OFFER A TECHNIKON INSTRUCTIONAL PROGRAMME AS  
PUBLISHED IN REPORT 151

1. TECHNIKON .....
2. INSTRUCTIONAL PROGRAMME .....
3. AS PUBLISHED IN REPORT 151 (..../01) OR THE SUPPLEMENTARY  
REPORT OF ..... 19..
4. PROPOSED DATE OF COMMENCEMENT .....
5. DATE OF APPLICATION .....

SIGNED

.....

RECTOR

- NOTES: (a) THE REQUESTED ANNEXURES REFERRED TO IN THIS DOCUMENT MUST BE ATTACHED HERETO UNDER THE LETTER IN QUESTION
- (b) IT IS RECOMMENDED THAT EVERY TECHNIKON REPRODUCES FORM C ON COMPUTER AND ADJUSTS THE SPACES FOR FILLING IN PARTICULARS FOR EACH APPLICATION ACCORDING TO NEED
- (c) PLEASE PRINT ON ONE SIDE OF THE PAGE ONLY

6. EMPLOYERS AND/OR EMPLOYER BODIES REQUESTING THIS INSTRUCTIONAL PROGRAMME, OR THE NECESSITY THEREFORE (NOT REQUIRED FOR POST-GRADUATE OR POST-DIPLOMA INSTRUCTIONAL PROGRAMMES)

EMPLOYER	PERSON CONTACTED	RANK/LEVEL IN ORGANISATION	TELEPHONE NO
(a)			
(b)			
(c)			
(d)			

NECESSITY.....  
 .....  
 .....  
 .....

7. OPINIONS OF THE RELEVANT PROFESSIONAL BODIES AND SOCIETIES, AS WELL AS INTEREST GROUPS, CONCERNING THE OFFERING OF THE INSTRUCTIONAL PROGRAMME AT THE TECHNIKON (NOT REQUIRED FOR POST-GRADUATE OR POST-DIPLOMA INSTRUCTIONAL PROGRAMMES)

LIST OF BODIES WHOSE COMMENTS ARE ATTACHED

- (a).....  
 (b).....  
 (c).....

(LETTERS TO BE ATTACHED AS ANNEXURE A)

8. SERTEC'S RECOMMENDATION REGARDING THE OFFERING OF THE IN-  
STRUCTIONAL PROGRAMME AT YOUR TECHNIKON

.....

(SERTEC'S SUMMARY STATEMENT TO BE ATTACHED AS ANNEXURE B)

9. ARE YOU AWARE OF ANY OTHER TERTIARY INSTITUTIONS OFFERING  
THIS INSTRUCTIONAL PROGRAMME OR A SIMILAR ONE?

YES/NO: .....

(DETAIL TO BE ATTACHED AS ANNEXURE C)

10. WILL THIS INSTRUCTIONAL PROGRAMME BE OFFERED IN CONJUNCTION  
WITH OTHER INSTITUTIONS?

YES/NO: .....

(IF AFFIRMATIVE, THE CO-OPERATION AGREEMENT(S) IS/ARE TO BE  
ATTACHED AS ANNEXURE D)

(OB221104/941017)



**APPENDIX F.**

**SERTEC**

**Sertifiseringsraad vir Technikononderwys  
Certification Council for Technikon Education**

Kamer / Room 216 B, SNO-gebou / FPO bld., Mering Staudeweg / Rd., Brummenis, ☎ 20073, Alkatriem: 0006 • Tel: (012) 86-2160 • Faks / Fax: (012) 86-1012  
Pretoria • Republiek van Suid-Afrika / Republic of South Africa

Navrae / Enquiries **Dr D J Jacobs**

Verw. / Ref. **3/1/5/15**

26 October 1995

Acting Rector  
Technikon  
P O Box 1421  
EAST LONDON  
5200

Dear Prof.

**EVALUATION OF TECHNICON INFRASTRUCTURE:**

**N DIP: EDUCATION: HOME ECONOMICS**

With reference to your request for evaluation by SERTEC of the infrastructure of your technikon with a view to the offering of the above-mentioned instructional programme, I report hereby on the decision of the Academic Committee of Council, as follows:

Your technikon has the necessary infrastructure to be able to offer the above-mentioned instructional programme successfully.

Kind regards

**DR D J JACOBS**  
EXECUTIVE DIRECTOR