

Chapter 5

The Multiple Contexts of Policy Implementation in the FET Colleges

5.1 Introduction

In this research I investigate the cultural and structural factors that shaped policy implementation in three technical colleges in the Gauteng⁶⁵ province of South Africa. In order to identify these cultural and structural factors it is necessary to understand not only the context of each of the three technical colleges but also the broader context within which these colleges are situated, that is, the Greater Pretoria⁶⁶ region in the Gauteng province which falls under the jurisdiction of the Gauteng Department of Education (provincial department of education) as these contexts all influence policy implementation in the technical colleges.

In this chapter I focus on the context for the case study. In *Section 1* I provide a detailed description of the social context, that is, the Gauteng province and Tshwane South region in which the case study colleges are situated. *Section 2* traces the historical beginnings and developments of each of the three case study technical colleges, and culminates in a description of the colleges in terms of culture and structure at the time of the study.

SECTION 1

5.1.1 The social context

Demographically, Gauteng is the smallest province in South Africa covering only 1,4 percent of the total surface area of South Africa, yet it is the wealthiest province with a Gross Domestic Product of 5,3 percent⁶⁷ and provides 45 percent of the total formal employment in the country.⁶⁸ The province is the second largest in terms of population

⁶⁵ There are nine provinces in South Africa. Gauteng is one of the nine provinces in the country, the others being the Eastern Cape, Free State, KwaZulu-Natal, Limpopo, Mpumalanga, North West, Northern Cape and Western Cape.

⁶⁶ Refer to Map 1.

⁶⁷ The national average is 3.6 percent.

⁶⁸ Data Source: Gauteng Economic Development Agency.

size with a population of 8,8 million⁶⁹ or 20 percent of all people living in South Africa. The province is almost entirely urban in character and the majority of the people living in the province are African (71 percent). The rest of the population comprises whites (23 percent), coloureds (3,8 percent) and Indians (2,2 percent) (Census, 2001) as per the Population Registration Act of 1950.

There are 152 technical colleges in South Africa. Thirty-three of these technical colleges, including one distance education college, TECHNISA, which has a national outreach, are in Gauteng. Of the remaining 32 colleges in Gauteng, 13 are state⁷⁰ institutions and the other 19 are state-aided⁷¹ institutions. Gauteng province is divided into 5 economic sub-regions⁷² (see Map1). The 32 technical colleges are distributed across the province with 9 in the Greater Johannesburg region which has the largest population in the province. The Greater East Rand region, in which there are 11 technical colleges, has the second largest population, followed by the Greater Pretoria region with the third highest population and 6 technical colleges. In both the Vaal and West Rand regions there are 3 technical colleges each. The technical colleges that are situated in most of the major townships and cities in the province vary in size.

The Greater Pretoria region comprises 2 districts, viz. Pretoria North and Pretoria South, in which there are 6 technical colleges, of which 3 are state and 3 are state-aided in character. In the Pretoria North district we find the Pretoria, Soshanguve and Thuto Mathalo technical colleges. The case study is situated in the Pretoria South district in which the Atteridgeville, Centurion and Pretoria West technical colleges are situated.

The technical colleges in the province generally enjoy sound infrastructure and facilities. Seven (7) colleges⁷³ have satellite campuses or make use of additional

⁶⁹ Census 2001. The total population of the country is 44,8 million. KwaZulu Natal has the largest population of 9,4 million.

⁷⁰ Defined in Chapter 2

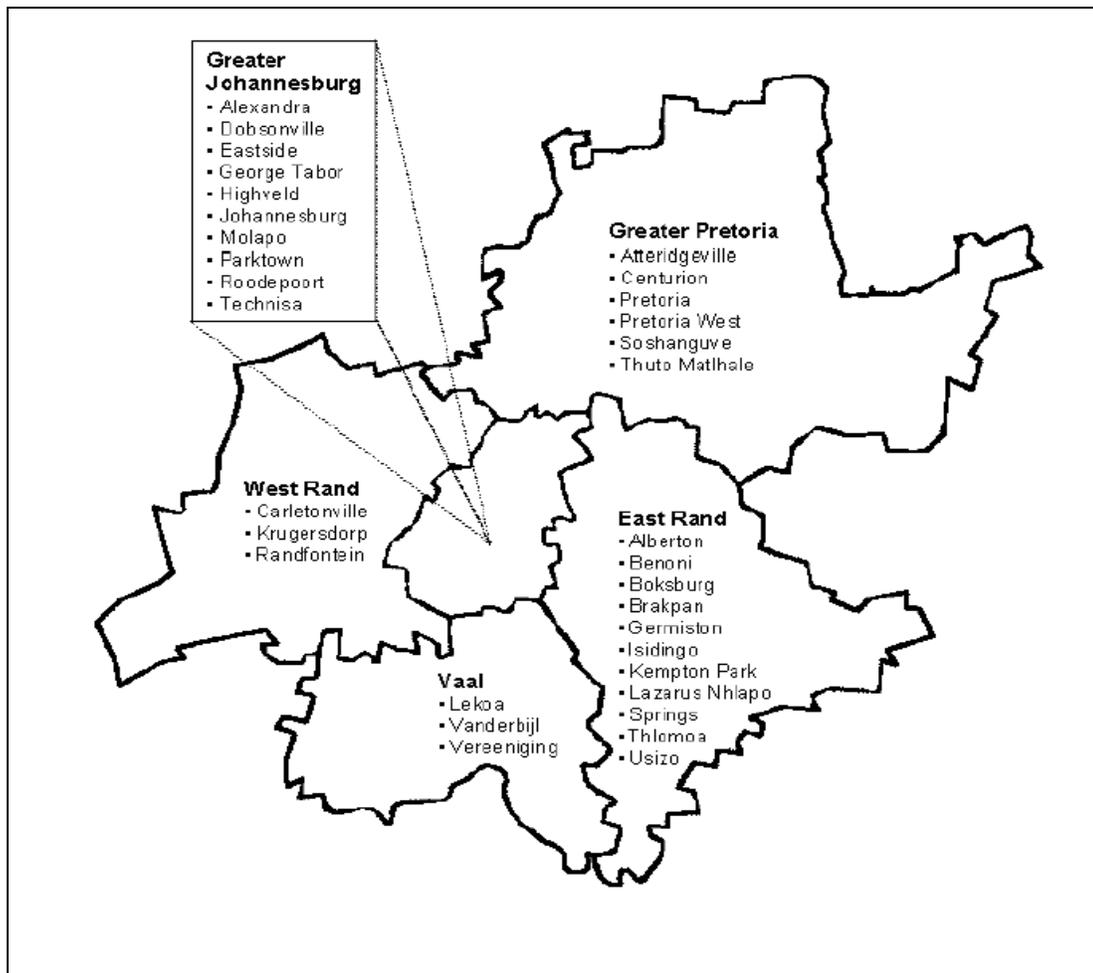
⁷¹ Defined in Chapter 2.

⁷² The other four regions are: Greater Johannesburg, East Rand, West Rand and Vaal.

⁷³ Atteridgeville, Carletonville, Centurion, Highveld, Johannesburg, Roodepoort and Soshanguve.

facilities that do not form part of their main campus, and 25 of the colleges are housed in purpose-built accommodation. Many of the colleges were built in the late 1980s and early 1990s.⁷⁴ Several colleges such as Pretoria, Springs, Kempton Park, Krugersdorp, Germiston and Soshanguve were refurbished or had their facilities and amenities improved, while on the other hand Eastside college occupied a 97-year-old primary school.

Map 1: Five economic regions in Gauteng province



Source: NBI Knowledge and Skills for the Smart Province: An Agenda for the New Millennium (1998)

Technical college facilities

In general the college facilities in Gauteng province may be described as modern and well-maintained with good examples of specialised and well-equipped training facilities

⁷⁴ These include Atteridgeville, Carletonville, Tlameoa, Johannesburg, Roodepoort and Alexandra.

such as hair care and cosmetology salons, industrial kitchens, computer laboratories and art centres. However, the engineering workshops in most state colleges are generally not well equipped, nor are they maintained, and a lot of the equipment is obsolete and unsafe. On the other hand, state-aided colleges with new workshops, such as Germiston, Centurion and Pretoria West, are well equipped.

By and large the college buildings are neat and well-maintained. At the same time, at some colleges there are cramped conditions and improvisations have to be made to accommodate students. One of the most visible features of the technical colleges in Gauteng is that at none of the colleges are there facilities to accommodate staff and students with physical disabilities.

Given that theft and vandalism have been major problems some colleges have elaborate arrangements for controlling access by both students and visitors onto the college premises, and most colleges have burglar alarm systems.

As far as residential accommodation is concerned there is limited accommodation with only 4 colleges in Gauteng having hostels. At most colleges students do not have adequate, or in some cases, any recreational facilities with little attention given to sporting, cultural and extra curricula activities. In general college facilities are under-utilised in the sense that the facilities are not used after hours and there is limited use over weekends and during vacations.

Staff profile

The number of staff employed in the technical colleges is calculated according to the number of weighted full-time equivalents (FTEs).⁷⁵ The staff student ratios in the various provinces vary above and below the norm of 20:1. Of the 7 228 teaching staff nationally, 2 036 are employed in Gauteng (Department of Education, 2003). Teaching staff fill establishment⁷⁶ and non-establishment⁷⁷ posts. Non-establishment posts

⁷⁵ FTEs refer to full-time teaching equivalents, which are based on the length of the course. What this implies in practice is that a student studying full-time for a year course would be 1 FTE while a student studying full-time for a six-month semester course would be 0.5 FTE.

⁷⁶ These posts are paid for by the provincial department of education.

⁷⁷ Non-establishment posts are funded by college funds.

account for 15 percent of the teaching staff (Department of Education, 2002). The appointment of teaching staff is made against a particular post level ranging from post level 1 for lecturers, post level 2 for senior lecturers, post level 3 for heads of department, while post levels 4 and 5 are assigned to Vice-Rectors and Rectors depending on the size of the institution. The number of posts assigned to each level follows an agreed national norm. The general composition of the staff profile at colleges in the Gauteng province is approximately 79 percent of posts at post level 1, 13 percent at post level 2, 5 percent at post level 3 and 4 percent of the posts at post levels 4 or 5 (Department of Education, 2002). Many of the senior staff spend a great deal of their time on administrative duties with very little time allocated to teaching.

The average age of junior staff is 38.2 years as compared to that of senior staff at 45.1 years, with qualifications ranging from higher degrees and equivalent qualifications (17 percent), first degrees and diplomas (34 percent), diplomas (32 percent) and other appropriate qualifications below that of a diploma (12 percent). The latter may be regarded as either unqualified or under-qualified. The remaining 5 percent of the staff qualifications could not be classified (Department of Education, 2002). Non-teaching staff provides administrative and general support services in the form of financial, clerical and office support services, ground staff, security personnel and cleaning staff. Of the 3 646 non-teaching staff nationally, 817 are in Gauteng province. The Gauteng Department of Education (GDE) pays for 90 percent of these posts.

While technical colleges have been able to change the racial distribution of their student profile, the same cannot be said of the racial distribution of their staff profile. The racial breakdown of technical college staff has over the years mirrored the historical legacy of apartheid in that there are more white staff in comparison to other race groups. Since the 1990s efforts have been made to change this, and consequently, we find that presently 50 percent of the teaching staff is white as compared to 38 percent African, 4 percent Indian and 8 percent coloured (Department of Education, 2003). In addition to this the racial disparities increase markedly with rank. In terms of grouping by post levels very few Africans occupy senior positions in technical colleges. Only 18 percent of senior staff is black. Also, black staff occupy 37 percent of middle management posts and 49 percent of the lecturing posts (Department of Education, 2002).

One of the characteristics of technical colleges has been a staff component that is predominantly male orientated. The gender composition of the teaching staff is 46 percent female and 54 percent male (Department of Education, 2003). Only 255 women occupy senior posts in technical colleges (Department of Education, 2002). Female staff is predominant in the vocational fields of Art and Music, Social Services, Utility Services and Business Studies, while Engineering Studies is dominated by male staff.

Student profile

The majority of students in the technical college sector are enrolled in Gauteng.⁷⁸ Of the 138 712 FTEs enrolled nationally there are approximately 43 486 FTEs (31 percent) enrolled at the 32 technical colleges (Department of Education, 2002) in Gauteng province (excluding Technisa). The majority of the students study full-time (89 percent) with only 11 percent studying on a part-time basis (Department of Education, 2002). This is an indication that the colleges are not sufficiently flexible, open learning institutions, and have not progressed very far in extending their programmes to a wider target group of participants.

From 1998 onwards the formerly historically white institutions⁷⁹ (HWIs) have made vigorous attempts to transform with respect to equitable student access.⁸⁰ Consequently, the student profile at technical colleges currently comprises 76 percent Africans, 12 percent white, 7 percent coloured, and 2 percent Indian (Department of Education, 2003). The race composition of 4 percent of the students is unknown (Department of Education, 2003). Even though there have been attempts to change the student profile at colleges, the student profile in the historically black institutions⁸¹ (HBIs) continues to be predominantly black.

Another interesting point to note in terms of the student profile is the gender composition. There are more males (53 percent) enrolled at technical colleges than

⁷⁸ KwaZulu Natal has the second highest enrolment at 19 121 FTEs (14 percent). The Northern Cape province has the lowest enrolment of 3 102 FTEs (2 percent).

⁷⁹ Formerly white institutions and are mainly the state-aided colleges.

⁸⁰ The demographic profile of the student population in 1996 was as follows: black 71 percent, white 26 percent, Indian and coloured 3 percent (NBI, 1998).

⁸¹ Formerly Black institutions and mainly state technical colleges.

females (38 percent)⁸² (Department of Education, 2003), with the students mainly between 17 and 26 years of age. The gender composition also varies across the vocational fields with 82 percent of Engineering Studies students being male, while 68 percent females study business studies, 56 percent study Art-Music and 65 percent are in the Utilities Studies. On average there are 60 percent males and 40 percent female students in colleges (Department of Education, 2003). The main reason for the skewed gender composition in favour of male students is the small number of female students who enroll for engineering programmes.

Programmes

The programmes offered at technical colleges provide some insight into the responsiveness of the college to both the economic and social needs of the communities they serve. Technical colleges have been known to provide education and training in six broad vocational fields. These are Business Studies (Secretarial, Business, Accounting and Public Administration), Art-Music (Visual and Performing), Social Services (Educare, Care of the Handicapped and Children), Engineering Studies (Civil, Mechanical, Electro-Technical, Industrial and Motor) General Education (Matriculation Courses) and Utility Studies (Clothing Manufacture, Food, Hairdressing, Tourism). Some of the programmes offered are highly specialised while others demand small numbers because of health and safety reasons. Many colleges offer the same courses resulting in duplication and overlap.

In all other provinces there are differences in the ratios of FTEs enrolled at HBIs as compared to HWIs. Approximately 36 percent of the FTEs enrolled in Gauteng are enrolled at HWIs while 64 percent of the FTEs are enrolled at HDIs. There are also significant differences between HBIs and HWIs in terms of enrolment patterns across the various vocational fields, and at the FET level and also at the post N3-level. HBIs are found to be enrolling approximately 59 percent of FTEs for non-Department of Education or Nated⁸³ courses (Department of Education, 2002).

⁸² The gender of 9 percent of the students is unknown (Department of Education, 2003).

⁸³ Programmes not examined by the Department of Education

Colleges offer both Nated and non-Nated programmes. Programmes accredited and examined by the Department of Education programmes are referred to as Nated programmes. Non-Nated programmes are offered by colleges in response to skills needs, especially those of industry. Of the Nated programmes Business Studies and Engineering account for 44 percent and 46 percent of the enrolments respectively. Non-Nated programmes are offered in four fields viz. Business Studies, Engineering, General Education and Utility Studies, with the enrolments in Engineering constituting 53 percent of the total enrolments in non-Nated programmes. Apart from Engineering and Business Studies a large number of students are enrolled for Utility Studies (37 percent) and Art-Music (39 percent) in Gauteng (Department of Education, 2002).

Technical colleges offer programmes from N1 to N6 level. N1 to N3 level⁸⁴ courses fall within the FET band, while N4 to N6 courses fall outside the FET band and within the Higher Education and Training band. Programme articulation through the National Qualifications Framework⁸⁵ (NQF) provides possible continuity between FET and Higher Education. The Post N3-level programmes offered at technical colleges could be aligned with NQF level 5. In Gauteng 58 percent of the programmes offered in technical colleges fall within the FET band, while the remaining 42 percent fall in the Post N3-level (Department of Education, 2002). While enrolments in the FET band consist mainly of Engineering and Business Studies, enrolments in the Post N3-level band are predominantly in Business Studies followed by Engineering.

Governance

All public FET colleges in the Gauteng province are governed by Governing Councils. The functions of the Governing Councils are legislated. However, the powers and functions of the College Councils of state and state-aided colleges are differentiated⁸⁶ in terms of legal and decision-making powers.

⁸⁴ N1 to N3 programmes are equivalent to Grades 10 -12 in the school sector and fall within the levels 2 to 4 on the NQF.

⁸⁵ The framework approved by the Minister of Education for the registration of national standards and qualifications in the education and training system.

⁸⁶ Refer to Table 1 in Chapter 2.

The racial composition of the Councils is 53 percent white, 43 percent black, 3 percent coloured and 1 percent Indian (Department of Education, 2002). Black persons chair 11 of the 32 Governing Councils in the province. Students are represented on the Councils with approximately 95 percent of the student members being black (Department of Education, 2002). In state colleges there is a significantly higher proportion of black council members as compared to the proportion in state-aided colleges. One of the major challenges technical colleges have faced is the difficulty of attracting business and industrial representatives to serve on Governing Councils.

Costs of FET and the funding of colleges

In 2001/2002 the total expenditure on technical college education in South Africa amounted to approximately R792.8 million or 1.8 percent of the total provincial education budget for all nine provinces in the country. Gauteng's budget for FET accounted for approximately R247 million (31 percent) of the total expenditure on technical college education (Department of Education, 2002). This was the largest proportion spent in any province on technical college education, and is understandable because of the larger numbers of student enrolments in Gauteng. It amounts to 3.6 percent of the provincial education budget.⁸⁷

The provincial unit cost⁸⁸ per student in Gauteng amounted to approximately R5 669. There is a considerable difference among the nine provinces in the provincial unit cost per student, varying from the highest of R6 744 per student in the Western Cape to R3 919 per student in Limpopo (Department of Education, 2002). The unit costs do not include income from private sources such as tuition fees paid by students, donations and other sources of income generation. Tuition fees also vary across colleges and vocational fields. If the additional costs were taken into consideration the unit cost would be increased by between 15-25 percent. In addition, these costs do not include administrative costs but provide an indication of the costs to the state for providing technical college education.

⁸⁷ Percentage expenditure of provincial education budgets vary across provinces from the highest in Gauteng (3.6 percent) followed by 2.6 percent in the Western Cape and the lowest in Limpopo province at 0.8 percent.

⁸⁸ The provincial unit cost is based on the total provincial FET budget divided by the total number of unweighted FTEs in the province.

Individual college budgets vary, depending on the size of the institution and also whether the institution is state or state-aided. This status also affects college fees in that the fees of state colleges are fixed by the Department of State Expenditure,⁸⁹ and are capped so that full-time equivalent students pay a maximum of R120 per year. State-aided colleges may fix their fees for non-Department of Education courses and can charge between R1 810 and R2 325 for full-time N1 to N3 programmes (Department of Education, 2002). Students are usually required to pay in advance, or there are staggered payment arrangements resulting in very few cases of problems with student debt.

Twenty-two (22) colleges in the Gauteng province offer small bursaries to students based on academic merit. These bursaries generally cover only tuition fees.

Transformation and growth

The adoption of White Paper 4 in August 1998 and the passing of the FET Act in November 1998 saw the dawn of a new era in technical college education in South Africa. These two documents signalled the inevitable changes that had to be made in the sector. Between 1998 and 2001 the technical college sector in Gauteng grew by approximately 10 percent in student numbers. This increase was due mainly to the increase in enrolments in non-Department of Education programmes. Student enrolments in the non-Department of Education programmes increased by 23 percent between 2000 and 2001, suggesting a growing responsiveness in the socio-economic sectors. In addition, the net participation rate⁹⁰ in the province grew threefold from 1.4 percent in 1998 to 4.6 percent in 2000, while the student enrolment for both Department of Education and non-Department of Education programmes increased by 10 percent, indicating an increase of 9 percent in the FET band and 3 percent in the Post N3-level programmes (Department of Education, 2002).

The technical college staff is the main resource to determine the capacity of the FET sector to meet the new challenges that lie ahead and to be responsive to the social and economic needs of the communities. The total teaching staff comprising establishment

⁸⁹ The Departments of State Expenditure and Finance were merged to create what is now known as National Treasury.

⁹⁰ A net participation rate expresses the ratio of the total headcounts of learners in a defined age cohort (in this case the age cohort 15-29) to the total population in the same age cohort (in this case 15-29).

and non-establishment staff increased by 8 percent while the non-teaching component increased by 4 percent. At the same time there was an increase of 53 percent in the number of African teaching staff and a decrease of 9 percent of white staff members. The 8 percent increase in teaching staff represents a slightly higher increase in males as compared to females (Department of Education, 2002).

As far as the student profile is concerned there have been shifts in the racial distribution of students enrolled at technical colleges. In general there has been a 5 percent increase in African learners and a decrease of 5 percent in white learners at technical colleges (Department of Education, 2002).

Having provided a synopsis of the FET sector in the Greater Tshwane District of the Gauteng province I now proceed to describe the role and functions of the Gauteng Department of Education - the department responsible for the implementation of the FET policy in the three case study colleges.

5.1.2 Gauteng Department of Education

The Constitution of the Republic of South Africa (Act 108 of 1996) provides the overall framework for the delivery of education. The provision of basic and further education and training represents a concurrent function between the national and provincial departments of education. The National Education Policy Act (Act 27 of 1996) (NEPA) provides the basic framework for the Minister of Education to determine national policies, to monitor the implementation of these policies and to evaluate the general state of the educational system, including FET.

The broad mandate of the Gauteng Department of Education in terms of Section 29 (Chapter 2) of the Bill of Rights is to provide

a basic education, including adult basic education; and further education, which the state through reasonable measures must make progressively available and accessible.

The South African Schools Act (Act 84 of 1996) provides the broad framework for providing general, or what is also known as basic education, and caters for the needs of learners located within schools as well as those falling into the FET band ie. learners in

grades 10 to 12 in schools. This piece of legislation encompasses the development of an organisation, funding and governance framework for all schools in South Africa.

The Further Education and Training Act (Act 98 of 1998) compels the Gauteng Department of Education to provide for the establishment, governance and funding of public further education and training institutions.

The political head of education is usually a Member of the Executive Council (MEC), while the administrative head is also the Head of Department. The Gauteng Department of Education consists of a Head Office that is responsible for operational policy, monitoring and evaluation, and 12 districts that are responsible for all the services to learners, educators, schools and local communities. These districts are also located within the local government boundaries (see Map 2).

The Gauteng Department of Education, which is headed by a Chief Executive Officer, comprises six branches. The technical college sector falls under the branch Curriculum Management and Development. The Directorate⁹¹ FET is directly accountable to the Chief Directorate: Division Institution Development and Support. The Directorate: FET is supported by 10 staff members and these staff members include administrative support. Four of these members who varied in terms of skills and know-how were directly charged with overseeing the merging of the 32 technical colleges in the province.

In terms of the government's constitutional commitments the provisioning of basic education ends once a learner completes grade 9.⁹² Thereafter learners have three choices. A learner may proceed to the following three school grades (10 to 12) in a school and culminate in a matric exam, or leave the formal education sector and seek employment. Alternatively a learner may continue to study at a FET college in pursuit of some skills training as offered in these colleges.

⁹¹ Refers to a subunit in the department's organogram. A Directorate is headed by a director who manages the activities of the subunit.

⁹² Grade 9 or the old standard 7 marks the end of the General Education and Training (GET) Band on the NQF. A learner may then proceed to undertaken study in the FET Band that caters for learning in grades 10 to 12 in the school system or proceed to a FET college.

Map 2: The twelve education districts in the Gauteng province



Source: Department of Education Annual Report 2003/04

The Gauteng Education sector comprises the ordinary school sector which is the largest sector with 2 324 school (1 913 public ordinary schools and 411 independent ordinary schools). This sector is divided into three sections viz. public schools (1 913), independent subsidised school (301) and independent non-subsidised schools (110) (Gauteng Department of Education, 2003). The public schools make up 82 percent of the sector and 72 percent of all education institutions in the province. The other sectors are schools for Learners with Special Educational Needs, Technical Colleges and Adult Basic Education and Training Institutions.

⁹² Grade 9 or the old standard 7 marks the end of the General Education and Training (GET) Band on the NQF. A learner may then proceed to undertaken study in the FET Band that caters for learning in grades 10 to 12 in the school system or proceed to a FET college.

The public schools in Gauteng cater for 92 percent of all learners in ordinary education and 85 percent of all learners in the province. In 2002 there were 47 018 learners in technical colleges (Gauteng Department of Education, 2003). Of the 51 196 educators employed by the Gauteng Department of Education 2 135 are in technical colleges (Gauteng Department of Education, 2003). The learner educator ratio in the public schools is 34:1 as compared to 22:1 in technical colleges.

In the next section I proceed to provide the historical context of the three case study colleges. I begin with the Atteridgeville College, which is the only state college in the case study.

5.2 The historical context

5.2.1 Atteridgeville College⁹³

In the late 1980's, based on a request from the Atteridgeville⁹⁴ community that there was a need for a technical college to serve their community, the Department of Education and Training⁹⁵ established such a college in Atteridgeville. Atteridgeville College was built with funds donated by the Anglo American and De Beers Chairman's fund. The donation of R30 million from the Anglo American De Beers Chairman's Fund to the Department of Education and Training made possible the establishment of a college with modern facilities.

In September 1990, the first Rector of the Atteridgeville Technical College was appointed. He had a Deputy Rector and one additional member of staff to assist him. The key function of the three at that time was to consult with the community, and

⁹³ The historical context of Atteridgeville College was provided in an interview held with the ex-rector of the Atteridgeville College. The interview was held on 16/11/02. The information was supplemented with documentation that was collected during the interviews held with the college rector and management staff on 12/09/02.

⁹⁴ Atteridgeville is a predominantly a black township situated in Pretoria (Tshwane) West.

⁹⁵ Under the apartheid government education for the different racial groups was governed by different education departments. They were the House of Assembly (White), House of Delegates (Indian), House of Representatives (Coloured), Department of Education and Training (Black).

identify the community needs⁹⁶ and how best to spend the available funds to ensure that community needs would be met. The Rector and his team were fortunate to be involved in all stages of the development of the college. The community was consulted on a continuous basis about their needs, and the college management was able to influence the construction of the college facilities. The objective in providing a college for the Atteridgeville community was to provide a community college that answered the needs of the community.

The Atteridgeville Technical College, the only state college in the case study, opened in January 1991 with 319 students, all from the Atteridgeville community. The initial 14 staff members were all white, with a balance between the genders. They were selected with a specific objective in mind, people that shared the same vision in terms of the department and management, and had the support and backing of the Atteridgeville community.⁹⁷ The college was managed by the Gauteng Education Department. The College Council that governed the college was fully represented by local trade, commerce and industry, businesses and the community.

Atteridgeville College opened as a multi-discipline institution that was community friendly with the best facilities and equipment available at the time, and a big community hall that the community could use for its private needs as well. Ninety percent of programmes offered at the college were based on the funding formula in terms of the Nated 191 listed programmes.⁹⁸ These programmes included courses in the engineering, business, hospitality and hair care and cosmetology fields. The remaining

⁹⁶ Community needs refer to the skills and training identified by the local community that the college services. Depending on the community's socio-economic status these could include skills required by industry and business or hobby courses.

⁹⁷ It was important that the staff and management had the support and backing of the community as they were all white serving a black community. The intention in providing these kinds of programmes was to empower communities to become social-economically active.

⁹⁸ Refers to the list of programmes offered towards a specific qualification and accredited by the DoE. The list is updated by removing obsolete qualifications, adding new programmes and making amendments to existing programmes by making them more responsive to the education and training needs of the country. However, over the last few years this process has more or less ceased as the Department of Education is reviewing the FET programme offerings in both schools and FET colleges.

10 percent of the programmes were community-based programmes that responded to particular community needs.

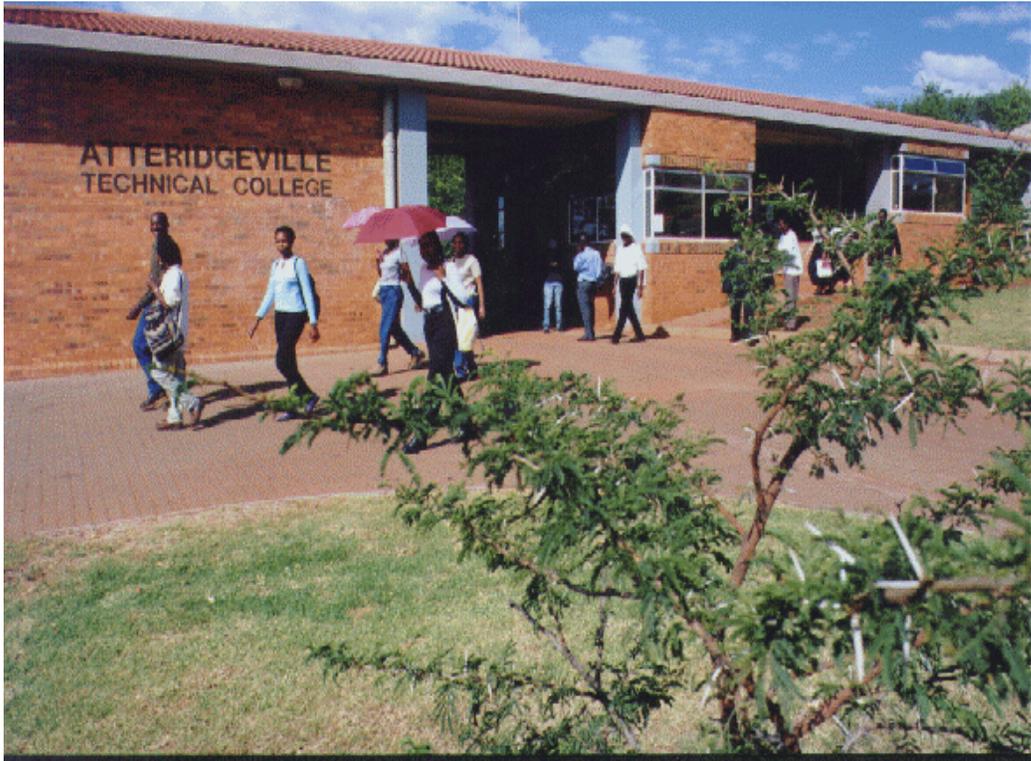
From the time the college opened it continued to expand in terms of the number of sites, programmes offered, student and staff numbers. The campus grew rapidly over five years to almost double its capacity and this resulted in Anglo American agreeing to build a new campus on a phased-in approach over 5 - 7 years. The first phase was a Multi-Skilling Civil Construction Faculty (M.C.C.F) to train about 800 trainees each year.

Programmes were offered at the different sites of the eight campuses of the college. Two of the programmes, entrepreneurship and civil construction, were offered on the main campus. Training also took place in the North West Province, after a request from a platinum mining group to render services in Mooiooi close to Rustenburg. Although there was a technical college in Rustenburg the college was unwilling to offer the type of training required by the mining group. The challenge was to take education to the industry, as the industry was not able to transport shift workers to Rustenburg or to any other college. The Atteridgeville College management saw this as an opportunity to expand its services, and was prepared to send staff to the mining industry to offer programmes to them after hours. Training at Mooiooi took place on a fully-fledged campus, even though there was no specific or separate management in place for this campus.

In addition to the Mooiooi training programme the college opened several other campuses in the Pretoria city centre. These comprised the second chance learning campus, an early childhood development centre and the training restaurant. Cicol, which is the second chance learning campus, was established in March 1993. It opened with 60 students as a removed campus of Atteridgeville College to provide the community's unsuccessful matriculants⁹⁹ with a "second chance" to pass matric. As the programme continued there was also a strong need to provide for the lower grades, and Grades 10 and 11 were gradually phased in.

⁹⁹ Grade 12

Photo 1: Atteridgeville Technical College



Source: CCF Archives

Although Citicol is part of a registered state college, it is mainly self-supporting and managed as a private school offering eight languages as well as Natural Sciences, Humanities and Commercial subjects. Hotelkeeping and Catering is offered at Grade 10 level. Citicol follows an "open access" policy. Any Grade 12 learner, irrespective of age or previous results, may enrol. At the same site the college runs a satellite campus together with Technisa, offering a service to students in the Greater Pretoria Area who are in need of distance education. Contact classes are organised by Distancecol for students who express the need for lectures in certain subjects.

The early childhood development unit known as KIDICOL is unique in that it provides Social Welfare Support, Occupational Therapy and Speech Therapy on the premises. It caters for the underprivileged children of all races by providing a stimulating

⁹⁹ Grade 12

environment in which children can learn and develop in order to achieve their full potential.

The Educare course offers specialised training in providing for the physical, intellectual, social, emotional and psychological needs of the child from birth to six years of age. It prepares students for a career opportunity in a day care centre, preschool, crèche or after school centre or to work as an educator, daymother or nanny. Donations were sought from ISCOR to renovate the building that was used for the pre primary school. A crèche was designed in a three-storey building and could accommodate more than three hundred pre-primary school children. These facilities offer opportunities not only to learners from Atteridgeville Technical College for their practical training, but learners from other colleges as well.

Twin Palms is a training restaurant and has been launched in central Pretoria to give students exposure to the real hospitality environment. The restaurant is registered with FEDHASA¹⁰⁰ and is open to the public.

In 1994 the Department of Education granted R1,6 million for the erection of pre-fabricated buildings to be utilised for 22 small business units operating from the Atteridgeville College campus. Basicol is an Entrepreneurship programme for graduate students and members of the community. Members of the community are given the opportunity to establish their own sustainable micro-enterprises. Several business partners are involved in this project.

The Paradigm Training & Consulting Facility forms part of the ATTCOL Educational Group. This facility was created to support staff development in Information Technology (IT), and to offer management training focusing on the development of teaching skills, training in the implementation and managing of the NQF, and also training in technology. In addition, it also provides computer backup services to the ATTCOL Educational Group and computer training using mobile computer rooms. Busses were converted into mobile computer centres and equipped with eight computers to bring computer training to the very doorsteps of learners.

¹⁰⁰ Federated Hospitality Association of South Africa.

All these developments and expansions took place rather rapidly and over a period of 5 to 6 years. The student numbers grew steadily to approximately 2500 FTEs on the eight campuses. Pressure from the community placed responsibility on the college management to comply with the need to make the staff more representative of the student demographic profile in terms of race. The first move in this direction was the appointment of a black Deputy-Rector who spent about two years at the college before he was promoted to Rector of another institution. A second person from the coloured community was appointed as divisional head. The process continued and by 1996 approximately half the staff comprised persons from other race groups.

The increasing demand from the community for vocational education and training led to the swift expansion of the college. Staff numbers increased rapidly and by 1999 had grown from the initial 14 members in 1991 to 250 members. Of the 250 staff members, 90 teaching staff were appointed by the Gauteng Department of Education and a further 100 were appointed by the College Council. The remaining 60 members performed administrative and support functions.

The rapid expansion of the college required that the management staff of the college, comprising mainly the 14 initial staff members, were now required to take on new responsibilities if they were to meet the growing needs of the Atteridgeville community. Many of the management staff members occupied senior positions, such as campus heads managing satellite campuses, and other management positions.

The Rector too became involved in performing other roles instead of being involved with the day-to-day management of the college. At the same time he was also the chairperson of the Committee of Technical Rectors¹⁰¹ (CTCP). As chairperson of the CTCP he spent a great deal of his time outside the college trying to investigate ways in which to transform the technical college sector so that it could become more responsive to community needs, as well as to embrace the transformation agenda of the newly elected democratic government. Consequently, he delegated his responsibilities to those members of the staff whom he regarded as having the capacity to perform those tasks. The result of his involvement in the other activities that kept him away from his primary

¹⁰¹ A statutory body consisting of technical college rectors in terms of Act 104 of 1981 to advise the Minister on Vocational Education and Training.

day-to-day tasks at the college was that the staff and pupils no longer recognised him as the head of the institution.¹⁰² Tension arose among the college management, staff and pupils as to what the Rector and his management team's responsibilities were. The Rector was regarded as a person who occupied a particular position and was more than simply an individual who was a driving force for change.¹⁰³

Staff and pupils felt that they no longer knew whom he was, and that he was not performing his duties as the head of the college despite his claims to be community friendly. They were of the opinion that in his position it was paramount that he remain in touch with the community, and that that was where his place was, instead of his jetting off to other countries on study-tours of the FET sector. Through his interaction with vocational education and training leaders in other countries the Rector began seeing FET in another light. He had learnt a great deal in a short period and was extremely enthusiastic to implement many of his newly acquired ideas. Except for a few members of his management staff who had accompanied him on a few visits abroad, the rest of the staff were oblivious to the Rector's intentions, as they had not been exposed to what he had seen and learnt on his study tours overseas. The majority of the staff and pupils viewed the Rector and some of his management staff as "*management with its particular vision*"¹⁰⁴ and "*the balance of the staff as having their own vision*".¹⁰⁵

¹⁰² The Rector was of the opinion that all the necessary policies, procedures and management system in place were sufficient to keep the college running while he and one or two senior members occasionally oversaw activities at the college (Interview with the Rector 10 December 2003).

¹⁰³ The Rector saw himself as the person to drive the changes to be brought about in the technical college sector. This was a mandate that he had imposed on himself more as the Chairperson of the CTCP.

¹⁰⁴ As chairperson of the CTCP the Rector saw it as his responsibility to convert the sector and prepare people for the merging of technical colleges as indicated in Education White Paper 4 (1998). It was a vision that only he and a few members of his management team shared.

¹⁰⁵ Interview with the Rector 10 December 2003.

The disgruntled staff members organised themselves into a forum of resistance against the Rector's management style. They resisted his imposition that they should prepare themselves to merge with other colleges. Some of the staff members belonged to a union and they mobilised themselves through the union. At the same time many of these staff members were also members of the College Council with whom there was regular sharing of information on the proposed changes to be brought about in the technical college sector. The staff saw the proposal on the college mergers as something that the Rector wanted in order to expand "his empire". They were of the opinion that mergers were merely mentioned in the FET policy, and that it was a medium to long-term objective for the sector. The developments and changes as proposed by the Rector at the Atteridgeville College preceded the promulgation of the FET Act and led to growing tension at the college.

As the tension between management and staff increased, members of staff began to mobilise the support of the students. They also questioned the loyalty and commitment of the college management. These included raising concerns about the use of college funds¹⁰⁶ and the appointment of staff.¹⁰⁷ The Rector and management were accused of misusing college funds and nepotism. The problem grew to such an extent that these matters could not be resolved internally, and had to be referred to the Public Protector and the Gauteng Department of Education.

In November 1998, the forum of disgruntled staff members addressed a letter to the Gauteng Department of Education outlining their concerns regarding the college management. The Gauteng Department of Education did not respond to the forum's letter, nor did they investigate the issues raised in the letter. The nonchalant attitude of the Gauteng Department of Education exacerbated the situation further to the extent that the embittered staff members and students decided to take matters into their own hands.

¹⁰⁶ Concerns with regard to the use of funds centred mainly on those funds used for the overseas visits undertaken by the Rector and management to FET institutions overseas. The Rector's wife accompanied him on many of these trips and they were funded from the College funds.

¹⁰⁷ One of the main concerns here was that the Rector's wife was employed by the College Council as a member of the College staff.

When the college reopened on 16th July 1999, after the mid-year recess, pandemonium broke out at the main college site in Atteridgeville. Within two hours of the college opening members of the Student Representative Council had taken control of the college and ordered the Rector and seven members of the management staff off the college campus. The incident was overseen by members of staff who were members of the forum but they did not get directly involved. Prior to the Rector and management leaving the college site they contacted the Gauteng Department of Education (GDE) and informed the provincial department officials of what had transpired at the college. The chairperson of the College Council was also informed of the ultimatum presented by the Student Representative Council. The chairperson's advice to the Rector and management staff was that they should do as told in order not to create any further problems for the rest of the staff who were not affected.

The Rector and management who were expelled from the college requested a meeting with the Gauteng Department of Education for that afternoon. No resolution could be reached and they continued to hold several meetings thereafter. After numerous meetings no resolutions had been reached and the Gauteng Department of Education's only response to the college management was that transformation had to take place. From July 1999 onwards an Acting-Rector, who was a former member of the college staff, was appointed to manage the college. The Rector ultimately resigned from the Gauteng Department of Education. From then there was a decline in the status of the college, its student numbers and management. The staff was split in two with little cooperation from several members of the opposition group. Interestingly enough, the Rector's wife stayed on as the head of one of the college sites in the city centre.

The teaching and management staff at the college comprises 92 members of whom 51 percent are African, 4 percent coloured, 1 percent Indian and 43 percent white.¹⁰⁸ Atteridgeville College is one of the few colleges in which there are more female staff members (60 percent) than male (40 percent). Seventy-six members are employed by the state while the remaining 16 are College Council employees. There are 36 members who provide administrative and support services at the college.

¹⁰⁸ This data was provided by the CCF based on 2000 figures.

Education programmes are offered in the following fields viz. Business Studies, Utility Studies and Engineering. Of the total 921 enrolments there are 371 students enrolled for Business Studies, 65 for Utility Studies and 485 for Engineering programmes.¹⁰⁹ No data was available on the non-Department of Education programmes offered at the college.

Of the total 3 076¹¹⁰ FTEs enrolled at the college 97 percent are African, 1 percent coloured and, 2 percent Indian. Fifty nine percent (59 percent) of the students are male and 41 percent are female.

Atteridgeville College started out as a college focusing primarily on meeting the needs of the community and grew in its inception years to be a vibrant community college serving the Atteridgeville community. However, friction at the college in the late nineteen nineties led to the decline of the college, something that has not yet been resolved. This affected the way in which the staff reacted to the proposed mergers.

Having described the turbulent environment at Atteridgeville College I now proceed to provide the social context of Centurion College.

5.2.2 Centurion College

Centurion College was founded in order to serve a very unique military purpose and continues to serve that purpose even today. During the past two to three decades about 40 000 of the South African Defence Force¹¹¹ (SANDF) students have undergone practical training at the Centurion College. Twelve thousand of these students were retained by the SANDF after completing their training while the balance was employed in private industry. At present, Centurion College provides approximately 80 percent of

¹⁰⁹ CCF 2000 figures

¹¹⁰ CCF 2000 figures.

¹¹¹ The role of the SANDF is to safeguard South Africa against any onslaught. To be able to carry out this mandate the SANDF needs to be in a state of continual optimal preparedness which includes the constant availability of specialised, current, effective and time-tested technical training in line with the SANDF's particular requirements.

the SANDF's technical training in Tshwane,¹¹² that utilises 20 percent of the college's training resources.

The College was founded in January 1937 at Robert's Heights¹¹³ to provide for the technical training needs of the Union Defence Force.¹¹⁴ The specialised college was established to cater for the theoretical training of Air Force apprentices. This training was carried out at what was then known as the Pretoria Technical College. The School for Technical Training was initially a subsection of the Aircraft and Artillery Depot. Centurion College therefore originally started off as a military college, and despite several name changes, has remained fundamentally, but not exclusively, a military college. With the onset of World War II in 1939, technical training ceased, and the school was restructured to provide military training necessary for the mobilisation of forces. At the end of the war in 1945 technical training recommenced on the site of the present campus of the College, which was then known as the Basic Training Centre (BTC). The BTC was considered as a department of what was then known as the Pretoria Technical College. Between 1960 and 1977 the practical training became more advanced and this resulted in several name changes. The name of the BTC changed first to the SADF Technical Training Centre, and then to the SADF Technical College, and to the SADF Technical Institute in 1960.

The adoption of the Advanced Technical Education Act, 1967 (No 40 of 1967) resulted in the Pretoria Technical College being renamed the Pretoria College for Advanced Technical Education. The promulgation of the Advanced Technical Education Amendment Act, 1979 (No 43 of 1979) led to a change of status for the Pretoria College for Advanced Technical Education, which became known from that point onwards as the Pretoria Technikon. From 1 May 1979, control of the Pretoria Technikon was taken over directly by the Department of Education, Arts and Science.

¹¹² Pretoria was renamed Tshwane in 2002.

¹¹³ Robert's Heights later became known as Voortrekkerhoogte or translated as Pioneer Heights (1950s into the 1990s) and is now known as Thaba Tshwane (Thaba Tshwane is the Sotho word for "black mountain). It is a suburb situated near the Voortrekker (Pioneer) Monument and is one of the main military bases in Pretoria. There are a number of army units situated in the area and it is also served by the Swartkops SA Air Force Base.

¹¹⁴ The Union Defence Force is now known as the SANDF.

The SADF Technical Institute has also undergone several name changes since 1960 and became known as the Verwoerdburg Technical College in 1977 and then the Centurion College in 1996. The Technical Colleges Act (Act 104 of 1981) allowed the College to enroll private students, thereby ending many years of the exclusive provision of tuition and training to the Defence Force. In 1990 for the first time all race groups were allowed to enrol for courses at the college.

In 1992 the Department of Education ceased to support practical training at the Centurion Technical College. At the same time the Department of Defence requested that the “closed” status of the College be repealed in order to provide for a more cost-effective institution, which would share its unique learning culture with the broader public. This brought about a competitive environment which had a positive influence on both the Department of Defence and on private students. The prime motivation in integrating the campus with the military training environment was to ensure an efficient, cost-effective and centralised military controlled environment.

The College continued to offer training and programmes of a high standard and this was demonstrated by the fact that in 1993 the Faculties of Mechanical and Electrical Engineering of the Pretoria Technikon accredited the practical training offered at the College. This was followed in 1994 by the Metal and Engineering Industries Education and Training Board accrediting the practical training given in the motor and mechanical workshops. The practical training given in the College Motor Workshops was accredited by the Motor Industries Training Board¹¹⁵ (MITB) in 1996.

According to the Rector emphasis is also placed on staff training to ensure that staff is kept up to date as regards the latest skills and international practices. Two motor workshop lecturers were sent to Germany in 1997 to be trained to present a motor electronics course, the first in South Africa. The necessary equipment was received as a donation from Germany through the Motor Industries Training Board and, after installing the equipment, the course commenced at the beginning of 1998. Senior staff has also received training in ISO-9001 2000.

¹¹⁵ Industry Training Boards.

A further development in the College was that the Faculty of Engineering Studies installed an electronic workbench whereby theory and practice are integrated in a simulated form. This integration has proved to be very successful and the students have a much better grasp of electronics, which has led to improved examination results.

In 1997 the University of Potchefstroom requested the College to act as a satellite campus in the offering of bachelor's and master's degrees in Business Administration. During the same year a UNIMOG programme was instituted at Centurion College. This programme involved a chassis production line, as well as engines and gearboxes. A further programme for overhauling Bedford truck engines and gearboxes was also instituted.

Developments in 1998 entailed the building and commissioning of a new, modern and well-equipped welding centre, in accordance with all the necessary safety and health regulations. This workshop can cater for the training of up to 100 students at a time, and enhances the concept of lifelong learning.

The college offers Engineering Studies, Business Studies, Practical Workshop Training and Skills courses. A wide variety of academic and skills courses are offered, and practical workshop training commences with basic training for beginners and progresses to advanced levels where students are prepared for trade tests. These courses are all based on the Competency Based Modular Training Model.

An agreement of co-operation and a growing relationship exists with the Pretoria Technikon regarding engineering and business studies, and since 1980, the University of Pretoria has been sending its first-year engineering students to the College to fulfil their requirements of practical training. The students have to meet these requirements in order to be promoted to their second year.

The SANDF and Centurion College launched the initiatives for the training of MK and APLA cadres for integration into the SANDF. The College campus was used as the headquarters for this activity in 1994. Ex-MK soldiers were given ABET training in a new ABET Block opened at the Centurion College.

SANDF students who receive technical training at Centurion College are from military bases throughout the country. Whilst receiving training they are accommodated at TEK Base, which is located close to the College. Apart from the technical, academic and practical training provided, the college also provides specialised training for the SANDF. Other courses that are presented include Photography and Television Production, while courses in Product Knowledge, Life Skills and Leadership Development are in an advanced planning stage and include an EB 2000 computer course and mentorship for senior SANDF personnel.

The vision to provide learners with an holistic education led to the College participating in various sporting activities in 1995. This resulted in partnerships forming with the 68 Air School and Gauteng Logistics Command of the SANDF with respect to the use of sports fields and organised leagues in sporting activities such as soccer, cricket and road running. The college is affiliated to the various provincial sports bodies and regular competitions are held against other colleges and league clubs.

Together with the SANDF the College undertakes community development projects. One such programme is a joint venture between 68 Air School¹¹⁶ and Centurion College at Olievenhoutbosch informal settlement where assistance is given to the school. Computers have been donated and installed, and assistance provided for a school-feeding scheme with the help of Old Mutual.¹¹⁷

The staff comprises 108 members of whom 3 percent are African and 97 percent white.¹¹⁸ The staff composition is made up of 74 percent male and 26 percent female members. Approximately 80 percent of the staff is employed by the state, while the College Council employs 20 percent of the college staff.

¹¹⁶ Provides logistic training for the South African Air Force.

¹¹⁷ Old Mutual is a private company that is listed on the stock market.

¹¹⁸ This data was provided by the college and is the 2001 figures.

¹¹⁹ CCF 2000 figures

There are 1 616 FTEs of which 49 percent are African, 47 percent white, 2 percent Indian and 1 percent coloured.¹¹⁹ Of the 1 616 FTEs 76 percent are male while only 24 percent are female.

Education programmes are offered in two fields viz. Business Studies and Engineering. There are 709 FTEs enrolled for Business Studies and 875 FTEs for Engineering.¹²⁰ Engineering programmes are offered from orientation level¹²¹ up to N6 level. Evening classes are also offered at the college. The college has substantial partnerships with SAAB in Sweden and has, over the past year, forged mutually beneficial relationships in terms of technical training and technology transfer. Both Department of Education and non-Department of Education programmes are offered in Engineering.

Centurion College started as an exclusively military college serving a specific sector. Once the “closed” status of the college had been lifted the college aspired to extend and include new programmes, and change its demographic profile to include staff and students of all races. This state-aided college evolved from a very strong white male institutional culture with a predominantly white staff complement and remains predominantly white even though the gender imbalances have to an extent been corrected.

Having provided the historical context of the Centurion College, I now proceed to describe the Pretoria West College as the final case study technical college.

5.2.3 Pretoria West College

In the early 1970s the political ideology remained premised upon racial separation, and the homeland policy was vigorously pursued. On the other hand, during this period, state policy began to reflect the long-term reality of the urban black working class. The shift in urban development and the increase in the blue-collar black working class led to

¹²⁰ 2001 figures.

¹²¹ Orientation programmes have a strong numeracy and literacy focus for learners who did not achieve Grade 9, which is the entry requirement to a N1 programme offered at technical colleges.

the expansion of senior secondary schooling, and technical and vocational education for blacks. The emphasis was on the addressing the “manpower needs” and “skill shortages” in the country.

The Pretoria West Technical College was established in 1975 as a state-aided college to offer theoretical training, mainly to apprentices.¹²² The College opened with 14 personnel and 255 students with the objective of providing theoretical training to individuals on a block release concept from their employers who provided the practical training and experience. After obtaining the appropriate theoretical knowledge students were able to qualify as artisans after passing their trade tests.

However, the economic instability experienced during the 1980s resulted in a decrease of approximately 87 percent in the number of registered apprentices.¹²³ As a result there was an increase in the proportion of unemployed students at technical colleges. Prospective artisans began looking to technical colleges to provide the practical training that they needed in order to qualify as artisans. Colleges were unable to fill this gap by offering practical training in line with the technical careers of those who were unemployed.

The Pretoria West College of Engineering recognised this as an opportunity and started exploring ways of offering practical training to students. The College established a partnership with ISCOR¹²⁴ in order to be able to meet this need. ISCOR’s contribution of several donations made possible the establishment of new practical workshops in which approximately 3 000 students per trimester could receive accredited practical training. Since 1994 the Pretoria West College of Engineering, in collaboration with ISCOR and the City Council of Pretoria (PREMOS), has been able to provide opportunities for unemployed students to receive practical training. In 1997 this training was recognised and given accredited status. The Metal Engineering Industries Education and Training Board (MEIETB) recognises the 84 weeks of practical training offered by the College as being equivalent to that offered to apprentices in industry. The

¹²² This was based on the apprenticeship system used in the United Kingdom. Such a system, although effective and of a high standard, did not cater for South Africans.

¹²³ Data provided from college archive.

¹²⁴ Iron and Steel Corporation.

Pretoria West College of Engineering is the only technical college in the country to offer unemployed students the opportunity to reach artisan level.

The college has enrolled students from the neighbouring states of Botswana, Namibia, Swaziland, Mozambique and Lesotho. However, the main target group is South Africans from previously disadvantaged communities. In recent years the student numbers have increased by 45 percent. This has necessitated the employment of additional staff and, as a result, many young academic staff have been employed at the college.

Photo 2: Pretoria West College of Engineering



To ensure a high standard of training and accreditation for the different modules the college is affiliated to National Training Boards such as the Metal Engineering Industries Training Board (MEIETB), Education Training Board for Local Authorities (ETBLA), Electrical Contractors Training Board (ECTB) and is represented at the Pretoria Tehnikon.

One of the main challenges for the college is to be on the look-out constantly for available partnerships and learnerships from the private sector, so as to provide students with practical exposure in industry as part of the completion of the artisan-training programme. A rotation system is used so that students are provided with exposure to more than one company during their training. This helps students gain invaluable experience during their 24 weeks on-the-job-training programme. The college has established similar associations with other tertiary institutions, for example, offering practical training to students from the Technikon and the University of Pretoria.

Photo 3: First lady to pass trade test as Electrician at the Pretoria West College of Engineering



The teaching and management staff comprises 100 members of whom 45 are African, 1 coloured, 1 Indian and 53 white¹²⁵ with 95 percent male and 4 percent female. The

¹²⁵ The data was provided by the CCF based on 2000 figures.

entire teaching and management staff component at the Pretoria West College are employed by the state. They are assisted by nine non-teaching staff members.

Education programmes are offered in two fields, viz. Business Studies and Engineering. There are 799 FTEs enrolled for Business Studies, 17 for General Education, 15 for Utility Studies and 875 for Engineering programmes.¹²⁶ All programmes offered at the college are Department of Education programmes. More than 50 percent of the lecturers and instructors employed at the colleges have qualified as artisans through the ISCOR Training System that forms part of the ITCC.¹²⁷

Of the total 2 680¹²⁸ FTEs enrolled at the college 89 percent are African, 7 percent white, 2 percent coloured and 2 percent Indian. Seventy six percent (76 percent) of the students are male while only 24 percent are female.

The Pretoria West College identified a niche and took up the challenge to provide theoretical training to apprentices. However, over the years, with the decline in apprenticeships its role has changed to that of providing both theoretical and practical training to students from disadvantaged communities.

5.4 Summary

Gauteng is the smallest of the nine provinces in South Africa and yet the wealthiest, with the second largest population in the country. It is known as the economic hub contributing 5.4 percent towards the GDP. The discovery of gold in the Witwatersrand

¹²⁶ CCF 2000 Figures

¹²⁷ Industrial Technical College Certificate.

¹²⁸ CCF 2000 Figures

area spawned economic development and growth in the province as far back as 1875. This discovery of gold led to the establishment of the province's technical college sector. Of the 32 technical colleges in the province, 13 are classified as state institutions and the remaining 19 as state-aided institutions. The disparities between the state and state-aided colleges were reflected in the governance, management staff and funding, all of which were based on racial segregation policies. State-aided colleges catered primarily for skills training for white students, while state colleges were established in response to the economic need of the country in the light of huge skill shortages as a result of black urban development during the 1970s and 1980s.

The three case study colleges in the Tshwane South district of the Greater Pretoria area were all established with a specific purpose in mind and have striven over the years to fulfil specific objectives in terms of providing education and training. Centurion College, the oldest college in the study, was established in 1937 to meet the training needs of the South African Defence Force. The college's roots are based firmly in a strongly conservative institutional culture that could be typified as being white male dominated. The majority of the management staff could be described being mature individuals over the age of 45 years. Despite efforts to change the student profile at the college the teaching staff remains almost totally white. As a state-aided college it has been able to maintain its elite status that is supported by a culture of superiority, racial segregation and hierarchical management arrangements. The ultimate authority within the colleges lies with the Rector who has the unwavering support of his staff. The college provides mainly Engineering programmes that are directly in line with the needs of the South African Defence Force.

The Pretoria West College opened its doors in 1975. The college was established in response to the need to provide technical and vocational training to blacks as a result of the urban development that had taken place at the time. The college was founded as a state-aided college to provide theoretical and practical training to employees on a block release concept. Over the years the college expanded from 255 students in 1975 to 1 328 students in 2001. The demographic profile of the staff and students has, over the recent past, begun to change. However, the gender profile of the staff still remains predominantly white even though the Pretoria West Rector is one of the few black

Rectors in the sector. Despite this, the college still maintains a strong institutional culture and ethos as a state-aided college.

Atteridgeville College was conceived as a community college with the sole purpose of meeting the needs of the Atteridgeville community. The college was built with funds donated by the Anglo American and De Beers Chairman's Funds under the auspices of the Department of Education and Training. Many of these developments could have been spurred on as a result of the 1976 Soweto Uprising. This state college opened in 1991 and expanded dramatically over the next five years, opening distance learning programmes and several off-site campuses in the Tshwane city centre. However, the pace at which the college was expanding left the Rector with little time at his disposal to attend to the management affairs of the college. This resulted in severe tension among staff members and the college management with the Rector and seven members of the college management staff being dismissed from the college. Since the incident in July 1999 the college has been plagued by several problems resulting in a loss of morale, motivation and commitment on the part of staff members. Even though the staff composition at the time of opening the college was completely white, the college has managed to transform itself and in 2002 43 percent of the staff was white.

It is evident from these contexts that the culture and structure of the three technical colleges have evolved within explicit social and historical contexts. In the next chapter I present the structural and cultural factors that influenced policy implementation.