

CHAPTER IV

AN EVALUATION OF THE EDUCATIONAL REFORMS : SUCCESS AND FAILURE OF THE PLANNING PROCESS

4.1 INTRODUCTION

After a description of the recommended changes, innovations and reforms that occurred within the Bophuthatswana educational system on the recommendation of the National Education Commission, the success and failures achieved will be evaluated against the strategies and models of planning education reforms as described in Chapter 2 of this work.

The whole evaluation exercise centres around two main questions : whether the recommended reforms, changes and innovations were implemented according to any specific guidelines; or whether their implementation made any significant difference (Freeman, 1980 : 19).

The researcher tends to agree with De Clercq (1984 : 24) that the educational priorities of Bophuthatswana were not made explicit by the National Education Commission. The report recommended a broad redesign of the whole formal educational system from early childhood to university without specifying any order of priorities.

In view of the fact that some of the root causes of failure in the education system may hinge on the socio-political, economic and socio-cultural factors there is a need to transform not only the school system but all others agencies which are responsible for transmitting knowledge and skills (Saha & Fagerland, 1989 : 166). Where the school system alone has been the focus of reform to the exclusion of the milieu in which it operates, reform has failed to achieve the intended effect. For this reason, the Botswana Educational Commission (Botswana Government, 1977 : 9) had to analyze the rapidly changing social and economic context

in order to establish the problems and challenges it posed on the education system.

De Clercq (1984 : 23) aptly remarks that:

"Education does not operate in a vacuum and too often educational analysts confine themselves to the education system per se. Education plays a role within the broader political, economic and social context. ... it is clear that educational reforms will have implications for Bophuthatswana's own internal economy but also for the wider South African economy because a large proportion of Bophuthatswana educational output ends up in the South African market."

For the purpose of this study, the comprehensive evaluation will be applied only to determine whether or not the reform in general was carried out as intended. The R,D and D model (see par 2.7.1 (in Chapter II) will be used in par 4.2 to reach this aim. The second aspect of impact evaluation, which is meant to assess whether or not the reforms resulted in changes or modifications in behavioural patterns consistent with the new philosophy of education for Popagano, will be assessed only in relation to the Primary Education (see par 4.4).

The reform of the education system of Bophuthatswana represents a profound attempt to refocus the whole basis of the education in line with a changed life-and-world view. Even though significant aspects of the education system remained unaltered, there is a marked growth in response to the demands of human progress and the conditions necessitated by the independence of the Bophuthatswana nation.

4.2 RESEARCH, DEVELOPMENT AND DIFFUSION MODEL : APPLICATION

Assuming that education at all levels was beset with many

problems, the Bophuthatswana Government established the First National Education Commission and authorised it to make an impartial and broad study of the education system in existence with a view towards drastic reform (See par 2.7.1 of (Chapter II; par 1 of Chapter I). The Commission held discussions with the users in the community to establish the perceived and real need for change.

According to the R, D and D model, reforms and innovations emanate from an assumption that the user has a need that requires a change in the educational system. The model accentuated the fact that there is a conceiver of the need for change who then researches and investigates the actual need, develops and designs solutions to address the identified need (See par 2.7.1 of Chapter II).

According to Bishop (1986 : 4) any strategy for change has to begin with a recognition that the existing system is malfunctioning. Many innovations and reforms fail when the change-agent is uncertain of what problems are to be tackled. The need exists therefor to ascertain whether a real and tangible problem exist as against a vague yet unspecified dissatisfaction.

For this reason, the report of the Commission itself which identified the need for a new, concept of education based on the philosophy of Popagano, was the culmination of several discussions, deliberations, investigations, conferences with teachers, principals, inspectors, members of the public and contributions from academics at universities in the Republic of South Africa and from overseas countries (Bophuthatswana Government, 1978 : XIV).

4.2.1 The stage of research

In order to create a general awareness of the need for change or a dissatisfaction with the existing education system as indicated by Government, debates, interviews, seminars and surveys

conducted by the commissioners were aimed at established the true perceptions and concerns of a cross-section of the community (see also Havelock, 1973 : 13).

Flores (1981 : 29) succinctly puts it:

"An educational innovation that aims to make drastic changes in the established system must be explained and sold to all those who control, operate and use the system".

4.2.2 The stage of development

This stage embraces the formulation of well-defined objectives and procedures to address the identified need. In Chapter III and attempt was made to indicate the speed with which most of the reforms ensued, some already in 1979, barely a year after the Commission Report was tabled (see par 3.4.3; 3.5.3; 3.6.1.1; 3.6.1.3). This was contrary to Bushnell's and Rappaport's (1971 : 12) advice that once a change-agent has identified the real problems to be addressed, he sets clear goals as broad general statements of the educational system's long-term purpose as well as educational objectives as specific, tangible statements. The objectives need to be stated in behavioural terms so that the change-agent knows exactly what is to be done, how it is to be done and the proficiency with which it has to be done.

Husen (in Bienayme, 1989 : 243) remarks that a great deal of time, estimated in 5 or 10 year plans is necessary to allow the reform process to progress through all the stages, from the formulation of objectives through to the institutionalization of the reforms.

The recommended discontinuation of the planning unit within the Department of Education (Bophuthatswana Government, 1978 : 52) which was responsible for the co-ordination of all planning aspects, was an unfortunate event. Coupled with the transfer of the planning responsibility from the Chief Education Planner and

Education Planners to Chief Education Officer and Education Officers respectively it resulted in the total elimination of a vital unit, that would have been instrumental in the design of strategic and tactical plans, formulation of reform objectives and the supervision of the implementation of the reform process (see par 2.6.1.4 and 2.6.1.5).

Delay in the release of a White Paper or decree by Government to serve, not only as a stamp of approval for the recommended reforms, but as authorization of the Ministry of Education to plan, prioritise and implement the reforms was in the opinion of the researcher a real draw-back (see also Holmes, (ed), 1983 : 243). Such approval would have enabled the planning unit to recruit and train staff, to set up the recommended work groups, national and local steering units to get the communities actively involved in the adoption, initiation and implementation of the reforms. Long-term and short terms strategies would have been designed, and acceptance campaigns to pilot or launch the reforms would have been organized (see also Flores, 1981 : 30-31). The overall costing of the reform process to assess the non-quantifiable, non-monetary as well as the financial and human resources on a five to ten year plan, would have received high priority. (Bophuthatswana government, 1986 : 10; De Clercq, 1984 : 24).

4.2.3 The stage of diffusion

In the absence of a national co-ordinating committee to act as change-agent, to prioritise and structure the reform programmes for the different areas of the education system, the dissemination of the reform process did not materialise. With exception of the Primary Education Upgrading Project, the other reforms did not enjoy widespread awareness among the users.

The following work-groups which were recommended by the National Education Commission with a view to:

- determine the liaison between the Department of Education, Health and Social Welfare and set out procedures, approaches, methods, admission criteria and the financing of early childhood education (Bophuthatswana Government, 1978 : 29),
- work out the details of how to implement the recommendations on medium of instruction so as to avoid disappointment, frustration and failure of the policy on medium of instruction (Bophuthatswana Government, 1978 : 40),
- follow-up the recommended reforms to Technical Education (Bophuthatswana Government, 1978 : 168),
- consider the financing of education and carry out the costing of a 5 to 10-year plan to achieve the reform activities (Bophuthatswana Government, 1978 : 100),
- initiate projects, advise and co-ordinate activities aimed at Community Development (Bophuthatswana Government, 1978 : 84),

were not established.

The Teacher Education Board was established in 1982 to plan for the upgrading of the professional training of teachers in line with the recommendation of the Commission (De Clercq, 1984 : 14).

The Primary Education Upgrading Project was launched in 1979 pioneered by the project leader - Mrs G C Bodenstein and a group of six principals who can rightly be regarded as the first co-ordinating committee (Lehobye, 1992 : 11).

4.2.4 The stage of adoption

This is the final stage of the Research, Development and Diffusion model. It begins with the launching of pilot projects

to trial whatever innovation or solution has been selected until such innovation has been completely integrated and assimilated in the normal operation of the organization. (see par 2.7.2.4; Crossley, 1984 : 535).

Except for the Primary Education Upgrading Project, the establishment of the National Education Council, the upgraded professional training of teachers and the establishment of the University whose planning committees were in place to draw elaborate plans of action; the other developments referred to in Chapter III occurred in an unco-ordinated manner.

4.3. SUCSESSES AND FAILURES OF THE REFORM PROCESS

4.3.1 Successes

The following areas will depict the successful interventions undertaken to reform the educational system.

4.3.1.1 Rapid growth of the school

It was the strong demand for educational opportunities rather than any planned programme that determined the remarkable expansion of the school system discernible in the increased pupil population, teacher supply and classroom accommodation in both primary and secondary education over the ten-year period under review, as depicted in Table I and II below:

TABLE I**Primary school enrolment and provisions**

	1977	1988
Enrolment	335 579	356 589
No. of Teachers	5 606	10 153
Pupil-Teacher ratio	60:1	35:1
No. of classrooms	4 968	7 796
Pupil-classroom ratio	67:1	46:1

TABLE II**Secondary (middle and high) school enrolment and provisions**

	1977	1988
Enrolment	64 650	84 763
Teachers	1 894	6 025
Pupil-teacher ratio	34:1	33:1
Classrooms	1 330	4 464
Classroom-Pupil ratio	49:1	42:1

Source: 1977 Annual Report, 8-10, 15-16; De Clercq, 1984 : 35-37.

The absence of a change agent and the recommended work-groups referred to in par 4.2.3 resulted in unplanned interventions which were not so successful. Hence a decline in the performance

of students in both standard 7 and matric examinations was experienced (see par 4.3.2.3 and 4.3.2.5). For this reason, one tends to agree with the remarks made by Lyons as quoted by McCaig (1981 : 73) that in most educational reforms:

"... action had often been taken too hastily and administrators had not been ready for the reform which had been imposed on them from above."

4.3.1.2 The launching of a teacher's academic upgrading programme

In an attempt to address the plight of the academically underqualified teachers in the service of the Department of Education, the academic upgrading programme was launched in 1980. This programme, sponsored by the Anglo-American Chairman's Fund, was a deliberate opportunity created as a substitute (see par 2.4.1 of (Chapter II) for the normal full-time study for a Matric qualification by serving teachers. Registered teachers were exempted from extra-mural activities in order to attend classes in the afternoons. The project was in operation in 6 learning centres with an enrolment of 1311 (Bophuthatswana, Department of Education, 1980 : 9).

The success of the project can be gleaned from the fact that the number of primary school teachers without matric dropped from 70% in 1982 to 54% in 1988 (Bophuthatswana, Department Department, 1988 : 32).

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

The interim measure to train teachers who are in service through a reduced crash course, produced good results. The number of Std 8 teachers without a teaching qualification dropped from 568 in 1979 to 325 in 1989 (Bophuthatswana, Department of Education, 1979 : 21; 1989 : 45).

4.3.1.4 Development in tertiary education

From the small and humble beginnings of the university which opened on 20 April 1980 with an enrolment of 227 students, 20 academic and 12 administrative staff members, the 1988 annual report indicates a total of 187 academic staff, 63 control staff and 507 support staff members, while the student body stood at 1324 (Bophuthatswana, Department of Education, 1980 : 10; 1988 : 93-97). The university output of diplomates and graduates from the five schools of Management and Administration; Agriculture; Education; Health and Social Sciences and Law stood at 972 in 1988 (University of Bophuthatswana, 1992 : Unpublished Records).

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

In response to the challenge of illiteracy, an Adult Education section was established as an additional section in the Department of Education (see par 2.4.3 of Chapter II) and received an impetus through the appointment of an officer to place life-long education on a sound footing. The need to upgrade clerks, nurses and teachers who could not be absorbed into the Teacher Academic Upgrading Project led to the establishment of Adult Education Centres with Mmakau, the biggest centre with an enrolment of 649 and staff of 21 already in 1979. This new opportunity of self improvement saw the enrolment at such centres grow from 17306 in 1979 to 21227 in 1988 (Bophuthatswana, Department of Education, 1979 : 8; 1988 : 46). The variety of courses offered at these centres include among others, needlework and dressmaking which culminates in an annual national fashion parade; metal work, motor mechanics, carpentry, brickwork, plumbing and other vocational skills training.

4.3.1.6 Growth in technical education

Already in 1981 6 institutes offering trade training were in existence. The trade school in Mothibistad had 40 students

registered and Technical Matriculation was offered at President Mangope Technical and Commercial High School in Tlhabane. A 13-week crash course to train skilled workers was introduced at the Babelagi Industrial School. Builders, carpenters, sheetmetal workers and welders emerged from this venture. The same training course was started at the Mafikeng Industrial Trade Training Centre.

Besides the training in secretarial services and fashion design which was offered at M Setlogelo Technikon, vocational training for girls was also offered at Direpotsane Vocational School at Phokeng (Bophuthatswana, Department of Education, 1981 : 9).

Within the 10 year period under review, growth in technical and commercial education has reached a significant level with the introduction of related streams into middle schools in the Mankwe, Marapyane and Kudumane Circuits. Teachers for these Middle Schools were trained at Indumiso College of Education, Pietermaritzburg having received study leave with pay from the Department. A similar privilege was awarded teachers for the technical high schools who were being trained at Technikon Northern Transvaal, Soshanguve.

The introduction of manual technical and technological education in the school system would, according to Tournier, (1980 : 284)

"... enhance the education of the hands and sensory capacities ... and would develop more rounded personalities."

4.3.1.7 Establishment and provision of support for school community libraries

Subsequent to the recommendations regarding National Library Services, community libraries were established in the remote areas of Lehurutshe, Taung, Thaba Nchu, Tlhabane and Tlharo-Tlhaping in 1982, which were removed from Unisa and the State

Library in Pretoria (Bophuthatswana, Department of Education, 1982 : 18). In 1984, funding for a library building project for Garankuwa estimated at R700 000 was being negotiated with the Bophuthatswana Foundation (Bophuthatswana, Department of Education, 1984 : 36). From its first budget of R100 000 in 1982, the National Library Service increased the school library allocation from R5 000 to R20 000. It is from this growing allocation that books and library furniture are being supplied to the high and middle schools (Bophuthatswana, Department of Education, 1982 : 19). Apart from the central purchasing of books by the National Library Services, Colleges of Education were allocated R25 000 for their independent purchase in 1987 (Bophuthatswana, Department of Education, 1987 : 53).

4.3.1.8 Developments in psychological services

The remarkable growth and development within the Psychological Services range from training teachers in the assessment of children with learning problems, careers information exhibition for Std 7 and Std 10 students to the introduction and training of teacher counsellors for each of the high schools in most of the Education Circuits (Bophuthatswana, Unpublished Education Report, 1989 : 35-45).

4.3.1.9 Establishment of teachers' resource centres

Resource centres were established in Mmabatho, Mafikeng, Mabopane, Lehurutshe and Kudumane with a focus on Early Childhood Education. While the building costs are shouldered by the communities, the Department of Education equips and allocates grants for the teaching and administrative staff.

4.3.2 Failures

Despite the perceived growth of the school system (see par 4.3.1.1 of (Chapter IV) and the remarkable successes achieved in reforming certain areas of the education system (see par 4.3.1.2-

4.3.1.9 of (Chapter IV) the following failures emerge which indicate the lack of proper planning:

4.3.2.1 Shortage of qualified teachers

In order to address the need for teachers qualified in Early Childhood Education, a Teachers Diploma for Early Childhood Education was introduced at Tlhabane College of Education in 1982 which until in 1988 had been able to supply a maximum of 60 diplomates for all the 17 Education Circuits (Bophuthatswana, Department of Education, 1987 : 20; 1988 : 21). The establishment of early learning centres had far outstripped the supply of qualified teachers, an aspect that could be ascribed to lack of appropriate planning for this innovation.

Teaching in the grade classes required qualified and experienced teachers capable of understanding the implications of developmental psychology, who would easily adapt to the demands of the child-centred approach.

4.3.2.2 Lack of sufficient and appropriate classroom accommodation

The abolition of double sessions and the platoon system in the 838 primary schools in 1979, 830 of which were community schools, necessitated the building of 2600 new classrooms to accommodate the school-beginners, of which only 1458 were provided for by 1985 (Bophuthatswana Government, 1986 : 50). Instead of getting to grips with the new teaching approach, teachers were involved in persuading and coercing communities to build more schools. This responsibility to implement the child-centred approach while simultaneously motivating parents to erect better facilities and upgrading practising teachers proved a great challenge to the innovators.

With reference to the middle school level it was established that

- few classrooms were built at the middle schools and classes were overcrowded with the classroom : pupil ratios of 1:65 and 1:66 in Mabopane and Ditsobotla circuits respectively;
- where primary schools were converted into middle schools, no laboratories, libraries and centres for practical subjects were provided in preparation for the creation of such schools (Bophuthatswana Government, 1986 : 55).

4.3.2.3 Absence of a change agent and a programme for reform in the middle school

Although the middle school structure was directly related to the Primary Education Upgrading Project, the following discrepancies emerged:

- an officer or organizer was not appointed to plan, supervise, organize and monitor the middle school programme;
- no special upgrading courses were organized as a matter of urgency for the teachers who were trained mainly for the primary school;
- the colleges of education introduced a Secondary Teachers Diploma which was not specifically geared towards training teachers exclusively for the middle schools.

The absence of a team of enthusiastic, and professionally motivated organizers/innovators as was the case in the primary education upgrading project with a clearly-defined programme saw the creation of the middle school level without the improved facilities and upgraded teaching approaches. This culminated in 17 000 Std. 7 students failing the 1985 extended examination, a record of 16% of the middle school population (Bophuthatswana Government, 1986 : 55).

4.3.2.4 Uncontrolled proliferation of high schools

Failure to comply with the suggested norms in the establishment of additional high schools (see par 3.5.4.2 of (Chapter III) resulted in the uncontrolled proliferation of high schools.

Already in 1985, the number of high schools had more than doubled from 42 to 93 with many communities urging to set up new schools; and a classroom-pupil ratio had risen from 1:39 in 1978 to 1:45. The pupil:teacher ratio deteriorated from 1:57 in 1978 to 1:75 in 1984 (Bophuthatswana Government, 1986 : 60).

4.3.2.5 Decline in the performance of students in the matriculation examination

The proliferation of high schools in all regions of the country led to a decline in the quality of education. This deterioration became evident in the decline of students who obtained university entrance certificate, from 21% in 1978 to 15% in 1985; and the overall pass rate dropped from 75% to 62% (Bophuthatswana Government, 1986 : 60).

Another dimension of the decline in the matric performance could possibly be the lack of continuity in the subject content of candidates who were exposed to the middle school syllabus designed locally and had to be prepared for the matric examination using the Department of Education and Training of the Republic of South Africa syllabuses.

4.3.2.6 A decrease in enrolment in crucial curricular options

There was a remarkable decrease in students at high school level enrolled for commercial and natural sciences from 34% to 18% and from 42% to 30% respectively (Bophuthatswana Government, 1986 : 60) during the period 1978 to 1985. This trend more clearly highlighted the need for a planning unit within the Department of Education which would ensure that the curricular options

offered in all high schools would prepare students for the world of work.

4.4 THE PRIMARY EDUCATION UPGRADING PROJECT - A CENTRE- PERIPHERY APPROACH BASED ON THE R, D AND D PLANNING MODEL

4.4.1 Introduction

Considering all the changes and innovations which were intended to reform the educational system, the introduction of the primary education upgrading programme will be discussed here as an innovation that fairly captures the centre-periphery strategy of planned educational change (see par 2.7.1) and can serve as example to illustrate effective implementation of the envisaged reforms.

4.4.2 Research and diagnosis of the client system's problems

A thorough investigation which included discussions, meetings, seminars, conferences and interviews with a broad spectrum of people involved in education (see par 4.2.1) established the perceived need to design a system of education that would be worth of the self-respecting, independent Republic of Bophuthatswana (Bophuthatswana Government, 1978 : 18).

The new concept of Education for Popagano was identified by the First National Commission (1978) with the conviction that it would address the identified needs and aspirations of the new nation.

As a point of departure, the Commission focused its attention on a new education for Popagano which would give expression to the basic principle of national cohesion and unity, creative renewal, purposeful reconstruction, reconciliation and interdependence among individuals. This was a broad concept of education which not only included the teaching and learning processes but all the formative activities that characterize man's transition through

all stages of human development (Bophuthatswana Government, 1978 : 18).

The new role of education sought to promote, both for economic and pedagogical ends, the extension of education beyond the schools. It emphasized full participation by everyone and the maintenance of constant inter-relations between the school and the community. The introduction of early childhood education as an important component of the school system ensured the provision of appropriate instruction from the early years and the proper development of personality. The concept of education for Popagano presupposed the provision of education facilities that would ensure systematic caring for the learner and encourage the population as a whole to participate in the education process (Bophuthatswana Government, 1978 : 21-22).

The creation of a new self-reliance and confidence; of co-operation as opposed to competition, were themselves remarkable principles which had a potential to revolutionize education in Bophuthatswana so as to contribute towards the development of a new intellectual perspective and an informed public and leadership (see also Miller, 1988 : 456).

The new goals of education for Popagano would lay emphasis on education that would create opportunities for all the people of Bophuthatswana to use their spiritual, moral, intellectual and physical powers. In creating a new nation, education was supposed to conserve those values and institutions that were essential for its survival, while reviewing and revitalizing those values that needed change (Bophuthatswana Government, 1978 : 18).

4.4.3 Creating awareness and building a change relationship

Conceptualized by the 1978 Commission and co-ordinated centrally by an Education Officer, Mrs C G Bodenstein as the project organizer who served as a member of the Commission that

visualised the new education for Popagano, the Primary Education Upgrading Project had a change agent who served as a catalyst and facilitator of the innovation (Macdonald, 1990 : 117).

The principals of 6 primary schools in the Tlhabane Education Circuit, which were later to serve as model or pilot schools were selected to form a project team under the leadership of the project organizer. Through several meetings with the teachers, school councils and parents of children in the 6 schools, the project team finally articulated the need to change the teacher-centred approach in the primary school and replace it with a child-centred approach and individualized instruction (De Clercq, 1984 : 34) that would produce a self-reliant, confident and self-respecting citizen.

4.4.4 Choosing a solution and acquiring relevant resources

The introduction of the child centred approach (De Clercq, 1984 : 34) would necessitate:

- the transformation of the classroom into a learning environment with audio-visual aids where children can explore and engage in self-directing learning.
- a changed role of the teacher as instructor and disseminator of knowledge to facilitator of the learning process.
- a changed attitude towards the learner as a thinking, feeling human being.

The above objectives resulted in workshops and seminars for the retraining of serving teachers to understand the new approaches and teaching strategies; the building of new classrooms by parent-committees to reduce the classroom-pupils ratio which could allow for individualized instruction and the creation of a fund for the provision of equipment and teaching aids.

To this end Macdonald (1990 : 120-123) observes that the transformation of the conventional classroom into a group-based organization was one conspicuous and radical innovation. By using small-group work based on ability-grouping, the teaching approach succeeded in getting the learners actively involved, physically, socially, intellectually in the learning activity. The drill and chorus teaching and learning approaches had been supplanted by differentiated, individualised instruction which had a chance to engage the child in meaningful learning.

4.4.5 Diffusion and gaining acceptance

Once the child-centred approach was developed and adopted in the pilot schools, each pilot school had to disseminate the innovation to several satellite schools in order to enhance participation by a growing number of teachers and parents in the reform process. This step ensured that the facilitators as planners, the implementers and the users were all involved in a rewarding, fulfilling and enriching exercise (see par 2.5.2 of Chapter II).

The use of such pilot projects represents a litmus test for educational innovations (Crossley, 1984 : 535). They allow for small scale initiatives which are economic in terms of funding and provision of human resources.

4.4.6 Adoption and institutionalization

With the expansion of the pilot project to all schools within the Education Circuit and to all the 17 Education Circuits, Regional Organizers, Circuits Organizers, Circuit teams and an Education Officer designated for the project were appointed to enhance communication and proper monitoring of the reform process. This elaborate network of people at the national, regional and local level would ensure a proper flow of information. In support of this participation Weiler (1984 : 252) strongly warns against:

"... lack of adequate communication between those engaged in planning at the national level and those responsible for plan implementation at provincial and local level. Decisions are taken and plans adopted without adequate flow of information as to the real needs of the local level. The flow of information from the ministry to the districts and institutions occur through several channels; it is complex, cumbersome and hierarchy bound."

The successful implementation and institutionalization of the Primary Education Upgrading Project is captured in the following remarks of Macdonald (1990 : 117) after evaluating the project:

"The PEUP has served as a role model to the whole of the subcontinent as an example of an open system which could easily and rapidly accommodate to change. One of the reasons for this was that it was originally designed from the expressed needs of the community which was consulted in the first Lekhela Commission (1978).

The fact that ... teachers have a common will towards change meant that the innovations could be institutionalized over a relatively short period of time. Innovations per se could be implemented quickly since there was not a top heavy bureaucracy through which decisions had to be passed."

The successful implementation of the Primary Education Upgrading Project can be traced to the following factors:

- the reform process which was based on the Research, Development and Diffusion model followed a definite pattern from identification of the problem to when it was

institutionalized (refer to par 2.6.2.1 and 2.6.2.5);

- the project occurred within a system with a good infrastructure with skilled consultants who monitored progress and provided feedback and support (see par 2.6.2.4);
- the project enjoyed the political and administrative support through the appointment of the project co-ordinator and subsequent appointments of organizers (see par 4.4.6);
- there was consensus by all those involved in the management of education that the existing system was malfunctioning and needed to be reformed (see par 4.4.2);
- above all, the reform had relevance to the needs of the local communities. By focusing the innovations at the local level where all the actors concerned with the change, including policy-makers, planners, administrators, teachers and parents are involved, their participation was stimulated; they were not coerced. The local communities were not passive recipients of solutions generated at the national level, they were consulted by the leadership teams (Hawkins, 1988 : 276).

The involvement of teachers in the planning and implementation of the project is supported by Beeby (1981 : 10):

"... from the very beginning of the reform, efforts be made to encourage, out towards the periphery, cells of teachers and local administrators who will themselves become centres of spontaneous growth."

Finally, the role of the teacher as disseminator of information gradually changed in the primary school level. As facilitator, the teacher provided learning opportunities to the learners to

stimulate their minds to think, to learn, to act and to create (Bishop, 1986 : 100).

4.5 CHAPTER SUMMARY

Chapter 4 has discussed the extent to which the Research Development and Diffusion model for planning educational change and reform was put into practice.

An evaluation was carried out to determine whether the recommended interventions, innovations and reforms were implemented as intended. The lack of detailed plans and a change agent was highlighted as the major contributory factor to the unco-ordinated general changes and developments.

Factors which influenced the successful implementation of reforms to the primary school education through the Primary Education Upgrading Project as a centre-periphery innovation model were indicated.