CHAPTER 5

PRESENTATION AND INTERPRETATION OF RESEARCH DATA

5.1   INTRODUCTION

Dunn (1994:68) indicates that policy relevant information is subject to interpretation and this interpretation may be in different ways, depending on the frame of reference, ideology, or worldview of different groups. He (Dunn, 1994:86) states that this is due to the fact that a policy outcome is an observed consequence of policy actions. The consequences of policy actions cannot be fully stated or known in advance of action and hence sometimes there are unintended consequences of policy, attests Manganyi (2001:27). It is in this sense that policy is regarded as both destination and road map to other, yet undetermined destinations.

Policy enables the party in power to place distinctive political identity on the national agenda. Policy decisions are thus made by the real holders of power (Dunn, 1994:59).

The national department of Education sought to transform the college sector in South Africa to address the two key principles which is relevance and responsiveness. It was envisaged that transforming the college sector would help the sector break away from a system inherited from a multi-problem environment. This study is concerned with policy initiation and policy implementation as part of the transformation process in order to address relevance and responsiveness by the FET system, more specifically the college sector.

The effectiveness of policy initiation and implementation is not exonerated from misinterpretation by actors in the field of policy development and implementation. The following paragraphs try to present research data, which is the perspective of participants with regards transformation of the college sector and the researcher's interpretation of the perceptions of the participants.

5.2   DATA PRESENTATION

The first section of this chapter deals with the analysis and presentation of data from interviews. The second presents the summary of the findings.

5.2.1   Major themes

After involved analysis of the interviews data, the following six major themes emerged:

- Theme 1:   Centralization and decentralization
- Theme 2:   Management of resources
- Theme 3:   Structures
- Theme 4:   Managing curriculum design
- Theme 5:   Managing governance
- Theme 6:   Planning

5.3   VIEWS OF PARTICIPANTS

The aim of the study is to understand and describe the relationship between policy origination and policy implementation at FET colleges in Gauteng. Therefore the qualitative study in this study tried to investigate how policy is initiated and implemented from the perspectives of:

- ■ individual FET policy originators on the process of policy development; and

- ■ individual FET college managers in Gauteng

This section presents the perceptions of the above-mentioned research participants with regards the transformation of FET colleges in Gauteng with particular reference to public policy initiation and management practices at college level.

The 1998 Green Paper on Further Education and Training (FET) is the vehicle through which the government of South Africa started the process of policy development for further education. Although the Green Paper was preceded by the Report of the National Committee on Further Education, the Green Paper on FET is the official document that is regarded as the first step towards the development of policy for this sector.

Policy originators were tasked by government in the period between 1997 and 1998 to look at issues that were going to assist in the transformation of the FET sector more particularly FET colleges. The purpose of government was to develop a new vision and goals for the FET sector in order to address previous problems within the FET college sector and policy originators were therefore given the responsibility to lead this process and advise government in this regard.

There were many issues that needed to be addressed by the new government that was elected in 1994 in South Africa and policy originators were to take these into considerations as they deliberated on the new FET policy direction. These issues covered relevant and responsive provision by the FET system. Policy originators therefore had to shape and direct FET policy in this regard and these policy originators were individuals from various formations and have grounded knowledge about FET issues.

In other words these individuals were experts in various aspects of FET and each brought valuable knowledge and skills to the team. Each member within the process of policy origination had a particular view about the issues that the government needed to address and these had influenced government policy in this regard.

Policy originators therefore conceptualized the college sector as a vehicle through which government would achieve its goals and serve various purposes. Policy originators made several recommendations that ranged from the vision through to the mission for the sector and they envisaged that these were going to enable government to achieve its goals in the FET sector. Therefore in the Green Paper for Further Education and Training policy originators presented the intentions of government with regards the transformation of further education and training in South Africa and how these intentions should be realized. Transformation was key throughout the process of policy development. Various aspects within the FET sector that needed to be transformed were identified and recommendations were made. The themes that emerged in this study indicate how government through policy originators intended to transform FET colleges in Gauteng.

The success of any policy is judged after evaluating its implementation (Dunn, 1994: 180). For the purpose of this study implementation of the new FET policy is located within FET colleges in Gauteng and is initiated and guided by managers of these colleges. A coherent understanding of the intended policy by the managers of FET colleges therefore plays a critical role in ensuring effective implementation. The themes that will be outlined below indicate how these managers received, understand and implement the new policy.

Therefore the relationship between government policy and management practices can be explained using the views of policy originators and the views of policy implementers. The following sections of this chapter outlines how policy originators, as representing government policy and college managers (i.e. policy implementers) as representing management practices at FET colleges' level in Gauteng relate.

5.3.1 Theme 1: Centralization & Decentralization

5.3.1.1 Centralization

The amount of authority and autonomy given to a manager is the reflection of the relative centralization or decentralization of the organization (Stoner; Freeman; & Gilbert, 2001: 360). According to Schermerhorn (1999:215) centralization is the concentration of authority at the top level of an organization to take most decisions. In education central power and control are vested in the Minister of Education (as is the case in South Africa). In other countries like Britain central power is vested in the hands of the Secretary of Education (Marishane, 1999:22). Karlsson, McPherson and Pampallis (2002) indicate that centralized control should be maintained in order to ensure equal distribution of resources. One of the advantages of centralized control is that it helps organizations to efficiently integrate subunits for the pursuit of organizational goals through the strategic plan. A policy originator indicated that it is important that the purpose and goal of the FET sector be derived centrally by the national Department of Education (DoE). A nationally developed purpose for FET colleges will enable relevance and responsiveness to national goals at an implementation level. The vision of the department which is quality skills development can be realized when a clear national purpose in defined at the top level and effectively implemented at college level.

Both policy originators and college managers expressed feelings that centralization is necessary at national level in order to ensure some measure of control. One policy originator says *"we need to create an environment where on one hand you do not want people to create chaos but also on the other hand you allow for creativity for people to do things and really be responsive. A clear national framework decided at the highest level should be in place to ensure that national needs are addressed but at the same time that framework should encourage entrepreneurialship".* Entrepreneurship is defined as the process of creating or seizing an opportunity and pursuing it regardless of the resources currently controlled" (Nieuwehuizen, Le Roux, & Jacobs, 1998:2). In this sense centralization should define a broad operating framework within which managers of Further Education and Training colleges in Gauteng can operate in an innovative and creative manner. This framework should allow managers to create new opportunities for their colleges without transgressing national guidelines.

Another policy originator indicated that it is through centralization that mechanisms can be put in place to ensure that the work is done at college level. The Department of Labor is concerned with skills development and to ensure that this become a reality there should be a plan developed centrally by the department. Accountability is realized when there is some form of control or authority that makes decisions at a higher level. College managers need to account to another level of authority in terms of what they are doing or plan to do. Both the Ministries of Education and Labor need to be clear at their highest levels of decision making of their plans and how they will ensure that managers of FET colleges in Gauteng will account on their actions. Therefore a mandate that is nationally determined is important in order to hold managers accountable. Centralized control is therefore a necessary measure to ensure that work is done at college level. A policy originator said *"Give greater autonomy to management and council, but also put in place new forms of accountability".* Accountability then acts as a form of control to ensure that things are done according to the predetermined requirements that are developed centrally.

There is a need that the national Department of Education, as the ministry responsible for education in South Africa, develops a plan that outlines broad national goals for the FET college sector that are act as a guide for colleges. This centrally developed plan will ensure coherence of the sector but also ensure that national needs and demands are addressed in a coordinated and accountable way at implementation levels.

5.3.1.2 Decentralization

Schermerhorn (1999:215) defines decentralization as the act of dispersing authority to make decisions throughout all levels of the organization. In addition Schermerhorn (1999:215) says that decentralization is a characteristic of newer structures and is a trend in many recent organizations. Stoner, et al. (2001: 359; cf. Karlsson, et al., 2002:143) is of the opinion that decentralization allows for better decisions to be made because those who should take decisions are close to the customer. Decentralization is important because it enable decision making to take place at appropriate levels in the organization. In essence decentralization helps Gauteng FET college principals achieve their goals by taking college-bound decisions. According to Stoner, et al. (2001: 359) decentralization promotes flexibility and faster decision making and this allows organizations to be able to respond favorably to the needs of their customers.

A policy originator felt that the national Department of Education has not decentralized functions that should be decentralized as captured in the Green Paper on Further Education and Training. The functions include the autonomy to make decisions on matters that impact on individual colleges. This policy originator cited that principals of Further Education colleges in Britain call the shots as they operate as autonomous as universities. One college manager indicated that both the DoE and Gauteng Department of Education (GDE) still drives colleges when it comes to planning.

Some policy originators and a college manager indicated that planning for FET colleges in Gauteng is still centralized at the level of both the DoE and GDE. Both policy originators and college managers agree that coordination and leadership from the top is needed to take national strategic decisions but decentralize decision-making for implementation to colleges as sites of policy implementation. A college manager indicated that *"We get guidelines, we get the plans and we are to mirror our plans on those plans"*. Just to mirror college plans to national plans without any contextualization is problematic and therefore colleges should be able to use the national plan as guidelines to assist them to develop college plans that addresses the objectives of the college while not deviating from the broad national goals of the government.

Decentralization means autonomy and autonomy helps facilitate the development of college-bound implementation strategies to implement national policy. Autonomy is important for colleges to be able to respond and be relevant to local needs but effective coordination is necessary to ensure that the intended policy is not lost during context-bound planning at the lower levels. Effective communication channels are required in this regard to ensure that information flow from national to the province and then to colleges is quick and effective.

Decentralization in organizations contributes to empowerment (Schermerhorn, 1999:215). Managers make decisions continually (Stoner, et al. 359). One policy originator says that managers of colleges in Gauteng are *"given discretion to make decisions"* within their colleges, but in the words of another policy developer college managers should be empowered to take college-bound strategic decisions in order to be able to *"move away from waiting for things to happen"*. According to this policy developer *"it is annoying to wait for decisions to be taken somewhere"* before you can start with your own planning. Another policy developer felt that *"if colleges' decisions are decided up there, a manager can do all the planning he or she wants"* the college goals will never be implemented as planned by the college.

If colleges do not have the ability to make those key decisions for implementation, it becomes difficult for them to serve local needs that change according to the continuously changing environment.

Decentralization is the best way to develop and retain a close relationship with the customer/community (Stoner, et al., 2001:360). Decentralization to FET colleges in Gauteng will enable these colleges to be able to provide communities with more personalized level of service defined by local needs and demands. Managers will be able to better understand community' needs due to local trends and make decisions and plan accordingly.

5.3.2 Theme 2: Managing Resources

Successful implementation of policy requires adequate resources. According to Parker and Kirsten (1995:1) the lack of adequate resources by educational institutions is the most single aspect that undermines successful policy implementation. Therefore the availability of resources such as funding, materials and physical should be available if the intentions of policy are to be realized in earnest. The availability of resources for an example aid policy developers to communicate policy intentions but also implementers are able to use the resources to ensure that implementation is not impeded by lack of resources. One of the policy originators indicated that a right resource mix is needed to be able to deliver on the needs of customers and according this participant that resource mix is everything from the right lecturers to the right curriculum to the right material courseware to the right learning process. Resources such as staff and curriculum are currently the responsibility of government and therefore it is government that must make these resources available. The college is responsible for availing resources at college level to ensure that the implementation of the college plans is successfully realized.

Another policy originator mentioned that to be able to deliver the learning process successfully the mix of internal and external resources should be readily available. Therefore whilst it is the responsibility of government to avail resources to FET colleges, colleges should also develop strategies to acquire additional resources.

5.3.2.1 Acquisition and utilization – being entrepreneurial

As mentioned in the preceding paragraph resources (human, financial and material) are needed when an organization has to carry out its plans to reach its goals (Department of Education, 2000:27). One policy developer said that managers should be entrepreneurial in their approach because being entrepreneurial means that the manager is able to access resources for the benefit of the college. Being entrepreneurial simply means that management at college level should be able to access other resources other than those provided for by the DoE. *"A college will need that and that"* and therefore the ability to acquire resources by managers is important. According to DoE (2000:27) one of the functions expected from college management is to make sure that the college acquires these additional resources for themselves.

Provision of resources to colleges, particularly in terms of budgets, is limited. Government allocates limited and one college manager indicated that because *"there is no unlimited flow of financial resources coming our way, the element and principle of cost-effectiveness becomes critical"*. A college manager accentuates this point and says that *"we have to be accountable in ensuring value for money in terms of our resources, but above that, cost-effectiveness for the sake of cost effectiveness will not assist us"*. In addition this college manager said *"if we are worried about cost-effectiveness for the sake of cost effectiveness, what purpose we are serving"*? It is important that managers of FET colleges utilize state resources in a cost-effective manner but cost-effectiveness should not compromise the effective delivery of the curriculum which is the goal of the colleges.

According to the Department of Education (2000:27) educational institutions should be education driven and not resource driven. In other words managers of FET colleges should strive towards the achievement of the college objectives without sparing resources.

A clear understanding of the budgetary process by managers is critical in order to be able to manage budgets. Managers should understand that budgets are not just about spending money but they are about a large number of management processes and functions that help relate educational needs to resources. A college manager warns that it is not only college management that must be resourceful. Both the DoE and GDE need to manage resources in an economical manner. This participant says that there are various activities or functions that require large volumes of resources and sometimes these activities might be regarded as a waste of resources. Communicating policy is one such activity that requires financial resources. Organizing workshops and conferences at both national and provincial levels dictates that enough funding should be made available for this purpose. Government should invest in education by availing resources to effectively communicate its policy intentions to as wide a range of the general public but more particularly to the end-users. Therefore the effective and efficient management of financial resources at these levels becomes of critical importance because as expressed by some participants state resources are limited.

Because of the scarcity of resources at colleges managers of FET colleges in Gauteng should have knowledge and skills to raise additional funds. One policy originator is of the perception that acquiring resources such as finance from the external environment is one of the functions of college management. However there are arguments that with the type of management at provincial and national level this is not possible. Policy does not confer authority to college managers to make decisions that pertains to issues of forming external relations in order for the college to raise additional funds.

An example cited by a college manager is the issue of entering into contract with external players, especially business in order to offer learnerships. A learnership is a training programme that is managed by the provider, supported by the employer for the benefit of the learner. One college manager indicated that revenue generated through learneship programs is far greater than revenue generated through government programmes and this can help colleges acquire much needed additional funds.

For a learnership program to be offered a tripartite contract between an employer, training provider, and the learner is a prerequisite for the provision of learnerships. Presently policy does not make provision for colleges to enter into contracts with employers for the purpose of offering learnerships. According to one manager colleges cannot enter into direct partnerships with prospective employers in order to offer learnerships. According to one college manager the present provision is that GDE will have to sign a Memorandum of Understanding (MOU) with a Sector Education and Training Authority (SETA) that is responsible for the learnership at hand before a college can offer that learnership. GDE therefore needs to sanction any provision of learnerships at FET colleges in Gauteng and this is considered a hindrance by participants. *"There must be a clear framework and that framework should encourage people to be entrepreneurial – we need to build into policy the kinds of rewards that will encourage people"* were sentiments echoed by one policy developer. Colleges are not able to autonomously take decisions to develop strategies to raise additional funds and this is creating problems for college management. In other words colleges should be able to develop income generating activities to compensate for the insufficient operating budget supplied by government.

One policy developer indicated that colleges in Gauteng need to be managed differently from the way schools are managed because *"they need to have a much more of a business orientation than a normal school"*.

The environment in which colleges operate changes so rapidly and therefore managers need to be able to constantly adjust resources in order to suite the changing environment. To be able to adjust resources implies making decisions at the level of changes. This cannot be possible if managers do not have levers to make decisions in order to respond to the needs of the local community. If college managers are not given the ability to make decisions it becomes difficult for them to adjust to the environment. Some policy originators felt that policy should create an enabling environment for colleges to make decisions and plan without fear of reproach. Some of the rules used in public colleges *"militates against business principles"* and prevent managers from acting in a business-like manner.

One college manager indicated that whilst colleges need autonomy, they do not want total independence. College managers do not want to manage colleges chaotically but they need to be able to come up with initiatives that hey believe will benefit them and the college. The participant indicated that colleges expect the DoE and GDE to provide guidelines in terms of this function of resources acquisition and the accompanying autonomy. Policy should set boundaries in terms of the extend college managers can be autonomous with regard to establishing relationships and acquiring additional resources from external sources. The manager indicated that if there are no guidelines to this effect, there could be chaos at colleges. They might act as independent and focus on activities that are not in the interest of government but more specifically not in the interest of the general public. One manager indicated that because of the revenue generated by the provision of learnerships, colleges might be tempted to offer only learnerships as a form of creating wealth for the college. Therefore whilst it is important that managers are given the autonomy to make decisions with regards the acquisition of additional resources for the benefit of the college, this should be done within the confines of policy.

5.3.2.2 Cost-effectiveness and efficiency

Resources that are provided for by GDE are of a limited scope and therefore they should be used in the most cost effective way. One participant said that managers should ensure value for money. The utilization of resources at all the three levels (i.e. national, provincial and college) should make every attempt to ensure value for money.

One policy developer indicated that government at national level tried to address cost-effectiveness through the process of transforming the college landscape in terms of the utilization of resources. Merging colleges by the Department of Education was meant to deal with fragmentation and duplication of programmes. Different colleges were offering the same learning programmes within the same proximity and therefore concentrating resources was seen as a measure of ensuring cost-effectiveness for the DOE. Physical and human resources were not used effectively and therefore this could not be allowed to continue. Therefore the merging of multiple sites into mega colleges and concentrating resources at colleges in terms of needs was meant in the final analysis to enhance performance of colleges.

Expenditure should always be balanced with quality work at any level. One policy developer did not support the merging of colleges and expressed the feeling that most of the time both the province expense resources on things that in the long run colleges do not benefit. An example cited by a college manager pertains to the expense on mergers of colleges. The manager indicated that spending money on a national program to merge colleges was a necessary exercise but was not a priority. This college manager feels that this expense should have been used to develop a national curriculum first as education is about the curriculum. Utilizing state resources in a cost effective manner can in the long-term benefit the quality of provision at college which is the core function of the national department.

Another view from policy developers is that the involvement of stakeholders is one strategy that can be used to ensure cost-effectiveness. The involvement of local employers is viewed as a key requirement for cost-effectiveness in Gauteng colleges. One policy developer said that Gauteng is seen as the hub for economic development for South Africa and therefore the business sector should be involved in offering financial support to FET colleges in Gauteng.

5.3.2.3 Human resources - capacity building

Both policy developers and college managers expressed a serious need for building management capacity at FET colleges in Gauteng as well as for officials of both the national and provincial Departments of Education. Managers and officials need to be skilled in various areas of their job and as one college manager put it *"definitely we can benefit from capacity building initiatives, starting from the highest level"*. One area indicated by a policy developer is on managing human relations within colleges. The participant indicated that dealing with past attitudes has proven to be a challenge for managers of colleges in Gauteng. Both the national and provincial Departments of Education should dedicate resources on building capacity of policy implementers to ensure that knowledge and skills necessary for the purpose of implementing policy are available.

Another challenge is around managing the new mega colleges. A policy developer says *"the key challenge at the moment is managing diversity of the mega colleges"* environment – managing different types of training programmes, many different funding sources, and many different quality assurance requirements". There is a need that government develops college managers so that they are able to deal with these challenges in an effective and decisive manner. These are challenges that if they are not attended can render colleges ineffective in the long term.

A college manager felt that although managers have been developed around certain areas of their functions the participant felt that more still need to be done. The manager says *"the problem of capacity in government has become a little bit better, but we have not invested much time and money to build people's confidence"*. Investing in capacitating managers at college level will build their confidence also benefit the colleges. One policy developer contrasted this perception that college managers have not been developed. In the words of this policy developer *"one of the first investments we made ... was a serious programme for skilling the councils and management – we had a strategic planning manual, we had a kind of exchange programme, and we had a series of senior management training programmes"*. In addition this participant argued that various capacity building programmes were organized for provincial departments and these were in the form of workshops, case studies and distance learning. The perception of this policy developer is that the national government has done enough to ensure that there is capacity both at provincial and college levels so that the implementation of policy can be a success. Skills and knowledge gained during capacity development initiatives should enable managers to function effectively and efficiently to a certain extent. To successfully address key challenges within the FET college sector on policy development and implementation in Gauteng government will have to develop human capital as a matter of priority. Continuous development programmes are necessary to capacitate managers on issues that impact on the implementation of the national vision of the department. Training workshops and other initiatives that are developed or used should be well planned and properly coordinated at an appropriate level in order to be beneficial to targeted recipients.
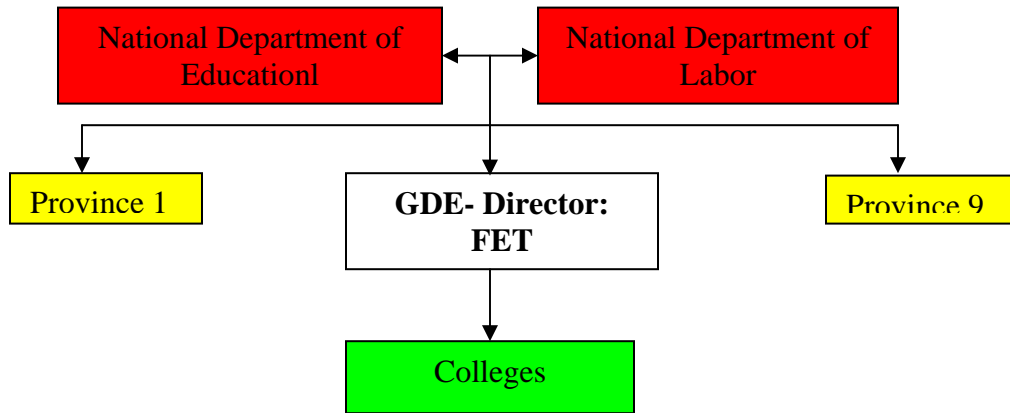
The development of human capital should also be extended to educators. As stated in the Green Paper on FET educators are lacking in many areas and therefore their development will enhance the effectiveness of the FET sector in general but more specifically, FET colleges.

One policy developer indicated that the national department should provide opportunities for educators to up-grade their qualifications. In the old system of FET many educators were either under qualified or unqualified and this might have a negative effect of the delivery of the new envisaged curriculum. Provision should therefore be made to assist these educators to increase their qualifications as this will improve different aspects of their teaching. Educator's development should also be extended to all educators. The purpose of further education has changed and therefore all educators should be capacitated to be able to deliver the curriculum in terms of the new subjects' requirements. For instance if colleges will want to offer learnerships to learners, educators should be able to relate theory and the practical aspects that learners will be trained on at the workplace. This will involve sending educators to visit workplaces and those in the workplace to visit colleges in order to enhance their understanding of the two different environments of a learner in a learnership.

5.3.3   Theme 3: Structures

Every organization has a formally instituted pattern of authority and an official body of rules and procedures which are intended to aid the achievement of those goals and according to O'Neil (1994:101) this is what is referred to as a structure of an organization. Schermerhorn (1999: 202) defines an organization structure as *"the system of tasks, workflows, reporting relationships, and communication channels that link together the work of diverse individuals and groups"*. Stoner, et al. (2001:315) defines an organization structure as a framework that a manager devises for dividing and co-coordinating the activities of employees of his/her organization. There is a clear structure which is in place in terms of education in Gauteng. The hierarchy is depicted in Figure 1 below:

Figure 5.1: Further Education and Training management structure

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┌──────────────────────┐         ┌──────────────────────┐
│ National Department of│◄──────►│ National Department of│
│      Educationl       │         │        Labor          │
└──────────────────────┘         └──────────────────────┘
           │                                    │
           ▼                  ▼                 ▼
┌─────────────┐      ┌──────────────────┐   ┌─────────────┐
│ Province 1  │      │  GDE- Director:  │   │ Province 9  │
└─────────────┘      │       FET        │   └─────────────┘
                     └──────────────────┘
                              │
                              ▼
                     ┌──────────────────┐
                     │     Colleges     │
                     └──────────────────┘
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From Figure 5.1 from the education side the national Department of Education is the uppermost level of authority, followed by the Gauteng Department of Education and then colleges at the bottom end. This structure is set in terms of the Constitution of the Republic of South Africa (Act 108 of 1996) and the National Education Policy Act (27 of 1996).

Each of the above levels is further regarded as a structure on its own. Therefore we refer to the national structure, the provincial structure and finally the college structure. Within each of these structures, there are management structures that oversee the functionality of that particular structure. In terms of Schermerhorn (1999:203) management structures at college level are meant to promote effective and efficient development and delivery of the curriculum of the college.

There is no one best structure that meets the needs of all circumstances. Sometimes existing structures are restructured in an attempt to improve the performance of the organization (Schermerhorn, 1999:203). Structures must be addressed in a contingency fashion because as environments and situations change, structures must often be changed too to suite the environment (Schermerhorn, 1999:203).

5.3.3.1 Management Structures

A structure is created to promote and facilitate organizational effectiveness. Colleges in Gauteng are managed at three different levels. Firstly at national level there is dual management. The Department of Education is responsible for the entire education sector which starts at general education through to higher education. On the other hand the Department of Labor is responsible for skills programmes which are presented in the form of learnerships. The provincial management is the second layer of management and college management is the third and final layer. These different structures of management have distinct functions. A policy developer earnestly believes that there is no any other management level that can develop policy except the national department. The implementation of policy is then left to the provincial departments which then accredit colleges to ensure that the objectives of policy are realized. In addition the provincial department also oversees the supervision and support of policy implementation. The management structure that is directly responsible for policy implementation is the provincial department i.e. GDE and colleges are referred to as sites of implementation.

There is a strong belief by policy developers and college managers that management structures at FET colleges in Gauteng have never been able to fulfill this assertion. One policy developer expressed the view that this could be attributed to the fact that the new FET system was inherited from a multi problem environment. Policy developers and college managers pointed out that even with the new structures that emerged after the merging and restructuring of colleges, procedures, processes and regulations are not fully implemented to facilitate effectiveness. Some of the policy developers locate challenges to effective performance of colleges on both the composition and functionality of college management structures.

5.3.3.2 Composition

There seem to be a lack of will to transform management structures in terms of demographics and gender equity. One policy developer pointed out that "*there is hardly one college in Gauteng that is managed by a black woman*". The majority of people in management positions are males and mostly Afrikaners.   This situation is further aggravated by lack of women in senior management positions and government policy intended to change this kind of scenario.

Previous management structures were characterized by problems of racial exclusivity and inequitable distribution of resources and this situation influenced the new structures that emerged out of this apartheid era.   Transforming the management structure at college level is a process that cannot be achieved by putting race and or gender into the equation. A policy developer accentuates this point by saying that putting politically correct races and gender does not mean management structures will do better. The new FET policy is meant to transform management structures so that they are representative of the demographics of the province, but all efforts towards transformation must be guided by national, provincial and more particularly, the objectives of the college.

5.3.3.3 Functionality

It is the responsibility of GDE to ensure that all public FET college management structures are functional as these colleges are the competence of Provincial Departments of Education. According to O'Neil (1994:116 quoting Mortimore et al, 1988, Caldwell and Spinks, 1992) effective educational organizations are well led.   These effective organizations are structured flexibly in the present educational environment to enable them to respond appropriately to a constantly changing set of demands from their various stakeholders (O'Neil, 1994:116).

Colleges were not able to function effectively in the past because of past unjust tendencies that characterized college management. One policy developer indicated that previous college management structures were actually dismal. Both state-aided and state colleges had management structural problems that inhibited national functionality of the system. According to some policy developers and a college manager state aided colleges served ambitions of the minorities in the country and hence they could not address national needs. The separation of colleges into state-aided and state colleges was the cause of non-functionality of college management structures. A college manager points out that there were privileged and disadvantaged colleges and these colleges functioned at different levels with the disadvantaged colleges being the biggest in terms of numbers of learners but faring badly. Duplication of structures result in wastage of otherwise scarce resources and fragmentation leads to non-coherence of the system. For structures to be functional means being able to perform responsibilities that are responding to identified needs national, provincial or college.

Difficulties within the college management structure arise, to a large degree, from both the lack of clarity concerning the role and authority of managers. One participant indicated that both the Gauteng Department of Education as well as national is not decisive in terms of what authority managers of FET colleges should possess. This leads to a situation where managers *"wait for the word from above before they can act"*. According to O'Neil (1994:112) there is a need to devolve increased authority and responsibility to those teams which interact directly and most closely with the organization's customers. In summary the national department should clearly outline lines of authority and responsibilities of each level of management and set out expected levels of performance.

In spite of the many problems evident in the previous management structures there has been, as one policy developer puts it *"pockets of colleges that were functioning very well"*.

There were college managements that that had good relationships with industry and this enabled these colleges to deliver on the much needed skills. According to this policy developer this is the direction government is trying to take in terms of new colleges. Industry and colleges should be able to have good relations in terms of what should be offered at colleges that will benefit the work environment.

There is a growing interest in more flexible organizational structures which are determined by the demands of the task and the shared values of the organizational members. Roles, authority and positions in more flexible structures are defined according to the nature of the tasks and the capabilities of the individuals or groups who undertake them. Some policy developers expressed the view that flexibility in the hierarchy of the FET structure will enhance performance at all the three levels. More specifically policy developers felt that if college management structures are flexible they will be able move from readily defined institutional goals to unclear goals and uncertain responses. In this manner structures will not determine the needs but needs will determine the structure. Flexible and radical management structures are needed to respond to constantly changing demands of the resources and expertise of colleges. It is the assertion of some policy developers that colleges need to operate as 'open' systems in order to interact successfully with their environments. Therefore college structures should not be rigidly prescribed from above, but should be formed and adjusted at college level as and when the need arises.

5.3.4 Theme 4: Managing the curriculum

The college is a curriculum and managing the curriculum has become another facet of managing change as indicated by Lofthouse (1994: 152). To successfully manage the curriculum means being able to manage the ambiguities caused by overlapping and competing agendas in the field of curriculum studies (Lofthouse, 1994:140).

The curriculum is characterized by struggles between and among various pressure groups. Successful college managers are able to manage pressure groups, parents, stunts and politicians as they all jostle for the right to shape the curriculum (Lofthouse, 1994:140). In spite of all these jostles the curriculum of a college need to address particular needs. Therefore curriculum design and management need to balance national, provincial and local needs. Therefore the relationship between the three levels of policy is important in order to ensure that the curriculum of colleges addresses real issues.

5.3.4.1 The old curriculum

A very strong view came from some participants who argued that government has failed the FET college sector. The process of policy development and mergers was completed long time ago but the issue of what should be taught is still being a tussle. *"In my view we should have started with the curriculum – we should have started with the process that is going on now other than putting a lot of energy on mergers, structures, management and so on"* indicated the policy developer. This participant indicated that the curriculum is still being shaped and educators are in the process of being capacitated to deliver the envisaged curriculum. The implementation of the new FET curriculum policy in colleges will not be effective until a curriculum is designed and implemented in these colleges in Gauteng. The government plans and implements priorities as the decision maker without considering policy implementers on the ground. One policy developer asserts that curriculum design should have taken precedence over the merging of colleges. The national Department of Education proceeded with its plans and it has become evident that its priorities were incorrect.

Both policy developers and college managers in this study expressed views that paint a gloomy picture about curriculum design and management in Gauteng FET colleges. Policy developers as well as college managers agree that the curriculum that is offered at colleges is outdated and is incorrectly designed.

The curriculum does not address any current need. One policy developer says that *"the colleges at the time were focusing and still on the history of the apprenticeship-based past and industrial age and sitting in a position when the sector was providing an outdated and incorrectly designed curriculum to an ever increasing number of young learners and a disparity was growing"*. The previous curriculum that was offered by colleges in Gauteng was designed to support the apprenticeship system which in itself was not working. According to one policy developer the non-functionality of the previous curriculum was caused by the fact that the curriculum was designed to support technical skills rather than supporting the industry. In other words the curriculum was not responsive to the need of the industry and hence *"it's dismal failure"*, using the words of a policy developer. The intentions of government were to facilitate the design of a responsive curriculum that would deal with national issues while at the same time addressing local needs.

Another policy developer indicated that although the old curriculum was ineffective the apprenticeship that was offered should be regarded as an important programme that can be used effectively for skills development in the country. According to this participant there is sufficient evidence to show that there were colleges that were functioning very well with regards skills development in colleges. In addition this participant indicates that problems that existed previously were not because of the design of the apprenticeship, but solely because of the lack of management skills to manage the curriculum. Another policy developer supports this view and indicates that there was a stage in the history of colleges where colleges had a strong relationship with industry where the curriculum was design to offer skills training as per industry requirements. Colleges were never meant to be stand-alone learning vehicles, but instead they were meant to have a relationship with the world of work all the time.

In addition this policy developer argues that the apprenticeship should be continued as there are managers in FET colleges in Gauteng who are able to put together an effective apprenticeship programme and also have the knowledge of how and when to link up with industry.

5.3.4.2 The new responsive curriculum

There is also a perception from policy developers and college managers that there needs to be a new curriculum and that this new curriculum should be finalized speedily and be implemented at colleges. One policy developer feels that the type of curriculum that should emerge should be the one to lead the colleges back into that relationship with the workplace but most importantly is that this new curriculum must be adapted to local conditions.

The emergence of learnerships as learning programme is presenting a model that can be used by FET colleges to develop skills for both young and old people. The new curriculum should present quality programmes and better quality services that deals with skills and competence development among learners. A college manager indicated that the envisaged curriculum should offer a wider choice of learning programmes to a much wider range of customers, from young through to mature adults. In short the new curriculum should be more focused on the skills needs of the country as the goal of government. A working relationship with college managers will ensure that an effective and a responsive curriculum is designed and successfully implemented at colleges in Gauteng.

5.3.4.3 Curriculum delivery

The way the curriculum is delivered is also important. One college manager indicated that colleges should begin to move from being inwardly focused and self-centred and explore possibilities of customer-focused learning programmes. New methods of delivering curriculum should be explored and should not follow the old traditional pseudo academic approach or even largely practical operational-based programmes as it was the case with the old curriculum.

Although apprenticeships systems are still viewed as relevant to skills development, learnership systems have come to replace these in South Africa. One policy developer pointed out that learnerships are a vehicle through which the skills need of the country can be met as this approach combines college tuition with company-based training and they are more flexible than apprenticeships. Learnerships therefore offer participating learners opportunities to acquire skills and knowledge that is relevant to the needs of employers.

It is the responsibility of the Gauteng Department of Education and the college management to ensure that staff has access to, and shared ownership of curriculum process and content. College managers pointed out that an important aspect of effective curriculum delivery is to fully involve educators with the curriculum in order to ensure ownership by those who will be delivering it in the classroom. This can be done in many ways and one of them is to invite those who are in practice to participate during the development of the national curriculum.

Secondly because the curriculum need to serve the needs of external stakeholders, it is therefore important to consult these stakeholders when deciding on delivery approaches. These will ensure that curriculum delivery methods are relevant and are responsive to stakeholders' interests.

5.3.5   Theme 5: Managing governance

Atchoarena and Delluc (2001:34) indicate that traditionally the state organizes the education system, including FET. It is the responsibility of the Ministry of Education therefore to oversee the governance of the FET sector but it is not to find more than one Ministry in a country overseeing governance in education. In South Africa governance in education and training is split between the Department of Education and the Department of Labor. These two Ministries decide on the policy direction of government and relay their decisions to colleges through provincial Departments of Education and Labor centres regionally. Governance in education is concerned with relationships between people, i.e. individuals, interest groups, direct stakeholders, and institutions and structures in the education system (Department of Education, 2000:30). Therefore managing governance in FET implies ensuring that those who take decisions at college level do so in the interest of the college. Figure 5.2 below depicts governance at national level.
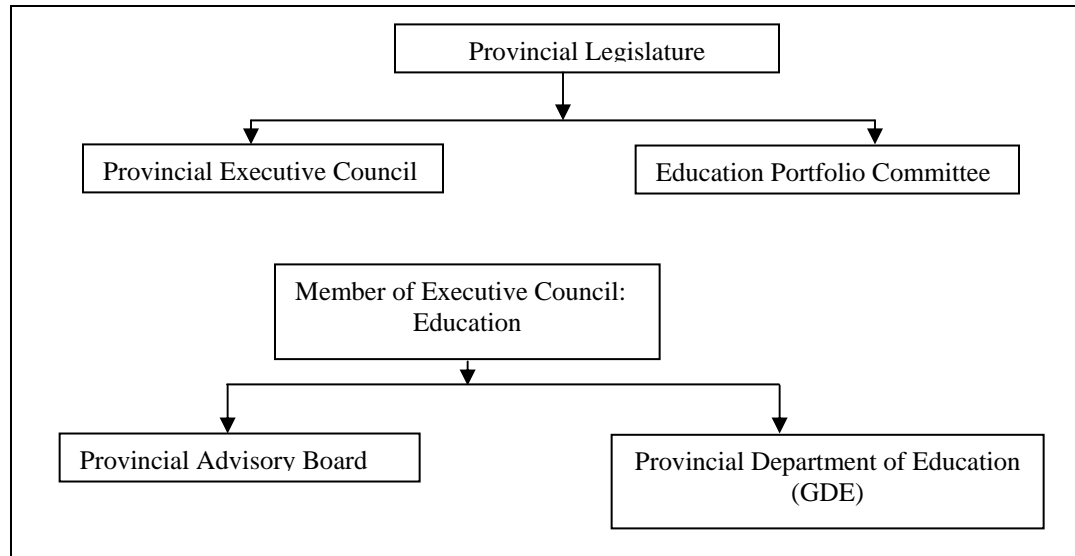
Figure 5.2 Governance at National level (Zuma, 2000)
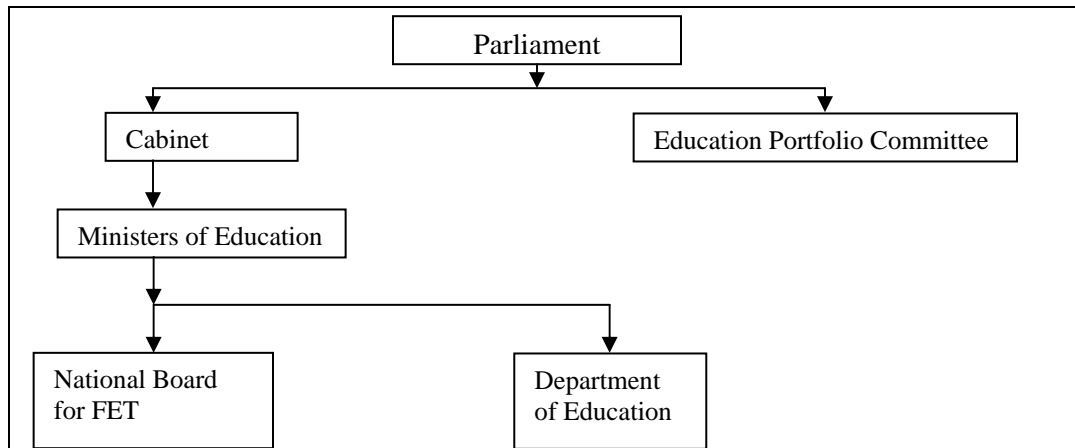
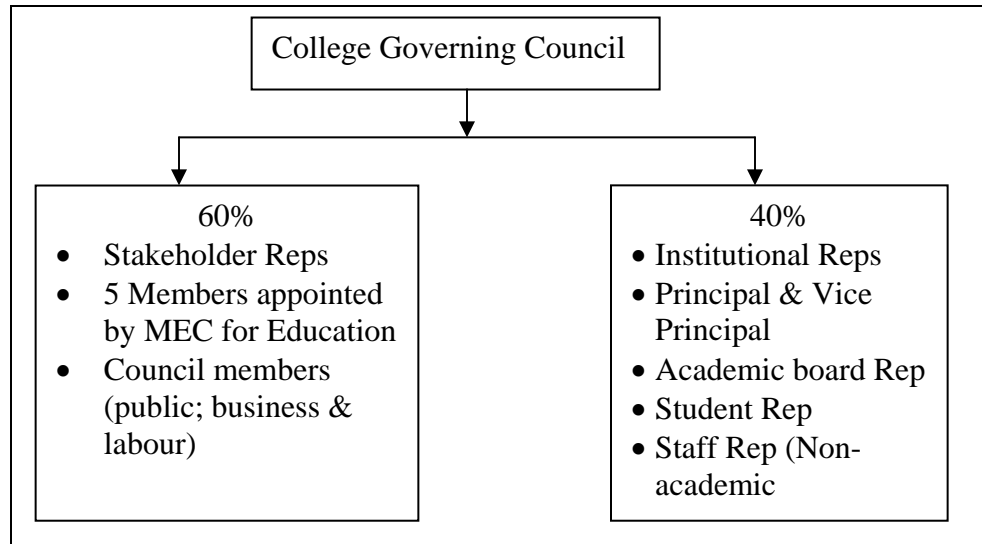At provincial level the MEC for Education is responsible for provision of FET. Figure 5.3 below shows how governance at this level is structured.

Figure 5.3 Governance at Provincial level

In terms of the Further Education and Training Act (98of 1998) the governance of FET colleges is the responsibility of the college council (Department of Education, 1998). Figure 5.3 below shows how governance at college level is structured. The council plays a critical role in terms of what goes on in the college and one of the key responsibilities of the college council is to develop a strategic plan for the college that will serve as a blueprint for all college activities. This implies that the consistency of the college effectiveness depends on the capacity and ability of the college council. A college council should have the capacity to perform its mandatory functions but also be allowed to do without imposed limitations. The manner in which these college councils functions or have capacity depends on how government relate to them in terms of policy. Policy intended to dispense more authority to college councils so that they can be able to effectively govern their colleges.

Figure 5.4 Governance at College level (Zuma, 2000)

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                    ┌──────────────────────────────┐
                    │  College Governing Council   │
                    └──────────────────────────────┘
                         │                    │
           ┌─────────────┘                    └─────────────┐
           ▼                                                ▼
┌────────────────────────────┐      ┌──────────────────────────────┐
│            60%             │      │             40%              │
│  • Stakeholder Reps        │      │  • Institutional Reps        │
│  • 5 Members appointed     │      │  • Principal & Vice          │
│    by MEC for Education     │      │    Principal                 │
│  • Council members         │      │  • Academic board Rep        │
│    (public; business &      │      │  • Student Rep               │
│    labour)                  │      │  • Staff Rep (Non-           │
│                            │      │    academic                  │
└────────────────────────────┘      └──────────────────────────────┘
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5.3.5.1 Developing relationships with stakeholders

The relationships that a college has with its stakeholders are critical to its development and growth. The college is strategically positioned to serve the community that is regarded as the customer in education. One policy developer felt that the college council is conveniently positioned to respond to the needs of the community as the college is the closest to the community. Some policy developers indicated that it is important that the college council develop close relations with its communities in order to strengthen its capacity. The planning that is done by the council should be informed by local needs and these needs can only be established through the relationships that the college council has with communities. In addition the manager is able to use the structures created by council to clearly inform the community of what the college is doing and why the college is doing what it is doing. Furthermore strengths and weaknesses of the college need to be explained so that the community has a better insight into the activities of the college. This also assists in generating trust and interest to ensure community support.

It is of critical importance therefore that managers make the positive aspects of the college activities known to the community. It is therefore the responsibility of the college council to drive efforts to improve the efficiency and relevance of their colleges in Gauteng.

One policy developer indicated that the student component in colleges *"is beginning to flex muscles about their participation in the governance of their education"*. Students are an important part of college governance and their role is now recognized officially in Act 98 of 1998. Students should be represented on the governance structure of the college by the Student Representative Council (SRC) and this structure has been legislated by Act 98 of 1998. Interaction with and involvement of students in matters of college governance is a requirement as prescribed by legislation. Managing the participation of students in college affairs requires that the college manager be able to involve them especially on matters that affect them. One policy developer indicated that student participation should never be undermined by the college management as this has proven to be a recipe for a series of disruptions of the teaching and learning programme of the college. Disruptions do not only have negative results at college level but also disrupts the entire national programme. To counter students' disruptions at Gauteng FET colleges will entail their full participation in the affairs of the college on matters that impacts on their education. Therefore the national Department of Education should perform its mandate as contained within the Constitution and develop policy that will facilitate full and democratic participation of students in their education. Therefore students should be considered earnestly especially when thinking about introducing change or implementing new policy.

A policy developer felt that there is lack of clear direction given by both the national Department of Education Gauteng Department of Education in terms of accountability of college councils. The roles and responsibilities of the various levels of governance are not clearly articulated for all key role players.

A policy developer indicated that *"our co-operative governance even though they belong to the province, they have a sense that in reality colleges are being worked by the national department, but also the national department is not bold to say these colleges belong to the province"*. Sometimes the national Department finds itself dealing directly with colleges and leaving out the province. As one college manager put it *"at one stage we were driven by national to put strategic plans. There was pressure on us to put those plans, only to discover that the province is still to put its own plan"*. With this kind of situation where there is no clear direction, college councils and management end up creating their own ambitions and this sometimes might not be in line with the intentions of government policy. Clear and unambiguous coordination of the various governance structures is of critical importance for the process of policy initiation and implementation to be successful.

It is important that clear and unambiguous communication networks and the flow of information are not obstructed at various levels of management. The bureaucracy should not in anyway compromise the provision of further education in Gauteng colleges. The willingness of government to develop capacity and the extent to which it grants autonomy will facilitate the effective functioning of college governance.

5.3.5.2 Autonomy

Decision making is one critical aspect which influences the effectiveness and efficiency of educational institutions. Autonomy means being able to make decisions without having to account to anyone. College councils are legally given the prerogative to decide on the form and other applicable aspects of the college. One college manager indicated that there are limitations as far as college councils' autonomy is concerned.

The manager indicated that sometimes the province take decisions that are within the jurisdiction of college council and the province expect colleges to implementing these decisions. This scenario points out that national and provincial direct the way college councils' function is directed by national. One college manager pointed out that decisions about what should college councils do in colleges are taken at different levels and this usually impacts on the functionality of the individual college. This is the situation that existed prior 1998 when college councils had no authority to decide on the course of the college but to offer just advisory services to colleges. This kind of a situation suggests that college councils in Gauteng have no powers to take decisions and decisions are taken on their behalf at another level. The national government should provide training to councilors so that they can perform the work that they are mandated to perform

During the process of transformation colleges were afforded time to develop plans to direct its activities. According to one policy developer the development of those plans was the responsibility of the college councils with the principal held accountable. According to another policy developer colleges were given the discretion by the national department to make decisions with regard to what they plan for the college. Colleges could therefore through council, decide on the kind of curriculum they want to offer. Furthermore a policy developer felt that college council members lack capacity and this leads to indecisiveness in planning and decision-making. At college level the principal should enhance the process of governance by being supportive to council as well as providing information to council members.

Learning and teaching takes place at college level and therefore it stands to reason that the quality of learning and forms of delivery should be determined at the level of the college in order to ensure relevance and responsiveness. Taking decisions in terms of what are the goals of the national curriculum in the first place and secondly what objective a college need to address is critical for the council.

It is important that government facilitate the design and development of a curriculum that addresses issues of national concern but also college management has the responsibility to implement national policy by aligning their curriculum strategies to the national vision.

5.3.5.3 Staffing

Colleges should be able to employ competent staff to ensure that the vision of the college and that of DoE are realized. To ensure that this happen one policy developer indicated that the DoE is considering shifting the employer status to colleges' councils. Presently the Gauteng Department of Education is the employer and employs staff on behalf of colleges. The granting of employer status to colleges will increase the autonomy of colleges in terms of staff recruitment and enable college councils to take strategic decisions in terms of college staff requirements. According to another policy developer granting greater authority to college councils will enable colleges to respond timeously to the challenges and changes that may arise now and then in the college environment. In short certain policy developers felt that with the increased degree of autonomy to employ staff, the college council will be able to employ people it considers competent to direct the vision and mission of the college. Government policies should therefore empower college councils to be able to decide on the skills and knowledge the college needs to address identified issues on one hand and on the other hand colleges should exercise their autonomy in such a manner that decisions taken at college level complement government policies.

5.3.6   Theme 6: Planning

Everything starts with planning and planning is very critical for the success of any organization. According to Stoner, et al. (2001:265) planning is a process of setting goals and choosing the means to achieve those goals.

Without planning managers cannot know how to organize people and resources effectively and therefore planning should be evident at all levels of the organization. In other words planning in the sense of this study should be at national, provincial, and college levels. But one college manager felt strongly that this is the responsibility of the national department to "make planning coherent, make synergy, and put things together". The different levels of planning should complement each other in order to create synergy within the department and colleges in Gauteng.

Strategic plans are designed by high-ranking managers and define the broad goals for the organization. Strategic plans deal with the relationships between people at an organization and people acting at other organizations. Strategic planning has both a planning component and a decision-making component. If the strategic plan is correct, any number of tactical errors can be made and yet the organization proves successful.

Strategic management provides a disciplined way for managers to make sense of the environment in which their organization operates, and then to act. Zuma (2000:87) indicates that planning is an important tool for management. According to him (i.e. Zuma) planning is equivalent to decision-making. Successful managers are those who plan and make decisions based on their plans. According to Zuma (2000:88) it is the responsibility of managers to determine the organization's goals and then decide how best to achieve them. Therefore planning is critical at all the levels of management.

5.3.6.1 National – level planning

This strategy is referred to as corporate-level strategy in the business fraternity. With national-level planning top management oversees the interests of the entire organizations made up of more than one site. The aim of national-level planning is to put a broad vision and goals which should guide the entire FET sector.

One policy developer indicated that the whole process of planning at the national department was informed by research that looked at the whole FET system. The purpose of the research was to establish where colleges were at the time and also find out what economic regions they were serving and at the end of the day nine provincial plans supported by 50 college plans were developed. This kind of planning is inclusive and consultative and allowed the participation of colleges who drew their own plans. The department of education, both national and province, worked closely with colleges in this regard to get the plans in place.

As the national department is accountable to the socio-economic demands of the country, a policy developer felt that the national plan must reflect its purpose of making colleges more relevant in order to support economic growth which is the broad goal of the department. The national plan should outline critical key targets that government thinks should be achieved and this will be creating a guideline for colleges to develop their plans.

One policy developer felt that a national-level plan *"should provide a set of guidelines for the college within which to develop their own strategies"*. This policy developer indicated that national-level planning is not meant to be the plan for colleges instead it meant to guide colleges. National nor provincial departments should not prescribe plans to colleges. The province has the responsibility to review plans for the purpose of funds allocation and not to reject college plans. Instead of rejecting plans, provinces should rather negotiate changes, indicated one college manager.

5.3.6.2 Provincial – level planning

Planning at this level is concerned with policy implementation and more specifically with the accreditation of local colleges. Planning at this level should be within the boundaries of the national plan and the allocation of resources and more specifically, funding.

As far as provincial planning is concerned participants indicated that the province is always not in the loop. As one college manager puts it *"we were driven by national to put strategic plans. There was pressure on us to put those plans, only to discover that the province is still to put its own plan"*. Another college manager indicated that sometimes the province delays in its planning and providing guidelines and when colleges submit their plans, usually they (i.e. colleges) find that they have to redo all their planning. Usually there is no synergy between the provincial plan and the college plans. Sometimes colleges develop their plans before GDE can prepare its provincial plan. This situation leads to colleges to feel that their plans are not characterized by college needs but those of the province.

The unclear demarcation of responsibility is affecting how different levels within the FET college sector function. When national directs college activities this becomes a constitutional transgression. It is the responsibility of GDE to guide FET colleges in the Province by approving the colleges' mission and plans. On the other hand if the province is not performing its legislative functions, it transgresses the law and the constitution. Therefore provincial-level planning should be effective and guide and support colleges and approve their plans.

5.3.6.3 College-level planning

Planning at this level is more concerned with managing the interests and operations of the college. This can be safely referred to as an operational plan and deals with activities of individual college in Gauteng. Some policy developers felt that colleges need to devote more time and energy on planning as this is the level at which implementation occurs. Curriculum delivery happens at this level and any mishaps in this regard cannot be afforded. In addition the college should use its plan to position itself to function optimally within its changing environment.

A college-level plan should be informed by local needs that the college needs to address. According to one policy originator managers need to understand both the local environment plus national staff before they can embark on planning. This is an important requirement for management. A policy developer felt that colleges should be responsive to the local needs and they should be able to show in their planning how they will meet local community needs and contribute towards the broad national targets.

Another policy developer indicated that for successful planning college top leadership and staff should plan together in order to improve efficiency and effectiveness within the college sector. Another policy developer warned that managers should note that *"people want to make a contribution"* and this enhances policy implementation. Rather than just being told what to do, staff want to be empowered. Managers can empower their staff by instilling the sense of ownership of the college plan. One of the policy developers says that empowerment comes in the form of involving staff in the planning processes of the college. Managers should remember that "people want to make a contribution".

Planning should flow from central point through to implementation level if effectiveness is to be realized. While it is important to have synergy in planning, it is also equally important to ensure that planning at all levels addresses key aspects of policy implementation. Therefore planning should be bottom-up and not the other way round. It is important that the college plan informs that of GDE and GDE's plan informs the national plan. Presently planning is done in reversal. Top structures inform lower structures and this might lead to a situation of compromising policy intentions.

5.3.6.4 Strategy implementation

For successful implementation of strategy, top management should decentralize decision making. Successful strategy implementation is depended upon lower level structures being able to take those decisions that are critical for implementation. One policy developer indicated that sometimes it is necessary to make temporary structural changes to enable policy implementation to be effective. Therefore strategy implementation is in the first place depended on a relevant structure. One policy developer said that a structure must match strategy and not the other way around. A strategy that matches the structure is not responding to any strategic need except to accommodate the operational structure. Therefore the structure should be flexible to allow for changes in the environment at any given time.

Thirdly strategy needs to be institutionalized. A strategy should be institutionalized. It must be connected to the culture, the quality system and other driving forces in the college. It is impossible to successfully implement a strategy that contradicts the culture of an organization. One college manager indicated that sometimes it becomes difficult to implement departmental strategies as most of the time these strategies are removed from what is going on in the colleges.

There is lack of synergy in planning within the FET college sector. One policy developer attributes this to unclear responsibilities between DoE and GDE. For instance a policy developer indicated *"I do not know where colleges get their vision and mission from. I think it has been a dodgy area, from the national level all the way down because colleges were supposed to be the responsibility of provincial departments"*. This kind of a situation confuses colleges as they sometimes find themselves not knowing who to account to and who they should listen to. In trying to show this confusion between national and GDE one policy developer cited college examinations as an illustration that provinces are adjudicating their responsibilities.

As indicated earlier, colleges are the competence of provinces but one finds that FET college examinations are run by the national department. The Gauteng province should be managing college examinations, but this responsibility is presently carried out by the national department. Proper coordination and delineation of responsibilities between the two levels of government is attributed to this kind of situation.

Confusion as a result of this kind of situations is detrimental to the successful implementation of government policy. Colleges end up not knowing what policy should be implemented and which not to implement. Colleges will end up creating their own ambitions and this might lead to a situation where government goals are compromised.

5.4   FINDINGS

5.4.1   Theme 1:   Centralization and decentralization
5.4.1.1 Centralization

Centralization is defined as the amount of authority placed at the highest level of an organization to take decisions. The national Department of Education (DoE) is the top uppermost decision making structure of the department. It was indicated by policy developers and college managers that presently planning and decision-making are heavily centralized. Aspects such as policy development, research and planning are centralized at national without colleges making any contributions.

Policy developers and college managers both agree that it is desirable that certain key decisions are taken centrally.   Policy developers say that centralization will enable the national department to put control measures on the college environment to ensure that the college sector is transformed to address national needs and goals. In this regard decisions such as determining national priorities should be centralized at national level.

In addition policy developers argued that centralization ensures that the various levels of the department account to some top level authority. When strategic decisions are taken at a central point, those who should implement the decisions need to report back and this emphasizes accountability on both the decision maker and the implementer.   Policy and policy priorities is the prerogative of the national Department of Education and in terms of the Constitution of the Republic of South Africa, the Gauteng Department of Education is the implementer of this policy priorities. GDE should plan for implementation and report its progress in this regard to the national DoE. Centralization therefore also ensures that work is done and done according to the centrally developed plan.

5.4.1.2 Decentralization

Although policy developers felt that central control is necessary, they also expressed the feeling that the type of centralization envisaged should not turn colleges into slaves that work on the master's decisions without any input whatsoever.   In this regard policy developers feel that a certain measure of authority should be decentralized to lower levels, especially FET colleges to ensure successful implementation of national policies. Decentralization is needed because it allows decisions about policy implementation to be taken at a site of implementation.

Policy developers indicated that decision-making has been decentralized to colleges. One policy developer indicated that colleges have been given the discretion to make decisions and also to develop college plans. Another policy developer indicated that developments are at an advanced stage to decentralize more authority to college councils in terms of employer status. With this increased authority college councils should be able to employ staff at their colleges.

Although policy developers indicated that some aspects within the FET college sector have been decentralized, strong sentiments emerged advocating for more decentralization. College managers felt that increased decision-making authority should be given to college management and council. These college managers felt that colleges are meant to serve their communities and therefore their plans should reflect and address community needs and this is not possible if they are limited by policy to take certain decisions in this regard. If decisions are taken at a level that is removed from the communities, then it becomes very difficult to implement policies that seek to address their needs and demands.

College managers further indicated that decentralization should be supported by strong coordination and leadership. Colleges felt that decentralization should be properly coordinated to ensure that decisions taken at a lower level can be supported and monitored by a higher level structure.

Another finding in this study on decentralization is that policy developers feel that for policy to be successfully implemented at FET colleges in Gauteng, colleges will need to be capacitated. Capacity building programs and workshops should be organized for college managers and council members. These will ensure that both managers and council members execute their functions from an informed background and this will enhance the implementation of national policy.

Both centralization and decentralization play an important role in terms of policy development and policy implementation. There is a need to have decisions taken centrally in order to be able to coordinate activities of the entire department of education. Secondly centrally determined decisions help with accountability. Centralization ensures that work is done according to a particular standard. Decentralization on the other side of the pendulum helps with addressing local demands and needs. The constantly changing environment of colleges in Gauteng calls for decentralized decision making to allow management to acquire and adjust resources in accordance to needs.

5.4.2 Theme 2: Managing resources

State resources are always limited and therefore their utilization should be carefully carried out in order to ensure value for money. The degree of success in policy implementation is proportional to the availability of these scarce resources. In other words the availability and use of resources are the determinants of the degree of the success of policy implementation.

Policy developers and college managers indicated that the supply of resources by government to FET colleges in Gauteng is limited. Policy developers expressed that in this situation colleges need to be entrepreneurial and raise additional operational resources. This calls for managers to manage their colleges as business entities as this will help them raise additional funds for the colleges. Although the study found that participants felt that college managers need to raise additional funds, it was also found that the policy environment as it stands presently does not allow this. A policy developer indicated that policy should create an enabling environment for managers to act in an entrepreneurial manner in order to enhance the performance of their colleges with additional resources.

It was also found that some of college managers are under qualified and cannot manage effectively. Policy developers and college managers suggested that human capital should be enhance through capacity building initiatives in order to improve the performance of colleges.

The management of resources requires managers to possess certain skills. Policy developers indicated that it is the responsibility of GDE to skill college managers on issues that pertain to resources management. The skilling of managers can enhance policy implementation at college level.

5.4.3   Theme 3: Management structures

Management structures are the key in policy development and implementation. A structure is defined as a formally instituted pattern of authority and an official body of rules and procedures that are used to aid organizations realize their goals. A structure is created to promote and facilitate the effectiveness of an organization.

It was found in this study that management structures for FET colleges in are not effective. The management structures of FET colleges are still plagued by many past problems and these renders effectiveness difficult. The previous separation of colleges into state and state-aided colleges influences the way new FET college managers manage. Managers of FET colleges in Gauteng have to deal with these problems on a continuous basis and they were found to be indecisive when it comes to managing these situations.

In addition it was found that the national department was slow when it comes to the transformation of college structures. Policy developers indicated that the transformation of colleges has not yielded any results when it comes to management structures.

The composition of these structures is still dominated by males with few if no female in key management positions. There is still no single FET college in Gauteng that is headed by a black woman. Most key positions are occupied by males and mostly Afrikaners. While the demographics of the student population indicate that the majority of learners in most Gauteng colleges are black, management structures are still not representative. Much has not happened in terms of transforming college structures to respond favorably to the new challenges in the college sector in Gauteng.

5.4.4. Theme 4: Managing the curriculum

Education is about the curriculum and therefore the successful design and management of the curriculum results in effective education. A national curriculum is a reflection of the national needs of the country. It was found that the curriculum for FET colleges should be constituted by government goals and priorities. This kind of curriculum will be addressing the vision of the department of quality skills development for the country as well as responding to many broad national problems in South Africa.

It was established in this study that the curriculum that is on offer in FET colleges in Gauteng is old and out-dated. It is not relevant and responsive to the needs of the country and therefore it needs to be speedily changed. College managers indicated that a new and a customer-focused curriculum is needed.

Furthermore it was found that learnerships have replaced the old apprenticeship system for crafts skills development. Learnerships are found to be the new approach that the country as a whole has adopted as a skills development strategy. In addition it was found that learnerships are a way of bringing colleges and industry together for the benefit of learners and the province of Gauteng.

The involvement of educators during the curriculum design and development stages was found to be critical as well. Participants indicated that the effective and successful implementation of the curriculum depends on the role played by educators.

It was found that educators desire to be part of the process of policy development as they want to contribute towards its success. Colleges, GDE and national should therefore afford educators with opportunities to be part of processes that deal with curriculum issues. This will enhance curriculum delivery.

5.4.5   Theme 5: Managing governance

Governance has taken a central role in education. This situation is attributed to the political history in South Africa where structures that supported government policies were given a say in education matters. One of the benefits of the democratic process in South Africa is the legitimization of college councils. College councils are regarded as governors of colleges and are tasked to oversee the affairs of their colleges.

It was found in the study that councils in Gauteng colleges are concerned have an important role to play. College councils have a responsibility to develop the strategic plan of the college. This is a legislative mandate and college councils have to carry out. Coupled with the development of a strategic plan, it was found that council has to mobilize social partners of the college. The function of mobilizing these social partners position colleges strategically. When social partners are involved in the activities of the college, it strengthens the capability to serve local needs which plays a critical in the relevance of each college.

For college councils in Gauteng to develop effective strategic plans, it was found that autonomy is important. In this regard it was found that presently college councils are not autonomous as they are still driven by either the national department or provincial department, whichever gets to reach colleges earlier. College councils are not able to make key strategic decisions with regards the operations of colleges. One college manager cited as an example the fact that college councils cannot decide on the form that the college wants to take. This should be decided by GDE. A participant indicated that councils are only allowed to take petty decisions that do not necessarily give any impetus to the college. It was found that decisions that college councils can take are of discretionary nature and these kinds of decisions can be rescinded at any time by higher authority.

5.4.6 Theme 6: Planning

Planning within the FET college sector takes place at three levels which is at national, provincial and college levels. Each of these levels develops their own plans that must fit in with plans of the other two levels to enhance policy development and implementation.

The finding of this study is that planning for the FET college sector starts at national level where broad goals are defined. This plan incorporates government goals as far as the whole FET college sector is concerned. Presently there is a national plan in place in the form of policies that are driving the FET college sector.

The next level of planning is provincial, i.e. Gauteng Department of Education. It was found that there is lack of effective planning at this level. College managers indicated that they are always called to order when they do their planning because colleges want to plan and when the province does not provide guidelines, colleges plan according to national guidelines.

It was also found that sometimes the national department requests plans directly from colleges. This is an indication that there is no proper coordination and the province is always lacking behind when the national department calls for the submission of provincial plans.

The last level of planning is at the college which is regarded as the site of implementation. It was found that college councils do prepare college plan in accordance with provincial guidelines although the ownership and the effectiveness of these plans are questionable.

It was established that college councils do not have the authority to determine the strategic plans without the interference of either national or GDE. The college plans are submitted for approval through to either the province or national. After approval then these plans serve as the road map for the individual colleges in Gauteng.

5.5   CHAPTER REVIEW

Data presented in this chapter was collected through interviews and findings of the interviews were presented. The purpose of this chapter was to try and understand policy initiation and implementation through the perspectives of participants. Participants' perspectives and the researcher's interpretation of collected data were outlined.

Six themes that emerged from the data analysis were presented and these painted a picture of the relationship between policy initiation and implementation in Gauteng colleges. This chapter also captured the findings of the study. The next Chapter will try to explain this relationship.