PLANNING EDUCATIONAL REFORMS IN 
BOPHUTHATSWANA 
AN EVALUATION

LEFENTSE D MALOPE

B.A, B.Ed, S.A.T.D.

Thesis submitted in part-fulfilment of the requirements for the degree Magister Educationis.

Supervisor: Prof. H J Steyn

POTCHEFSTROOM
1992
DECLARATION

I declare that this dissertation for the degree of Master of Education in the Potchefstroom University for Christian Higher Education, hereby submitted by me, has not previously been submitted by me for a degree at this or at another university, and that it is my own work in design and in execution, and that all sources referred to have been acknowledged.
ACKNOWLEDGEMENTS

The unflinching support and encouragement of a number of persons in the execution of this study is acknowledged with sincere gratitude.

I am greatly indebted to the Bophuthatswana Education Department whose commission reports and annual reports were readily made accessible to me to serve as cornerstone for this study.

The University of Bophuthatswana librarian Mr D.O. Bampoe and Mr Makasa Nkonde, are thanked for their readiness to assist me with available resource materials. Their response to my requests were characterized by promptness and politeness.

To Miss Franscina Mvana, who devotedly and painstakingly sifted through my handwritten manuscript and produced this final draft, I record here my deepest gratitude.

My sincere gratitude also goes to Messrs D. Rangaka and S.T. Modesto for the care they took to edit this work.

A word of gratitude to my supervisor, Prof Dr H J Steyn who offered me valuable guidance and advice until the completion of this study.

A final word of sincere thanks to my husband, Melato, for his understanding, loving kindness and unflinching support. His constant reminder to me were in the words of Orata, P P:

"The only way to start is to start, and the place to start is right here with what we have and with even a negative quantity. We cannot wait for experts to come, or for money to be appropriated or for certain things to be done for us. Had we waited, we could still be waiting. Our only capital was ourselves, our health, our determination to succeed ..." (Bishop, 1986 : 19)

Hlapogadi'a Mametsa.
Abstract

This study is concerned with the bold attempt by the government of the new Republic of Bophuthatswana to reform the entire educational system to be in line with the identified needs and noble aspirations of the new nation. This task began in 1979 based on the recommendations of the National Education Commission report which was tabled in August 1978.

Considering the elaborate planning and preparation that must precede any educational change, innovation and reform, the contention is that not much attention and time was given to the planning process per se. Most of the recommended changes were implemented immediately, some piece-meal and others in an unco-ordinated manner.

The study discusses some of the developments within the broad educational spectrum, indicating noteworthy achievements and accompanying problems. Some of the problems can be traced to the lack of clearly articulated reform goals and objectives: the absence of a national planning unit to co-ordinate the envisaged reforms in line with the overall national development plan. This would ensure that educational reforms are not seen in isolation but as part of other overall socio-political and socio-economic developments. The absence of a change agent to manage the change process, to sensitize the communities to the need for change and to get them to participate fully in the reform process, was partly responsible for some of the identified problems. Also the lack of a well-conceived model and strategy for planning educational reforms as well as a built-in mechanism to monitor progress and provide feedback are highlighted.

Finally, the study indicates how some aspects of the educational system were remarkably improved inspite of the perceived lack of proper planning. A stable educational system evolved based on the new philosophy of education for Popagano. The formal school system experienced remarkable growth resulting partly from the committed involvement by the communities in providing classroom accommodation and the funding of educational projects where the
need arose. The child-centred approach revolutionized teaching in the primary school and its successful implementation will serve as a model for neighbouring countries. The ten-year period under review also saw the upgraded professional training of teachers and the establishment of a university for which the communities voluntarily donated cash or in kind and which was a major milestone in the educational development of the country.

In conclusion, a model for planned educational reform is proposed as a mechanism that will bring most of the envisaged improvements in the educational system to fruition.
Samevatting

Die studie handel oor die moedige poging van die regering van die nuwe Republiek van Bophuthatswana om die hele onderwysstelsel te hervorm ooreenkomstig die geïdentifiseerde aspirasies van die nuwe nasie. Hierdie taak het in 1979 begin, gebaseer op die aanbevelings van die Nasionale Onderwyskommissie-verslag wat voorgeleê is in Augustus 1978.

Met in agneming van die uitgebreide beplanning en voorbereiding wat enige opvoedkundige verandering, of hervorming, moet voorafgaan, kan die afleiding gemaak word dat nie baie aandag en tyd aan die beplanningsproses op sigself bestee was nie. Meeste van die aanbevolle veranderinge is onmiddelik geïmplementeer, sommige stuksgewys en ander op 'n ongekoördineerde wyse.

Die studie bespreek sommige van die ontwikkelinge binne die breë opvoedkundige spektrum, met aanduiding van die noemenswaardige prestasies en die meegaande probleme. Sommige van die probleme kan teruggevoer word na die gebrek aan duidelike doelstellingen en doelwitte en die afwesigheid van 'n nasionale beplanningseenheid om die beoogde hervormings te koördineer met die nasionale ontwikkelingsplan. Dit sou verseker het dat die opvoedkundige hervormings nie in isolasie gesien word nie, maar as deel van ander sosio-politieke en sosio-ekonomiese ontwikkelinge. Die afwesigheid van 'n veranderingsagent om die proses van verandering te beheer, om die gemeenskap gereed te maak vir die veranderinge en om hulle tot volle deelname aan die hervormingsproses te oorredo, was gedeeltelik verantwoordelik vir sommige van die geïdentifiseerde probleme. Ook die gebrek aan 'n oorwoë model en strategie vir die beplanning van onderwys-hervormings, asook 'n meganisme om vordering te monitor en terugvoering te gee, word na vore gebring.

Laastens, dui die studie aan hoe sommige aspekte van die onderwysstelsel merkbaar verbeter het ten spyte van die gebrek aan deeglike beplanning. 'n Stabiele onderwysstelsel het ontwikkel, gebaseer op die nuwe beskouing van onderwys vir Popagano. Die formele skoolstelsel het merkbare groei getoon,
ook as gevolg van die betrokkenheid van die gemeenskappe in die verskaffing van klaskamer akkommodasie en die finansiering van onderwys-projekte. Die kindgerigte benadering het 'n omwenteling teweeggebring in die primêre onderwys en het gedien as 'n model vir aangrensende lande. Die tienjaar tydperk onder bespreking het ook die verbeterde professionele opleiding van onderwysers en die totstandkoming van 'n universiteit, gesien. Dit was 'n belangrike mylpaal in die onderwysontwikkeling van die land.

Ter afsluiting word 'n beplande model vir opvoedkundige hervorming voorgestel as 'n mekanisme wat die meeste van die beoogde verbeterings vir die opvoedkundige sisteem sal bewaarheid.
# TABLE OF CONTENTS

## CHAPTER I

<table>
<thead>
<tr>
<th>1.</th>
<th>INTRODUCTION</th>
<th>1</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1</td>
<td>ORIENTATION AND PROBLEM OF STUDY</td>
<td>1</td>
</tr>
<tr>
<td>1.2</td>
<td>THE AIM OF THIS STUDY</td>
<td>3</td>
</tr>
<tr>
<td>1.3</td>
<td>DELIMITATION OF THE FIELD</td>
<td>3</td>
</tr>
<tr>
<td>1.4</td>
<td>DEFINITION OF TERMS</td>
<td>4</td>
</tr>
<tr>
<td>1.4.1</td>
<td>Change</td>
<td>4</td>
</tr>
<tr>
<td>1.4.2</td>
<td>Innovation</td>
<td>4</td>
</tr>
<tr>
<td>1.4.3</td>
<td>Reform</td>
<td>4</td>
</tr>
<tr>
<td>1.4.4</td>
<td>Planning</td>
<td>5</td>
</tr>
<tr>
<td>1.5</td>
<td>METHOD OF RESEARCH</td>
<td>5</td>
</tr>
<tr>
<td>1.6</td>
<td>CONTENT OF THE STUDY</td>
<td>6</td>
</tr>
<tr>
<td>1.7</td>
<td>CHAPTER SUMMARY</td>
<td>6</td>
</tr>
</tbody>
</table>
## 2. PLANNING EDUCATIONAL CHANGE AND REFORM

### 2.1 INTRODUCTION

### 2.2 DISTINGUISHING EDUCATIONAL INNOVATION, CHANGE AND REFORM

#### 2.2.1 Innovation

#### 2.2.2 Change

#### 2.2.3 Reforms

### 2.3 CATEGORIES OF EDUCATIONAL CHANGE

### 2.4 TYPES OF EDUCATIONAL CHANGE

#### 2.4.1 Substitution

#### 2.4.2 Alteration

#### 2.4.3 Addition

#### 2.4.4 Restructuring

#### 2.4.5 Elimination of behavioural patterns and habits

#### 2.4.6 Reinforcing old behaviours

### 2.5 BASIC ASSUMPTIONS ABOUT CHANGE

#### 2.5.1 Change is a process, not an event

#### 2.5.2 Change is made by individuals first

#### 2.5.3 Change is a highly personal experience
2.5.4 Change entails multilevel developmental growth 13
2.5.5 Change is better understood in operational terms 13
2.5.6 Change facilitation must suit individual needs 13
2.5.7 Change efforts should focus on individual not on innovation 14

2.6 PLANNING THE EDUCATIONAL CHANGE AND REFORM 14
2.6.1 Types of educational planning 14
2.6.1.1 Centralised planning 15
2.6.1.2 Decentralised planning 15
2.6.1.3 Participatory planning 16
2.6.1.4 Strategic planning 17
2.6.1.5 Tactical planning 17
2.6.2 Change as a reform process 18
2.6.2.1 Assessing current practice and issuing directives for change and reform 18
2.6.2.2 Stage of preparation and exploration of options 19
2.6.2.3 Stage of approval and adoption 19
2.6.2.4 Stage of implementation 20
2.6.2.5 Evaluation and institutionalisation

2.7 MODELS FOR PLANNED EDUCATIONAL CHANGE AND REFORM

2.7.1 Research, development and diffusion model

* Research 22

* Development 23

* Diffusion 23

* Adoption 23

2.7.2 Social-interaction Model

* Awareness of innovation 25

* Interest 25

* Evaluation of appropriateness 25

* Trial 25

* Adoption 25

2.7.3 The problem-solving model

* The development of a need for change 26

* Establishment of a change relationship 27

* Diagnosis of the client system's problems 27

* Examination of alternative routes and goals 27

* Transformation of intentions into actual change efforts 27
*The generalization and stabilization of change 28

*Achievement of the terminal relationship 28

2.7.4 The power-coercive strategy 28

2.7.5 The planned-linkage strategy 29

2.7.6 The systematic strategy 29

2.8 CONSTRAINTS IN PLANNING AND IMPLEMENTATION OF EDUCATIONAL REFORM 30

2.8.1 Personality traits that militate against change 30

*Homeostasis 30

*Habit 30

*Primacy 30

*Selective perception and retention 31

*Dependence 31

*Super-ego 31

2.8.2 Input factors from outside the education system which inhibit change 31

*Resistance from the environment 31

*Incompetence of outside agent 32

*Overcentralization 32

- v -
2.8.3 Output factors that militate against change

- Teacher defensiveness
- Absence of change-agent or linking-pin
- Confused goals
- Lack of rewards for innovation
- Uniformity of approach
- Difficulty in diagnosing weaknesses
- Focus on present commitment and level of accountability
- Lack of enterpreneurial models

2.8.4 Political constraints

- Fusion of political and technical decisions
- Lack of clear educational objectives
- Politicization of knowledge

2.8.5 Administrative constraints

- Overcentralized administration
- Lack of co-ordination
- Fragmentation of the school system

2.9 CHAPTER SUMMARY
<table>
<thead>
<tr>
<th>CHAPTER 3</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>3. AN EXPOSITION OF THE RECOMMENDED EDUCATIONAL REFORMS IN BOPHUTHATSWANA (1978-1988)</td>
<td>40</td>
</tr>
<tr>
<td>3.1 INTRODUCTION</td>
<td>40</td>
</tr>
<tr>
<td>3.2 PHILOSOPHICAL PREMISES OF EDUCATION FOR POPAGANO</td>
<td>40</td>
</tr>
<tr>
<td>3.2.1 The concept of education for Popagano</td>
<td>41</td>
</tr>
<tr>
<td>3.2.2 Goals of education for Popagano</td>
<td>41</td>
</tr>
<tr>
<td>3.2.2.1 The individual child as pivot</td>
<td>42</td>
</tr>
<tr>
<td>3.2.2.2 Mutual moulding of individual by individual</td>
<td>43</td>
</tr>
<tr>
<td>3.2.2.3 The nurturing of a national identity</td>
<td>43</td>
</tr>
<tr>
<td>3.2.2.4 Exploitation of the economic potential to the fullest</td>
<td>43</td>
</tr>
<tr>
<td>3.2.2.5 Equality amongst all men</td>
<td>44</td>
</tr>
<tr>
<td>3.3 THE PROMULGATION OF THE NEW BOPHUTHATSWANA EDUCATION ACT: ACT NO. 2 OF 1979</td>
<td>44</td>
</tr>
<tr>
<td>3.4 REFORMS IN EDUCATIONAL ADMINISTRATION AND CONTROL</td>
<td>46</td>
</tr>
<tr>
<td>3.4.1 The District Education Council</td>
<td>46</td>
</tr>
<tr>
<td>3.4.2 The National Education Council</td>
<td>47</td>
</tr>
<tr>
<td>3.4.3 The Curriculum and Examination Council</td>
<td>48</td>
</tr>
<tr>
<td>3.5 STRUCTURAL REFORMS AND INNOVATIONS IN THE SCHOOL SYSTEM</td>
<td>49</td>
</tr>
</tbody>
</table>
3.5.1 The introduction of early childhood education
3.5.2 The restructuring of the school pattern
3.5.3 Reforms at primary school level
3.5.4 Reforms at secondary school level
3.5.4.1 The new middle school level
3.5.4.2 The high school level
3.6 REFORMS IN HIGHER EDUCATION
3.6.1 Reforms in the professional training of teachers
3.6.1.1 Introduction of new teacher-training programmes
3.6.1.2 Creation of a one-year primary teacher's course
3.6.1.3 The establishment of a university
3.6.1.4 The education of adults
3.7 A NEW IMPETUS IN TECHNICAL AND COMMERCIAL EDUCATION
3.8 INNOVATIONS WITH REGARD TO GENERAL SUPPORT SERVICES
3.8.1 School library services
3.8.2 Educational journal
3.8.3 Psychological, guidance and counselling services 60
3.8.4 Teachers’ resource centres 60
3.8.5 Allocation of bursaries 60
3.9 CHAPTER SUMMARY 61
4. AN EVALUATION OF THE EDUCATIONAL REFORMS: SUCCESS AND FAILURE OF THE PLANNING PROCESS

4.1 INTRODUCTION

4.2 RESEARCH, DEVELOPMENT AND DIFFUSION MODEL: APPLICATION

4.2.1 The stage of research

4.2.2 The stage of development

4.2.3 The stage of diffusion

4.2.4 The stage of adoption

4.3 SUCCESSES AND FAILURES OF THE REFORM PROCESS

4.3.1 Successes

4.3.1.1 Rapid growth of the school system

4.3.1.2 The launching of the teacher’s academic upgrading programme

4.3.1.3 Impact of the one-year primary teacher’s course

4.3.1.4 Developments in tertiary education

4.3.1.5 Provision of adult literacy and basic skills training courses to adults

4.3.1.6 Growth in technical education

- x -
<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.3.1.7</td>
<td>Establishment and provision of support for school and community libraries</td>
<td>72</td>
</tr>
<tr>
<td>4.3.1.8</td>
<td>Developments in psychological services</td>
<td>73</td>
</tr>
<tr>
<td>4.3.1.9</td>
<td>Establishment of teachers resource centres</td>
<td>73</td>
</tr>
<tr>
<td>4.3.2</td>
<td>Failures</td>
<td>73</td>
</tr>
<tr>
<td>4.3.2.1</td>
<td>Shortage of qualified teachers</td>
<td>74</td>
</tr>
<tr>
<td>4.3.2.2</td>
<td>Lack of sufficient and appropriate classroom accommodation</td>
<td>74</td>
</tr>
<tr>
<td>4.3.2.3</td>
<td>Absence of a change agent and a programme for reform in the middle school</td>
<td>75</td>
</tr>
<tr>
<td>4.3.2.4</td>
<td>Uncontrolled proliferation of high schools</td>
<td>76</td>
</tr>
<tr>
<td>4.3.2.5</td>
<td>Decline in the performance of students in the matriculation examination</td>
<td>76</td>
</tr>
<tr>
<td>4.3.2.6</td>
<td>A decrease in enrolment in crucial curricular options</td>
<td>76</td>
</tr>
<tr>
<td>4.4</td>
<td>THE PRIMARY EDUCATION UPGRADING PROJECT: A CENTRE-PERIPHERY APPROACH BASED ON THE R, D AND D PLANNING MODEL</td>
<td>77</td>
</tr>
<tr>
<td>4.4.1</td>
<td>Introduction</td>
<td>77</td>
</tr>
<tr>
<td>4.4.2</td>
<td>Research and diagnosis of the client system’s problems</td>
<td>77</td>
</tr>
<tr>
<td>4.4.3</td>
<td>Creating awareness and building a change relationship</td>
<td>78</td>
</tr>
</tbody>
</table>
4.4.4 Choosing a solution and acquiring relevant resources

4.4.5 Diffusion and gaining acceptance

4.4.6 Adoption and institutionalization

4.5 CHAPTER SUMMARY
### CHAPTER 5

**SUMMARY AND RECOMMENDATIONS**  

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.1 INTRODUCTION</td>
<td>84</td>
</tr>
<tr>
<td>5.2 AIM OF RESEARCH</td>
<td>84</td>
</tr>
<tr>
<td>5.3 METHOD OF RESEARCH</td>
<td>84</td>
</tr>
<tr>
<td>5.4 STRUCTURAL OVERVIEW</td>
<td>85</td>
</tr>
<tr>
<td>5.5 AN IMPLEMENTATION STRATEGY FOR PLANNED EDUCATIONAL CHANGE AND REFORM</td>
<td>85</td>
</tr>
<tr>
<td>Step 1 Diagnosis of the problem</td>
<td>86</td>
</tr>
<tr>
<td>Step 2 Formulation of the objectives</td>
<td>86</td>
</tr>
<tr>
<td>Step 3 Identification of constraints and needed resources</td>
<td>86</td>
</tr>
<tr>
<td>Step 4 Selection of potential solutions</td>
<td>87</td>
</tr>
<tr>
<td>Step 5 Evaluation of alternative solutions</td>
<td>87</td>
</tr>
<tr>
<td>Step 6 Implementation of the selected alternative</td>
<td>87</td>
</tr>
<tr>
<td>Step 7 Evaluating and providing feedback</td>
<td>88</td>
</tr>
<tr>
<td>5.6 CONDITIONS FOR SUCCESSFUL CHANGE AND REFORM</td>
<td>88</td>
</tr>
<tr>
<td>5.6.1 Infrastructure</td>
<td>88</td>
</tr>
<tr>
<td>5.6.2 Authority</td>
<td>89</td>
</tr>
<tr>
<td>5.6.3 Consensus</td>
<td>89</td>
</tr>
</tbody>
</table>