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Effects of Restructuring on Technical and Vocational Education and Training College Lecturers

Wits School of Governance

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A research report submitted to the Faculty of Commerce, Law and Management, University of Witwatersrand, in partial fulfilment of the requirements for the Degree of Master of Management in the Field of Governance

Supervisor

Professor Pundy Pillay

March 2023

Abstract

The aim of this study was to describe the effects that the restructuring (function shift process) of Technical and Vocational Education and Training (TVET) colleges had on lecturers at the South-West Gauteng TVET College. The study sought to answer the main research question, namely, “What are the effects of the restructuring of TVET colleges on lecturers at the South-West Gauteng TVET College?”. A qualitative phenomenological study was conducted. Data was collected through semi-structured interviews with lecturers at the college as well as officials at the Department of Higher Education and Training (DHET). The data was analysed using thematic analysis. Four themes emerged from data analysis and these are trust in the process, communication of the process, participation and support, and effects/impact of the restructuring.

This study showed that restructuring can have adverse effects on academic staff when their interests and well-being are not being recognised by those that are implementing the change process. The study also found that senior managers at the college that were the focus of this study were not actively involved in the implementation of the function shift process. The role of college senior management was blurred, hence their minimal involvement in the function shift process.

Therefore, the study recommended that there is a need to conduct in-depth research into the effects of lecturers’ work interests on the outcome of the change process. The study further recommends future research that should investigate the effects of TVET College senior management during restructuring. Lastly, it is important to research the role that College senior management can play in ensuring that DHET change initiatives are speedily implemented.

Key words: Function shift, migration, Technical and Vocational Education and Training.

Declaration

I declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management in the field of Governance at the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

Bellinah Molaudzi

31 March 2023

Dedication

In honour of my late father, Elias Matodzi Phemula. May his soul rest in peace.

To my mother, Eva, thank you for your encouragement and steadfast prayers.

My siblings, thank you for your unconditional love.

To my spouse, Simon and my children, Rudzani, Rendani and Ronewa, thank you for your understanding and support during this journey.

Acknowledgement

I am grateful to my supervisor, Prof. Pundy Pillay for his guidance throughout the research process. Your academic and professional rigour finally paid off.

Dr Ntlantla Sebele, my friend and mentor for his encouragement and support with this research project.

List of abbreviations

DBE	Department of Basic Education
DBSA	Development Bank of Southern Africa
DHET	Department of Higher Education and Training
DoE	Department of Education
FET	Further Education and Training
HEI	Higher Education Institution
HRDCSA	Human Resource Development Council for South Africa
NCFE	National Committee on Further Education
NC(V)	National Certificate (Vocational)
NQF	National Qualifications Framework
PDM	Participatory Decision Making
PED	Provincial Education Department
PERSAL	Personal and Salary System
POA	Plan of Action
PPN	Post Provisioning Norms
PSET	Post-School Education and Training
RSA	Republic of South Africa
TVET	Technical and Vocational Education and Training
WSU	Walter Sisulu University

Contents

Abstract i
Declaration ii
Dedication iii
Acknowledgement iv
List of abbreviations v
CHAPTER 1: INTRODUCTION 1
1.1 Introduction and Background to the Study 1
1.2 Restructuring of TVET Colleges in South Africa 2
1.3 Problem Statement 7
1.4 Research Purpose 8
1.5 Research Questions 9
1.5.1 Primary Question 9
1.5.2 Secondary Questions 9
1.6 Research Objectives 9
1.7 Structure of the Report 9
1.9 Conclusion 10
CHAPTER 2: LITERATURE REVIEW 11
2.1 Introduction 11
2.2 An overview of restructuring 11
2.2.1. The South African Higher Education System 11
2.2.1.1 TVET Colleges 11
2.2.1.2 Defining restructuring 16
2.2.1.3 Understanding organisational restructuring 18
2.2.1.4 Restructuring Higher Education Institutions (HEIs) 19
2.3 Restructuring TVET Colleges 20
2.3.1 International Experience 21
2.3.1.1The United Kingdom 21
2.3.1.2 Ecuador 23
2.3.1.3 Peru 23
2.5 Key factors impacting educational change 25
2.6 Restructuring at TVET colleges in South Africa 27
2.6.1 Managing the TVET restructuring process 28
2.6.2 Legal requirements to merge TVET colleges in South Africa 29
2.6.3 Restructuring and academic staff at higher education institutions 30
2.6.4 Consequences of restructuring 32

2.7 Theoretical Framework 32
2.8 Conclusion 36
CHAPTER 3. RESEARCH METHODOLOGY 37
3.1 Introduction 37
3.2 Research Strategy 37
3.3 Research Design 37
3.4 Research Tools and their Application 38
3.4.1 Interviews 38
3.4.2 Document Analysis 39
3.5 Sampling 39
3.6 Process of Analysis 40
3.7 Positionality, Limitations and Feasibility 41
Positionality 41
Limitations 41
Feasibility 42
3.8 Validity, reliability and dependability 42
Validity 42
Reliability 42
Dependability 42
3.9 Ethical Considerations 43
3.10 Conclusion 43
CHAPTER 4: DATA PRESENTATION AND INTERPRETATION 44
4.1 Introduction 44
4.2 Data analysis 44
4.2.1 Participants and their background 44
4.2.2 Data analysis procedure 45
4.3 Data presentation 46
4.3.1 Key themes 46
4.3.2 Views of Participants 46
Theme 1: Trust in the Processes 46
Theme 2: Communication of the process 48
Theme 3: Lecturer involvement – Participation 50
Theme 4: Effects/ Impact of the process 52
4.4 Findings 54
4.4.1 Transparent communication 54

4.4.2 Lack of direct communication……55
4.4.3 Lack of support……56
4.4.4 Participation……56
4.4.5 Trust in the process of change……57
4.4.6 Effects of fear, emotional turmoil and uncertainty……58
4.5 Chapter review 59
CHAPTER 5: SUMMARY AND CONCLUSION 60
5.1 Introduction 60
5.2 Summary of the study 60
5.3 Summary of the Theoretical Framework 61
5.4 Summary of Literature 61
5.5 The effects of restructuring at South-West Gauteng TVET College on Lecturers . 62
5.5.1 The effects of legislation 62
5.5.2 The effect of management 63
5.5.3 Direct effects of restructuring on lecturers 63
a) High levels of stress 63
b) Increased time at work 63
c) Life changes caused by function shift 64
5.6 Conclusion 65
5.7 Limitations of the study 66
5.8 Suggestions for future research 67
APPENDIX A: Ethics Letter 78
APPENDIX B: Application for student to conduct research (DHET) 79
APPENDIX C: Application for student to conduct research in Public Colleges 82
APPENDIX D: Permission to conduct research (DHET) 87
APPENDIX E: Permission to conduct research (South-West Gauteng TVET College) 88
APPENDIX F: Participant information sheet 89
APPENDIX G: Participant Consent Form 91
APPENDIX H: Interview schedule (DHET) 92
APPENDIX I: Interview schedule - Lecturers 93

CHAPTER 1: INTRODUCTION

1.1 Introduction and Background to the Study

Restructuring or organisational change has enjoyed scholastic research over many years. This is also the case in higher education (Fleming, 2017). In response to the ever-changing internal and external environment, organisations go through a cyclical process in which they move through three stages; namely the “present state, transition state, and future state” in order to increase their effectiveness (Mayhew, in Jones & Brazzel, 2006, p. 107). Regardless of the type of, or forces dictating change, the individual, group and organisational levels of change should work together to achieve the desired results (Burke, 2011). Similarly, the human factor can be seen as the most important resource needed for a change process. Scholars of organisational change have shown that individual responses to change may determine the success of a change initiative.

The South African education and training system has been going through restructuring since 1994. Notably, the Post-School Education and Training (PSET) system which consists of higher and further education has been characterised by institutional, structural and curricular changes (Wedekind, 2010). Prior to 1994, the education landscape was divided into the schooling system; technical colleges organised under technical education; and colleges and universities organized under tertiary education.

The technical college education sector, on which this study focuses, has undergone a few classification changes since 1998. Along with the changes and restructuring that were taking place in higher education (universities), Technical and Vocational Education and Training (TVET) colleges (previously technical colleges and Further Education and Training colleges) were also restructured. The restructuring was important as TVET colleges are expected to occupy a critical space in the PSET System and are recognised as an integral link between education and training, and subsequently, responding to the skills needs of the country (Gamble, 2003).

Starting from 2000 onwards, the government undertook a systemic restructuring of TVET colleges (Gamble, 2003). This restructuring was “in the form of mergers, recapitalisation, recurriculation, (and) expansion” (Gewer, 2016, p. 24). It included new institutional management and governance, changes in staff employment regimes and a function shift or migration of colleges from the administration of provincial departments of education to that of

the Department of Higher Education and Training (DHET) (Gewer, 2016). The college lecturers were there during the changes that happened during the time they were considered TVET Colleges. Firstly, the change in the sector from a racially biased system saw a big shift with regard to governance and management structures, funding model and curriculum delivery. Secondly, the shift of lecturers' conditions of employment from provincial to college councils witnessed the departure of experienced lecturers which had an impact on the provision of quality education and training needed to respond to the demands of South African youth in relation to the human resources development goals of government. Those lecturers who opted to remain in the TVET colleges witnessed the inefficiencies of the colleges in terms of the poor or weak implementation of the mandates of the DHET. Finally, the migration of TVET colleges from provincial to national competence came with both challenges and gains. This study sought to analyse and understand the effect of the migration (known as function shift) process at South-West Gauteng TVET College.

1.2 Restructuring of TVET Colleges in South Africa

The agenda to transform the Technical Colleges started when the Minister of Education established the National Committee on Further Education (NCFE) (Moyo, 2008). The purpose of the NCFE was to chart a way forward on the transformation of old Technical Colleges into a single coordinated further education system (Department of Education, 1997). This committee submitted its report to the Minister in August 1997.

This process was followed by the publication of the Green Paper on Further Education and Training in April 1998. In September of the same year, the Education White Paper was published with the title *"Education White Paper 4 – A Programme for the Transformation of Further Education and Training"* (RSA, 1998a). This White Paper was aimed at guiding the planning and coordination of Further Education and Training (FET) as "a comprehensive, interlocking sector that provides meaningful educational experiences to learners at the post-compulsory phase" (RSA, 1998a, p.10). Then, the FET Act, 1998 (Act No. 98 of 1998) was promulgated (RSA, 1998b).

Subsequent to the enactment of the FET Colleges Act, 1998, the DHET embarked on a process to restructure the FET Colleges (Buthelezi, 2018). Before 1998, these colleges were known as Technical Colleges governed by Technical Colleges Act, 1981 (Act No. 104 of 1981) (RSA, 1981). The aim of this Act was "to provide for the establishment, maintenance, management and control of technical colleges and also for incidental matters" (RSA, 1981, p.

2). With the introduction of democracy in South Africa, the new administration took a political decision to abolish any public entity that would not serve the mandate of a non-racial South Africa. A number of policies were developed, and pieces of legislation promulgated.

Despite the implementation of the Education White Paper 4 agenda (RSA, 1998a) to transform the FET sector, Maringe and Osman (2016) indicate that a number of defects continue to characterise both the system and institutions in this sector. This necessitated another policy process to address these defects, in 2013 the DHET published a White Paper for Post-School Education and Training - building an expanded, effective and integrated post-school system (DHET, 2013). The aim of the 2013 White Paper was to establish a framework that sets the priorities and focus of the DHET as far as post-school education is concerned (DHET, 2013).

The restructuring process culminated in provincial plans indicating the "new configuration of the merged colleges" (Gewer, 2010, p. 5). This was after the release of the policy document *A New Institutional Landscape for Public FET* (Department of Education, 2001) which provided for the structural reorganisation of colleges. The previous 152 technical colleges were merged into fifty (50) new multi-site institutions (Akojee, Gewer & McGrath, 2005). These newly reconfigured institutions were a combination of poorly resourced state colleges which were administered by the former Department of Education (DoE), and the well-resourced and autonomous state-aided colleges within the same geographical and spatial areas. Irrespective of their huge disparities in culture, identity, and resource bases, these colleges were merged in an attempt to, among other things, strengthen and reposition the colleges to be responsive to the social and economic demands of the country (Gewer, 2016). By 2003, the new colleges were publicly declared to be a provincial competency in provincial gazettes (Gewer, 2010).

The Human Resource Development Council for South Africa (HRDCSA) (HRDCSA, 2014a) indicated that the *FET Act 98 of 1998* culminated in the "merging of former technical colleges, colleges of education, and training centres" (HRDCSA, 2014a, p. 8). A number of reasons were cited for these mergers, amongst them the creation of "capacity within colleges to teach more students and offer a wider range of programmes" and to make these colleges "a central feature of the government's strategy to tackle skills shortages, job creation and economic growth" HRDCSA, 2014a, p. 9). One focus provided in The Education White Paper 4 (RSA, 1998a) was the upgrading of college lecturers to be able to function optimally in the new dispensation. This was in anticipation of curriculum changes that were imminent (Gewer, 2010).

The period 2005 – 2008 was a phase of policy implementation. The FET Colleges Act 16 of 2006 (RSA, 2006) was enacted to provide for the recapitalisation of the newly established colleges, "redefining the identity of the colleges, developing new curriculum and establishing a new funding regime" (Gewer, 2016, p. 29). The recapitalisation programme included the improvement of infrastructure, buying of equipment, and development of staff. The FET Act 16 of 2006 had a profound impact on the FET colleges' landscape. One of its aims was "to provide for the employment of staff at public further education and training colleges". This aim was not featured in the 1998 FET Act. This aim directly addresses the employment of staff, particularly the lecturers at FET Colleges.

Another key component of college restructuring after the mergers was curriculum transformation. The new National Certificate (Vocational) (NC(V)) was introduced incrementally, starting in 2007 with NC(V) Level 2, with NC(V) Level 3 in 2008, and lastly in 2009 with NC(V) Level 4. The rationale was to provide for a comparable vocational qualification at National Qualifications Framework (NQF) Level 4.

The post-restructuring period focussed on two important aspects in the FET college sector. The FET Colleges Act of 2006 decentralised the governance of colleges. The Act mandated institutional autonomy and financial control. This meant that more powers were devolved to college councils to run the finances of the colleges including paying salaries of staff. According to Gewer (2016) the shift of more power to college councils was to enable councils to appoint staff members, especially lecturing staff to respond adequately to local needs. In 2007, a number of the college lecturers who were permanently employed by the state had to consider the option of being deployed to schools or remain within the college to be in the employment of college councils. This led to an unexpected situation when lecturers chose to be deployed to schools as they did not have confidence in the college councils as the new employer (Gewer, 2016). Many experienced lecturers left for schools and this created a challenge for curriculum delivery in the colleges.

In addition, colleges had to deal with two types of staff; those still employed by the state and those employed by the college with different employment conditions (Gewer, 2016). This process threatened lecturers' job security and the stability of FET colleges. According to Buthelezi (2018) the shift in terms of payment of lecturers' salaries created challenges for lecturers and caused divisions amongst them.

In 2009, a study was conducted amongst a sample of 531 lecturers by the Development Bank of Southern Africa (DBSA, 2009). One of the findings was that those lecturers who were employed at the college under college councils were inadequately qualified to teach the new curriculum (Gewer, 2010). It was found that only 41% of the sampled lecturers possessed technical qualifications at the lowest levels 6-8 on the NQF. However, these qualifications had only a single component of the required qualification for someone to be suitably qualified to teach at a FET College (Gewer, 2010). Technical qualifications meant that the holder of the qualification meets only the technical aspect but not the pedagogical aspect, which is a requirement for teachers. The study also found that only 33.5% of lecturers were in possession of qualifications with a pedagogical component (Gewer, 2010). This eventuality created more challenges for the DHET as significant weaknesses and inferior quality of provision in the FET college subsystem became evident. Curriculum delivery, which is the core business of colleges, took an unsatisfactory trajectory (Gewer, 2010). In this regard, Buthelezi (2018) suggests that the process of restructuring paid little attention to the historical background of colleges as well as the profile of lecturers, hence the unintended consequences.

In 2009, the Department of Education (DoE) in South Africa was split into two newly established departments which are, the Departments of Basic Education (DBE) and the Department of Higher Education and Training (DHET). The process of restructuring which entailed the transferring of administration functions of the TVET colleges to the Minister of Higher Education and Training (now referred to as Minister of Higher Education, Science and Innovation) began thereafter. The FET Colleges Amendment Act, 2012 (Act No. 3 of 2012) (RSA, 2012) served as a legal instrument to transfer the TVET Colleges from the administration of Provincial Education Departments (PEDs) to the DHET. One of the aims of this amended act was “to provide afresh for the appointment of staff” (RSA, 2012, p. 2). This in line with Act 16 of 2006.

In 2012 the *Green Paper for Post-School Education and Training* and later *The White Paper for Post-School Education and Training* (DHET, 2012 and 2013) were adopted. *The purpose of the White Paper for Post-School Education and Training was to establish* “a single, coordinated post-school education and training system” (RSA, 2013, p. xi). According to HRDCSA (2014b), this new, refined TVET system was meant to eliminate the structural challenges that are in this sector such as unequal funding and resource distribution, different employment conditions and equal opportunities to access education and training. The system was not delivering according to the mandate to “achieving high levels of excellence and

innovation" (HRDCSA, 2014b, p. 7). This situation necessitated the migration of TVET colleges to national authority under the mandate of the DHET.

In 2013, the Act was implemented after the signing of a collective agreement for the transfer of TVET college lecturers from employment by Provincial Education Departments and College Councils to that of the national department – referred to as "TVET Function Shift Process" (DHET, 2014). Effective implementation of the Act started in 2015 after a prolonged consultation process with the stakeholders. The rationale to centralise the administration powers, and functions of TVET Colleges in the National Department was to develop an integrated post-school education and training system which is responsive to learners and employers.

In 2019, the Minister of Higher Education and Training approved the TVET Post Provisioning Norms Model and standardised organisational structure for public TVET colleges. This was a huge milestone as TVET colleges did not have a standardised organisational structure. Thereafter, in 2020, the Post Provisioning Norms (PPN) Policy for TVET colleges and Procedure Manual were approved by the Director-General of the DHET (DHET, 2020). The purpose of this Policy and Procedure Manual was to give effect to the Continuing Education and Training Act, 2016 (previously known as the FET Colleges Act, 16 of 2006) and to guide colleges on the implementation of PPN.

College lecturers experienced the changes that occurred in the TVET Colleges space. Firstly, the change of the sector from a racially-biased system saw a big shift with regard to governance and management structures, funding models and curriculum delivery. Secondly, the shift of lecturers' conditions of employment from provincial to college councils witnessed the departure of experienced lecturers which had an impact on the provision of quality education and training to respond to the demands of South African youth in relation to the human resources development goals of government. Those lecturers who opted to remain in the TVET colleges witnessed the inefficiencies at TVET colleges in terms of the poor/weak implementation of the mandates of the Department. Finally, the migration of TVET colleges from provincial to national competence came with both challenges and gains. It will be interesting to analyse and understand how lecturers experienced the function shift process at South-West Gauteng College.

1.3 Problem Statement

Organisational change or restructuring has become an important part of working life, and it affects every individual and every organisation (Anderson, 2013). Individuals in the same organisation experience change in different ways (Carnall, 1986, Sloyan, 2009); some individuals are able to go through the change process fairly quickly, while others may tend to move slowly or experience several transitions. However, the distinctive role played by different individuals or groups and the constructive interactions among them determines the success of a change initiative within an organisation (Kanter, Stain & Jick, 1992). In particular, how individuals perceive and respond to the change may play a fundamental role in the process of change. Yet, the majority of organisational change initiatives primarily focus on strategies for implementing change and managing the processes to accomplish the desired results, without recognising how the human element influences the success or failure of change. The individuals who must adapt to and adopt change, are often "too distant from the source of the change" (Kanter, et. al, 1992, p. 380).

The restructuring of TVET colleges affected all staff, in particular the lecturers who had to experience and implement these changes. Some of the TVET college lecturers had experienced the different phases of change and restructuring such as the transfer of staff to the colleges that took place in 2007 after the promulgation of the FET Act of 2006. According to Cosser et al. (2011), the Provincial Education Departments handled the transfer of staff from their employment to the colleges. As a result of various challenges, including labour related issues, some staff were never fully transferred to colleges. In 2013, the DHET initiated a restructuring process of the TVET function shift. Due to the historical background of TVET colleges including different conditions of employment of lecturers, many of whom have differing qualifications and pedagogical training which are the requirements to be employed by the DHET. The DHET envisaged that only eligible lecturers will be transferred to its Personal and Salary (PERSAL) System by 31 March 2015, whereas other lecturers would remain as employees of the colleges for the duration of their contracts. This restructuring had a direct effect on all TVET college lecturers.

Although there is a growing body of research on vocational education and training, the majority of research on TVET colleges has been largely commissioned and focussed within the policy domain (Wedekind, 2008). Despite the many changes that TVET Colleges have undergone, there has been limited focus on the college lecturers including their experiences and

responses to change. Where there has been some attention on TVET lecturers, the themes mostly pay attention to their qualifications or their work experience (Wedekind & Buthelezi, 2016). On the other hand, the literature on organisational change tends to be much more focused on management perspectives of change, which are directed to providing frameworks and models of change (Mintzberg & Westley, 1992). This is mostly highlighted by the emphasis put on what and how to change organisations, with very little enquiry of how the individuals experience and respond to the change. The transformation of the TVET sector in South Africa previously focused on three major aspects, viz. structural change, curriculum change and human resources. However, the changes with regard to the appointment and enhancing human capacity, in particular lecturers, only came late during the transformation and reconfiguration processes. Therefore, it is important that research into the field of organisational change and restructuring in higher education is conducted leading to insights about the effect of TVET restructuring on lectures at South-West Gauteng TVET College.

In the South African TVET system, a number of changes have been effected and the focus was on structural and curriculum reform, including human resources to a lesser extent. Lecturers play a key role in higher education institutions and their plight and interests have not received much attention in research and organisational change initiatives. How lecturers experience the effects of change in their institutions was the guiding focus of this study.

1.4 Research Purpose

The purpose of this research was to describe the effect that the restructuring (function shift process) of TVET colleges had on lecturers at the South-West Gauteng TVET College. This included examining how the lecturers understood the change, their assumptions, agendas and reactions to this restructuring process. It was important to explore discourses on research and theory about organisational change and restructuring in higher education to answer the research question. This study followed the lead from the “Lean Framework for change” (which focusses on) “People, Processes and Culture” (Farquharson, Sinha, and Clarke (2018, p.151). Since college staff are at different levels and functions, this study was limited to college lecturers only. The focus was on the lecturers as individuals who are the subjects of change (Kanter, et al., 1992, p.370).

1.5 Research Questions

1.5.1 Primary Question

The primary question for this research is the following: What are the effects of the restructuring of TVET colleges on lecturers at the South-West Gauteng TVET College?

1.5.2 Secondary Questions

The secondary questions are the following:

1.5.2.1 What is restructuring of higher education institutions?

1.5.2.2 What are the key concepts that relate to restructuring of higher education institutions?

1.5.2.3 How were lecturers involved in the restructuring process?

1.6 Research Objectives

The main objective of this research was to describe the effects that lecturers experienced during the restructuring process at South-West Gauteng TVET College.

The research sub-objectives were to:

1.6.1 conduct a literature review to understand restructuring of higher education institutions;

1.6.2 delineate and contextualise key concepts used in the study; and

1.6.3 conduct literature review to understand how lecturers get involved in the organisational restructuring process.

1.7 Structure of the Report

The research report contains five chapters. Below is a brief summary of each chapter.

Chapter 1: Introduction and Background

This chapter provides the introduction and background information to the study. The chapter introduces the study, describes the problem statement of the study, discusses the research purpose and outlines the research objectives and questions. The chapter ends by outlining the chapters in this report.

Chapter 2: Literature Review

This chapter provides a review of literature on restructuring in higher education institutions and unpacks the concepts and definitions. The chapter discusses the theoretical framework underpinning the research.

Chapter 3: Research Methodology

The chapter presents and describes the research approach and research tools used to collect, the process to analyse data and sampling methods used in this study. The limitations, feasibility of the study and positionality of the researcher are presented. The ethical considerations are explained in detail.

Chapter 4: Data Presentation and Interpretation

This chapter presents the data that the researcher has collected from primary and secondary sources and demonstrates how the data is organised. The chapter also provides an analysis of the data collected.

Chapter 5: Summary and Conclusions

This chapter provides an overall conclusion on the findings of the research and insights on the data. It further suggests future research on the topic.

1.9 Conclusion

This chapter provided the introduction and background information to the study, including the policy history that underpins the topic. The chapter described the problem statement of the study, discussed the research purpose and outlined the research objectives and questions. The chapter ended by outlining the chapters in this report.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

This chapter provides a review of the literature on organisational restructuring in general and restructuring in higher education institutions in particular. The purpose of this review was to examine the existing literature in these two areas and to synthesise and critically analyse the information gathered thus adding to the existing body of knowledge. The review unpacks the concepts and definitions in the research question and discusses the relationship between them. The chapter also discusses the theoretical framework underpinning the research.

2.2 An overview of restructuring

2.2.1. The South African Higher Education System

The South African Higher Education and Training sector (commonly known as the Post-School Education and Training system) comprising of Adult and Community Education and Training (ACET) institutions, TVET colleges, universities, as well as Sector Education and Training Authorities (SETAs), (RSA, 2014). While the DHET is the administrative authority for all these institutions, different legal frameworks govern each of these institutional types. Universities are established under the Higher Education Act, 1997 (Act No 101 of 1997) and TVET and Community Colleges are established by the Continuing Education and Training (CET) Act, 2006 (previously known as Further Education and Training Colleges Act, 2006) (Act No. 16 of 2006).

2.2.1.1 TVET Colleges

As indicated in section 2.1.1 above, TVET colleges in South Africa are established and governed by the CET Act, 2006 (Act No. 16 of 2006). Later, the Further Education and Training Colleges (FETC) Act of 2013 (Act No. 1 of 2013) transferred the establishment of TVET colleges to the Minister of Higher Education, Science and Innovation. This meant that from 2013, TVET colleges became the competence of the DHET under the Minister and no longer the competency of provinces under Members of the Executive Council (MECs). Beharry-Ramraj, Amolo and Mashau (2020) indicate that the process of migrating TVET colleges from provincial jurisdiction to national was as a result of the inefficiencies that were very apparent in the TVET sector.

Various authors (King, 1993; Rojewski, 2002; UNESCO-UNEVOC, 2006) have described TVET as an education sector that provides a "range of learning experiences that occurs in a wide variety of settings and is focused on developing the skills needed for certain occupations in the lab[u]or market". The aim of TVET is to prepare youth for the world of work, to develop skills of adults and to respond to the labour market needs of an economy (Arthur-Mensah & Alagaraja, 2013). However, Arthur-Mensah and Alagaraja (2013) point out that developing economies regard TVET as a "skills development and training system for developing their workforce and addressing unique issues such as rural–urban migration, unemployment, declining job opportunities in the formal sector, as well as meeting the manufacturing demands of more the developed countries". Raza and Khalid (2017) point out that developed and developing countries regard TVET as "a master key for the swift economic growth of a nation".

Historically, the South African TVET college sector originated in the early 20th century. According to Beharry-Ramraj, et al. (2020; cf. Wedekind, 2010) the sector was meant to offer theoretical learning aligned to the apprenticeship training in the workplace. At that time, these colleges were known as technical colleges and they were established by the Technical Colleges Act, 1981 (Act No. 104 of 1981). Technical Colleges were meant to play a specific role of responding to the "requirements of the developing industrialised economy as well as improving social status of most citizens" (Masoabi and Alexander, 2021, p.1).

However, the technical college sector was prior 1994 and up to 2002, characterised by several challenges. In this regard, a number of studies (Bush, 2003; Davies, 2002; Froneman, 2003; Moyo, 2008; Gewer, 2010; Jones and George 2011; Paul and Berry 2013; Masoabi and Alexander, 2021) indicate that during the era of technical colleges in South Africa, a number of challenges such as ineffective management and leadership styles, lack of employee expertise, as well as disregard for staff development characterized this sector (Beharry-Ramraj, et.al., 2020). An important challenge here was the discriminatory nature of the policies governing these colleges. Provision of technical and vocational education and training prior to 1994, was infested by discriminatory practices of unequal access to learning opportunities based on the relics of legal, financial and other discrepancies between formerly advantaged and disadvantaged technical colleges (Bisschoff and Nkoe, 2005).

The dawn of democracy in 1994 ushered in new hope for the technical colleges sector. According to Buthelezi (2018), TVET in South Africa has been undergoing major institutional, structural and curricular changes since 1997. The new government initiated a transformation

programme to address the past challenges and inefficiencies of the past (Moyo, 2008). The process started in 1997 with the establishment of the National Committee on Further Education (NCFE). This committee was mandated to chart a new policy structure for the Department of Education (Moyo, 2008). The project of the NCFE culminated in the development and promulgation of the FET Act (98 of 1998). The aim of this act was to transform Technical Colleges into a vibrant and responsive education sector in South Africa. According to Sebele (2013) the new college sector, established by the FET Act, were referred to as FET colleges and they were meant to act as a skills development vehicle for South Africa.

The Education White Paper 4 published in 1998 envisaged an FET college sector with the following key features (DoE 1998) are:

• an updated governance framework

• a modern framework for programmes and qualifications

• a new quality improvement and assurance institution

• an efficient funding system predicted as a key lever for system change

Beharry-Ramraj, et al. (2020) in reference to Terblanche (2008) point out that the South African FET college sector was formally established in 2002 in accordance with the prescripts of the FET Act 98 of 1998. However, Beharry-Ramraj, et al. (2020) argue that although the first FET Act was promulgated in 1998, its effect were not implemented until the year 2000. They point out that TVET colleges still operated under the old technical colleges model which was rendered ineffective and they list the following deficiencies that were observed:

• College councils were not officially recognized;

• There were insufficient funds for capital expenditure for buildings and maintenance;

• There were serious challenges for students in rural colleges;

• The entire examination system as well as the marking, moderation and administration of the results were questionable and often criticized; and

• Enrolments and retention, throughput, certification and drop-out rates did not improve.

According to the Department of Education (1998) the purpose of the FET Act of 1998 was the transformation of curricula, learning, teaching, qualifications, funding, quality assurance and new institutional arrangements. The transformation agenda as legislated in Act 98 of 1998,

brewed challenges of its own. According to Bisschoff and Nkoe (2005) the attempt by the Department of Education to remove the aforementioned vestiges through the merging of the then technical colleges created new challenges. In their study, Bisschoff and Nkoe (2005) established from TVET colleges stakeholders that the declaration and merging of the FET colleges created uncertainties that threatened the success of the FET college system.

To counteract challenges created by the merger process, the Further Education and Training Colleges Act, 16 of 2006 was promulgated. This Act was meant to restructure, transform and support a modern, vibrant TVET college system which is aimed at responding better to the human resources, economic and development needs of South Africa (Republic of South Arica, 2006).

Act 16 of 2006 empowered TVET colleges' councils to be employers. Wedekind (2010) indicates that this function shift "fundamentally changed the identity of the lecturers" at college level. Lecturers were transferred from being provincial government employees to be councils' employees (Wedekind (2010). The result of this function shift created problems for the system as a sizeable number of lecturers opted not to be employees of the colleges' council. In this sense, many experienced and capable lecturers exited the system (Wedekind (2010). In addition, this Act was meant to expand and improve the delivery of further education and training in South Africa (DoE, 2006). Despite the good intentions of the Department through this Act, some challenges became evident in the system.

Subsequently, following the African National Congress conference in Polokwane in 2007 and the election of President Zuma into office in 2009, a number of developments ensued (Wedekind, 2010). During the same year of the new President, the education sector also experienced a major development. The Department of Education (DoE) was split into two new Departments, namely, the Department of Basic Education (DBE) and the Department of Higher and Education and Training (DHET) through a Presidential Proclamation (DHET, 2014). According to Kanyane (2016) this was a step in the right direction to restructuring education and training as the entire post-school education and training system was still fragmented despite earlier efforts to transform the system. Kanyane (2016) indicates that the DHET became the single umbrella for the entire PSET system in South Africa. However, the governance of technical colleges were still a responsibility of the DoE and the Department of Labour (Kanyane (2016).

Universities, TVET colleges and Community colleges were located in the DHET and in 2012 a new FET Colleges Act to be known as Act No. 3 of 2012 was promulgated (DHET, 2012). Section 11 of this new Act relocated the management of the TVET colleges' Principals and Deputy Principals to the Ministry of Higher Education and Training and the Department of Higher Education and Training (DHET, 2012). The life span of Act No. 3 of 2012 was short lived. In 2013 the Further Education and Training Colleges Amendment Act, 1 of 2013 was promulgated to amend Act 16 of 2006. One of the aims of Act 1 of 2013 was to transfer TVET colleges' staff to DHET (DHET, 2015).

Despite a plethora of legislative frameworks, the TVET college sector continue to be plagued by challenges. Wedekind (2010) points out that TVET college reforms in South Africa have resulted in "highly stressful experiences of alienation, disillusionment and disempowerment by those at 'the chalk face". According to Wedekind (2010) the trajectory that these reforms followed, especially after 2006, were incoherent and lacking with regards the employment of staff, in particular, the colleges' lecturers. In addition, Kanyane (2016) point out the following as challenges that persisted over an extended period of reforms in the TVET colleges' sector:

- The allocation institutional autonomy and financials control to College Councils despite their lack of capacity to implement government policy (Moyo 2007, p. 5). This affected colleges' lecturers negatively;
- The endorsing of the appointment of the management staff by government while leaving the appointment of all other new staff, including lecturers, to be the competency of the College Councils; (The FET Colleges Act of 2006); and
- The creation of division among lecturers, with the majority of old staff members employed by the state while new lecturers were on the Council.

The issues highlighted characterise the impact the restructuring of TVET College had on college lecturers. The purpose of TVET Colleges as declared in different legal frameworks was to transform this into a flexible and responsive sector with TVET colleges as one of the key vehicles for skills development in South Africa driven by lecturers, amongst others (Sebele, 2013). Restructuring of higher education in South Africa is centralised and it is initiated by the national Department of Higher Education and Training. Provincial Departments of Education (PDE) and TVET colleges are sites of implementation. So the function shift that happened at TVET colleges in South Africa were driven by national policy and PDEs and colleges were implementers of national policies.

2.2.1.2 Defining restructuring

Restructuring is a confusing and complex concept with varied meanings. Hargreaves (2006) shows that at times restructuring can be synonymous with top-down reform or ruthless retrenchment. Another meaning of it could be a synonym of redefinition of power relationships in different settings in (Hargreaves, 2006). It is Hargreaves (2006) contention that the quandaries of restructuring pertain to vision versus voice; trust in persons versus trust in processes; mandates of imposition versus menus of choice; and structural change versus cultural change.

In the context of higher education, restructuring generally refers to the responses that universities use to react to financial stress. (Gumport and Pusser, 1997). Broadly speaking, restructuring is organisational change processes that are implemented through organisational strategies. In the education sector policies are developed and implemented to bring about change (de Clercq, 2006). It is de Clercq's (2006) contention that restructuring in education should be about empowering the disadvantaged to grapple for a just, equitable and effective education and training system. In other words, restructuring refers to interventions that are brought about by policy proposals and are aimed at bringing about greater development, equity, participation and redress (de Clercq, 2006).

Restructuring is a business term that more often refers to action taken by a company to significantly adapt its financial and operational aspects, usually when it is facing financial pressures (Twin, 2020). Restructuring is a type of corporate action taken by a company as a way of limiting financial harm and improving the business (Twin, 2020). However, Harris and Jones (2015) observe that restructuring is central to education as well. They (Harris & Jones, 2015) indicate that education institutions are now expected to pursue better economic prosperity. Better education is viewed as an important factor in driving economic growth and Harris and Jones (2015) indicate that this has encouraged policy makers in education to focus on education reform to keep educational institutions afloat. However, in education, the contemporary term used that equate to restructuring is transformation. Ramohai (2019) indicates that today, transformation is a buzz word in higher education. Ramohai (2019) observes that transformation is a universal concept that is an integral to the functioning of higher education institutions.

Looking closer at the terms "restructuring" and "transformation", these terms are found to be synonyms. The key word is 'change' and both these terms are underpinned by change. As

indicated above, restructuring simply refers to change processes (de Clercq, 2006). Google defines transformation as a marked change in form, nature, or appearance. The Collins Concise Dictionary defines transformation as change or alteration, especially a radical one. Therefore, the terms transformation and restructuring can be used interchangeably and this study will apply the same approach.

There are differing definitions and interpretations of transformation in different Acts, frameworks and scorecards which are the sources of transformation (Moraka and Van Rensburg, 2015, p. 672). Sebele (2015) argues that implementers of policy are bound to attach their own meaning to policy and Acts of parliament during their interpretation. Therefore, it is important to define the term transformation so that its meaning is not ambiguous. According to Reisinger (2013) transformation as a concept was first used by Mezirow (1978). Today Mezirow is the well-known author and thinker in Transformation. Reisinger (2013) posits that transformation as described by Mezirow in underpinned by change. According to Reisinger transformational change is about:

- Changing previous perspectives, practices or processes for betterment;
- Moving away from processes and practices that are constraining and disorienting to the organization; and
- Learning, growing and developing.

The above represents transformation as an intrinsic process that redefines form and leads to the expression of new values, principles and premises of thought. According to Musonda, Gumbo and Okoro (2019) transformation involves a fundamental change in an economy vis-à-vis social, economic, industrial, legal and political or technological transformation. Reisinger (2013) agrees with Musonda, et al. (2019) that transformation is a process. However, Reisinger (2013) shows that transformation begins with experience of ‘disorientating dilemma’. It is important to realise that transformation manifest in a context of a dilemma. Therefore, a disorientating dilemma is a stimulus for transformation.

Transformation is inward and forward looking. According to Reisinger (2013) a disorientating dilemma cannot be resolved by using previous problem-solving strategies. Reisinger (2013) indicates that transformation as a process has three stages. Transformation requires that an organisation that is experiencing limitations in its operations undergo a “critical reflection process” as the first stage (Reisinger, 2013). According to Reisinger (2013) the reflection process empowers leaders of this constrained organization to design a “Plan of Action” (PoA)

and to implement it by exploring new options. Designing a “PoA” is the second stage. The third and final stage entails building competence and confidence of implementers. According to Reisinger (2013) transformation is completed only when the restrained organisation has fully incorporated the new policies, processes and practices. Baglibel, Samancioglu and Crow (2018) classifies Reisinger stages of initiation, implementation and institutionalization. It is the contention of Baglibel, et al. (2018) that these stages are critical to educational change or educational restructuring. Musonda, et al. (2019, p. 73) says that the goal of transformation amongst others is “creation of employment, expansion of industries, poverty eradication, restructuring of gender and racial inequalities, economic empowerment, social inclusivity, as well as professional growth”. The stages outlined by Reisinger and Baglibel, et al. (2018) above can aid the goals. Musonda, et al. (2019, p. 72) found in their study that “transformation strategies are driven through skills development of human resources, with a view to redressing historical imbalances and providing equal opportunities for all sectors”.

2.2.1.3 Understanding organisational restructuring

Restructuring or organisational change has enjoyed much scholastic research over many years. This is also the case in higher education (Fleming, 2017). Higher education institutions have, over the years, undergone change as a way of revitalising their performance (Nkoane, 2006). Governmental and business leaders and the media in the United States of America (USA) have cautioned that significant steps need to be taken to restructure education to avoid putting the economic vivacity and security of the country in jeopardy (Hintze-Yates, Beyerlein, Apple & Holmes, 2011). According to Hintze-Yates, et al. (2011) the primary focus of education restructuring in the USA is often on K-12 education, however higher education is also part of the attention.

A number of authors have tried to define restructuring or organisational restructuring but Fleming (2017, p. 25) indicates that organisational restructuring can, in its simplest form, be defined as “the elimination of the old and emerging with the new” as it often requires the introduction of new ways of doing things within the organisation. In addition, Fleming (2017, p.25) referring to the work of McKinley and Scherer (2000) states that organisational restructuring is “any significant reconfiguration of interior managerial structure that connects with a purposeful administration change program”. Organisational changes require organisations to adapt to the constantly changing environment which could include technology changes and changes in customer needs and expectations (Szelagowska-Rudzka, 2018).

Coates IV (2014, p. 2) defines “restructuring as a deliberate, significant and unusual alteration in the organisation and” its “operations”. It is the view of Coates IV (2014, p. 2) that this alteration to the organisation happens commonly in “times of financial or operational distress”. In short, organisational restructuring is a process of adjusting existing solutions to create new ones that are more efficient (Szelagowska-Rudzka, 2018).

Implementing change in an organisation can be daunting as its object is to introduce new ways of conducting business and it needs changes to traditional operating methods of the organisation (Fleming, 2017). Commonly restructuring involves the entire organisation and therefore it is important that all the legal requirements are followed and implemented. Saint (2009) indicated that restructuring is driven by legislation and the legal frameworks provide guidelines for governance and management on things to do and not to do during restructuring in order to make the organization responsive and relevant. Governance plays a key role in organizational restructuring. The governing body of an organization is given the responsibility to formulate the institution’s strategic direction but also to set the conditions of employment for staff safeguarding the institution’s interests (Saint, 2009).

2.2.1.4 Restructuring Higher Education Institutions (HEIs)

National higher education systems have undergone a series of transformations in recent decades globally (Ramohai, 2019). Hong (2018) observes that there are several common trends and challenges in the higher education (HE) system around the world, and these include expansion and diversification of HE, fiscal pressure and orientation to markets, demand for greater accountability and great quality and efficiency. In South Africa, a number of transformations in TVET have been witnessed since 1996 (Benavides, Arellano, & Vásquez, 2019). cf. Sebele, 2015; DoE, 1997, 1998, 2006). Benavides, et al., 2019). The transformation processes in the South African higher education were driven by policies. These include “White Paper 3: A Programme for the transformation of Higher Education, (RSA, 1997); The Green Paper on Further Education and Training (RSA, 1998A); The White Paper 4 (RSA, 1998b); the Further Education and Training Act, 98 of 1998 (RSA, 1998c); Further Education and training Act, 16 of 2006 (DHET, 2006); Green Paper for Post-School Education and Training, (DHET, 2012); Act 1 of 2013 (RSA, 2013). It is the view of Benavides, et al., 2019) that transformation of higher education in some countries has seen a shift away from a model of state control to state oversight. In the state oversight model, the state designs framework of rules and policy objectives for the system as a whole, and institutions have greater freedom to establish their own mission and pursue their own priorities (Benavides, et al., 2019).

Higher education and training has come to play an important role in society. According to Rungfamai (2019, p. 162), there is a two-way “relationship between higher education and society”. The development of society is depended on “higher education in a particular society or/and country [and the development of higher education] is very much affected by the historical development of the country as well as global trends in higher education” Rungfamai (2019, p. 162). Furthermore, higher education does also “impact on the economic, social, and political development of the society of which it is embedded in” Rungfamai (2019, p. 162). It is the assertion of (Rungfamai, 2019) that the roles of HEI have to be adapted to serve various purposes of political, economic, and social aspects in society.

These multifaceted roles of higher education and training sometimes create challenges for the Higher Education and Training sector. Mekoa (2018) indicates that the higher education and training sector is facing many challenges globally. Key challenges facing the higher education and training sector in South Africa include redressing past inequalities and transforming higher education (Mekoa, 2018). The rationale for the changes that are sweeping across the higher education sector is attributed to a number of challenges. Nkoane (2006) says that it is critical to understand that in restructuring higher educational institutions it is important to address improvement in terms of equity and access of staff and the student populations. Furthermore, internal and external factors are viewed as the driving forces of change in higher education and training (Geschwind, 2019). Enactment of new policies and pieces of legislation usually force organisations to change their strategies so as to respond to the new policies. The process of restructuring is usually adopted to aid the higher education sector to be responsive to the new social order and the needs of the citizens, and to meet new realities and opportunities presented (Mekoa, 2018).

2.3 Restructuring TVET colleges

There is a persistent view that TVET has often been overlooked in educational debates and marginalised by the state both politically and culturally (Allais & Wedekind, 2020; Lucas, 2018). According to Chamadia and Shahid (2018) and Lucas (2018) this sector has historically been regarded as of low status and ‘second best’, a place for ‘other people’s children’. Lucas (2018) says that a significant consequence of the marginalisation of TVET was that it was possible for governments in the 1990s to develop neoliberal policies for this sector that would have been politically improbable in schools or universities at the time. This sector was thus exposed to the introduction of a quasi-market to advance widespread neoliberal reforms to public

education (Lucas, 2018). However, this picture is changing and changing fast (Ngcwangu, 2019). According to Ngcwangu (2019) TVET in particular has recently occupied a noticeable position in the international development agenda. International institutions such as the World Bank, United Nations and the International Labour Organization as well as in developing countries such as India, South Africa, and Bangladesh have been driving the development of TVET.

Nurakynova (2018) illustrate that the system of higher education in Europe has undergone a major transformation in recent decades. Allais and Wedekind (2020) laud this development as TVET has now been recognised as playing an important in sustainable development globally. TVET is now a visible part of the international discourse on the role of education in development. Its explicit inclusion by the United Nations as part of the Sustainable Development Goals reflect the acceptance of its important role in society.

The outline above on restructuring of the TVET college sector in South Africa depicts a picture of 'trial and error'. Historically, the TVET college sector has not experienced any form of restructuring. As indicated by Chamadia and Shahid (2018), this sector has not received the attention that other higher education institutions(e.g., universities) have had in South Africa. It can therefore be concluded that the restructuring that forms part of this study, was the first of its kind. Policy makers and implementers alike, did not have any understanding of "how" the process should unfold and who should drive it.

2.3.1 International Experience

Nurakynova (2018) is of the view that the status of higher education institutions, including TVET colleges, is determined by its system of governance, resources and staff talent. Various countries have been involved in the transformation of TVET. As indicated above, politics have an influence in education and play a major role in the processes of education restructuring. Below is an international overview of the historical events related to the transformation of TVET.

2.3.1.1 The United Kingdom

Technical and Vocational Education and Training in the United Kingdom (UK) has a very long history that dates as far back as in 1564 when the first formal TVE Policy statement called the Statue of Artificers was passed (Zengeya, 2009). However, Lucas (2018) indicates that it was

the election of the Labour government in 1945 that heralded the dramatic growth of technical colleges in UK. Lucas (2018) shows that two years after the 1945 elections, the number of TVET colleges was 680, double the number in 1938. These developments did not yield much results in terms serving the needs of the communities of the United Kingdom. Stuart (1999) indicates that by the 1960s TVET in the UK had stagnated and government pursued other 'interventionist' strategies to change or transform the system. Stuart (1999) says that these political interventions were meant to address the economic needs need of UK.

During the 1960s, this was to change, as the state sought to pursue more 'interventionist' strategies amid increasing concern over the wavering state of the UK economy. In this regard, 1964 saw the Labour government introducing the Industrial Training Act that led to the creation of a series of Industrial Training Boards (ITBs) to try and revamp the economy (Stuart, 1999).

In 1979 the Conservative government came into office resulting in a major shift in TVET policy formulation in UK. The policy shift was meant to transform the TVET system to pursue the objectives of creating a 'market model' that will respond to the policy transformation agenda of government (Stuart, 1999). During the Margaret Thatcher administration, there were new transformation initiatives. Lucas (2018) says that the TVET reforms focused more on financial management in the colleges and British TVET colleges were responsive to government initiatives. The recognition of the need for change and the dominant belief by the Conservative party government in a competitive market was the beginning of the neoliberal assault on TVET at the time (Lucas, 2018). According to Lucas (2018) the promulgation of the 1992 Further and Higher Education Act was a way of government to transform the sector to work within a business and financial model and to enable the evaluation of the "viability of provision and have a new alertness to regulation and control from central government". With the change of political administration from the Conservative Party to the Labour Party in 1999, new changes in TVET were on the cards. However, the new government did not effect changes in the market model of the previous administration. Lucas (2018) indicate that the change that was promised change, was to focus on the funding regime, funding quantum, and methods of inspection, and in the strategic direction of technical and vocational education. It is worth noting that between 1964 and 1999, UK had introduced not less than thirteen new policy initiatives to restructure education, more specifically TVET. It can be concluded that politics in the UK were the rationale for changes in education, in particular, TVET. Change of political administration means change in political agenda and this also impact education.

2.3.1.2 Ecuador

Ecuador also embarked on restructuring their TVET sectors. However, Benavides, et al. (2019) indicates that the higher education system has always been linked to the National Secretariat for Planning and Development [Secretaría Nacional de Planificación y Desarrollo; SENPLADES]. The higher education system is closely linked to government and as Benavides, et al. (2019) points out, the constitution of Ecuador stipulates that the "higher education system must be linked to the national education system and the national development plan". This is to ensure that the HEIs implement programs and policies of government.

The government has set principles that govern higher education in Ecuador and these are responsible autonomy, co-governance, equal opportunity, quality, relevance, comprehensiveness, and self-determination (Benavides, et al., 2019). However, there is contradiction in this regard. According to Article 355 of the 2008 constitution, government recognises the academic, administrative, financial, and organisational autonomy of HEIs as outlined in the development plan and the principles established therein (Benavides, et al., 2019). Benavides, et al. (2019) established in their study that education policies, institutional autonomy and regulatory agencies are directly under the control of the state and government. Transformation of higher education, and invariably, the TVET sector, is influenced by politics of the country. Government determines the educational agenda and HEIs need to respond to this.

2.3.1.3 Peru

The Peruvian system of higher education is in contrast to that of Ecuador. Institutional autonomy is highly regarded in Peru. Benavides, et al. (2019) points out that there is no interference by the state in the affairs of higher education in Peru. Institutional autonomy is an important and sanctioned principle within the context of the HEI's needs (Benavides, et al., 2019). Benavides, et al. (2019; cf. Hong, 2018) identifies the following components of institutional autonomy in Peru as stipulated in Article 8 of University Law 30220:

- Normative: This relates to the power of self-determination for the creation of internal norms. This allows the HEI to self-regulate. Hong (2018) refers to this autonomy as substantive autonomy and sys that it refers to 'the power of educational institution in its corporate form to determine its own goals and programs.

- Governance: This pertains to the power of self-determination. The HEI can develop its structure, organization, and leadership of the university, in accordance with its nature, characteristics, and needs. However, this should be in line with the state the regulatory framework.
- Academic: the power of self-determination to set the framework of the teaching-learning process within the HEI. This includes determining the curricula, research agenda, and establishment and closure procedures.
- Administrative: the power of self-determination to establish the principles, techniques, and practices of management systems
- Economic: the power of self-determination to acquire, manage and dispose of institutional assets, as well as to establish criteria for the generation and use of resources.

Educational transformation in Peru is decentralised and individual HEIs determine their academic agenda in terms of their own needs.

Hong (2018) points out that institutional autonomy and academic autonomy are seen at the tradition and rights of HEIs, particularly universities. According to Hong (2018) autonomy is a term that means the power to govern without external controls. HEIs that are autonomous have the liberty to initiate, plan and implement restructuring initiatives that address their institution's challenges.

2.4 South Africa

To be able to address these and other challenges, Mekoa, (2018), and Mouton, Louw and Strydom, (2013) indicated that the new South African democratic government introduced new legislation to redress disparities of the past in higher education. A barrage of policies and pieces of legislation were adopted and amongst these is the Education White Paper (1998). Restructuring of higher education has become a central part globally (Mouton, et al., 2013), and therefore it is imperative that this process is done right the first time the organisation embarks on such a process. The agenda and the tone to transform the TVET colleges in South Africa were set in the Education White Paper (1998). Restructuring of the TVET college sector has been state driven and Nkoane (2006) indicates that restructuring at this level has also created more challenges.

Thus, the restructuring of higher education is a demanding process for all stakeholders. Although it was necessary and long-overdue, getting the process done correctly the first time

and adhering to quality academic and socio-economic standards remain a challenge (Mouton, et al., 2013). TVET colleges are public institutions, totally funded from the public purse. Governance of these colleges rests with the DHET. Therefore, key decisions are made centrally but implemented at college level. Restructuring of TVET colleges was planned, led and concluded by DHET. Comparing governance of public institutions with private institutions or organisations reveals a stark contrast.

Saint (2009) indicates that in Africa, governments control institutions of higher learning. Mergers that happen in higher education are usually forced by government's new policies. Manona (2015) says that restructuring in this sense is seen as government initiated as institutions have little to say with regards to restructuring issues. "Educational organisations" need to "continuously" adjust their "structures, processes and practices" to fulfil the changing "institutional and social challenges" (triggered) "by the external environment" (Palumbo & Manna, (2019, p. 734).

2.5 Key factors impacting educational change

Education is impacted upon by many factors, both internally and externally. This section will discuss some of the key factors that impact the restructuring of TVET colleges.

- Sharing information with all stakeholders

This aspect relates to communication between the colleges and key stakeholders. Arinaitwe (2021) points out that strong communication linkages between stakeholders is important as it facilitates interaction and the creation of personal relationships amongst the actors. Interaction amongst stakeholders and with the college is critical in achieving the vision of the institution and the expected impact (Arinaitwe, 2021).

Anderson and Sanga (2019) observe that building strong colleges also calls for mutual trust and commitment of all stakeholders. Trust is important to build strong and effective colleges. Relationships based on trust implies that the shareholders share a common ground for communication which facilitates an understanding of learning needs and the construction of a platform for learning activities. Communication also facilitates an understanding of the needs and objectives of each stakeholder and this is a basis for finding ways of satisfying them and enabling the actors to keep focused on the benefit of the collaborations (Arinaitwe, 2021). In addition, communication in the form of establishing linkages with people who are familiar to them creates a safety net (O'Reilly & Cunningham, 2017). Also, communication indicates that

partners know each other's' expectations and interests (Arinaitwe, 2021). Findings by Arinaitwe (2021) revealed that to foster the communication between partners, colleges need to institute a collaboration focal person, providing feedback to collaborating actors and government support on a policy encouraging workplaces' involvement in vocational training. Communication is important as it has the potential to enhance collaboration and sustain educational change or restructuring.

- Developing a shared vision

A shared vision is a paramount component required in leading organisations and in change (Martin, McCormack, Fitzsimons & Spirig, 2014). A shared organisation vision help leaders, stakeholders and other teams to become inspired and committed to a shared goal. The vision is a strong driving force for ongoing and systematic practice development and favours quality and educational improvement (Martin, et al., 2014). In their study Martin, et al. (2014) concluded that a shared vision is important in practice development activities and provides direction and clarity of purpose for any change in the organisation. Howard, O'Brien, Kay, and O'Rourke (2019) are of the view that a shared organisational vision gives direction in implementing the change needed by the college (Howard, et al., 2019). For TVET colleges to succeed in driving restructuring from inside, developing a shared vision is important. An inspiring shared college vision is a powerful tool that can be used for the successful transformation of practice (Martin, et al., 2014).

Governance plays a key role in the development of an organisation's vision and driving change. Governors of HEIs lead the strategic vision of their respective colleges (Howard, et al., 2019). Strategic planning in higher education institutions is associated with both cardinal political changes as well as the development of higher education in the country itself (Nurakynova, 2018). It is therefore of critical importance that governors of HEIs drive the processes of developing a shared vision that communicates a deep understanding of the aims and goals of transformative education.

- Lecturers' participation in decision-making process

Education is a policy priority of any state and the successful implementation of government policy is dependent on the workforce in the institutions tasked to perform such tasks (Nurakynova, 2018). Employees are seen as the key asset in today's organizations. Shaed, Ishak and Ramli (2015) is of the view that the participation of employees in decision making is

a critical aspect in the workplace. Therefore, it is important that contemporary organizations find ways to encourage employees' participation in decision making in order to be more flexible and adaptive to stay competitive (Shaed, et al., 2015). Kumar and Giri (2013) posit that HEIs need to consider empowering lecturers to participate in decision making process, as it is related to their commitments to their institutions. A committed teacher is always a competitive advantage to the institutions. Therefore, management of HEIs should make every effort to raise lecturers' commitment to job and the organisation. (Kumar and Giri 2013). Kumar and Giri (2013) suggests that higher education institutions must create work environments that support participatory decision making (PDM) as lecturers who feel that their institutions recognise their participation can contribute positively to change in the institution. In addition, Da'as (2020) indicates that lecturer's participation in decision-making (PDM) and trust are linked and are considered to be essential elements during times of change in educational institutions.

Da'as (2020) indicates that PDM refers to lecturers' level of influence on decision-making processes and is considered an important and necessary process in times of educational change.

PDM is a tool for lecturers to have a say in the change process and if encouraged, it reduces their resistance to change (Da'as, 2020). Therefore, allowing lecturers to participate in decision making processes alters employees' attitude and according to Da'as (2020) lecturers' attitudes play a strong role in change. Decision-making mechanisms in educational institutions reinforce teachers' sense of trust within the workplace (Da'as, 2020). Da'as (2020) concluded in their study that lecturers who are provided with opportunities to participate in decision making processes in their institutions consider themselves to be part of the institutions and therefore support the change efforts within the institution. PDM has positive effects and contributes towards employees and organisation outcomes (Shaed, et al., 2015).

2.6 Restructuring at TVET colleges in South Africa

Technical and Vocational Education and Training (TVET) form part of the higher education landscape. They therefore are called higher education institutions (HEIs) and the post school education and training (PSET) sector (Kanyane, 2016). The TVET college sector comprises of 50 multi-site public TVET institutions that are spread over more than 200 campuses countrywide (Kanyane, 2016). This is the result of the process of merging the previous 152 technical colleges that were established by the Technical Colleges Act 104 of 1981 (DoE, 1998a). The merger process took place between 2002 and 2005 (DHET, 2006). According to

the Portfolio Monitoring Group (PMG) (2014) the aim of the merger process was to address the skills development challenges facing South Africa and to attain the radical socio-economic transformation.

According to Wedekind (2010), the process of merging TVET colleges proceeded well in comparison to the one that happened in the sector. Wedekind (2010) indicates that there was negligible resistance in the form of strikes or protests. Lecturers did not actively participate in the process but they were informed and they accepted that they would be merged. Wedekind (2016) points out that lecturers just had to agree with the proceedings of the mergers. “Staff members interviewed reported that they did not feel that they had a say and did not really expect to have a say” (Wedekind, 2010, p. 311). This is in stark contradiction to the role played by middle managers. According Wedekind (2016), there were extensive negotiations with middle managers in this regard. “To a large extent, this reflects the top-down culture of management in the colleges and the largely disempowered role of staff”. (Wedekind, 2010, p. 311).

2.6.1 Managing the TVET restructuring process

The challenges that are confronting HEIs need to be properly addressed (Manona, 2015). The ability to manage resources, in particular knowledge resources is important for organisations to be able to change, adapt, and comprehend new opportunities in a fast changing environment (Psychogios, 2010). Autonomy is a key factor in organisational restructuring (Saint, 2009). Autonomy is described as the power of the organisation to govern itself without outside control. This means that higher education institutions have the freedom to, among others to determine their own goals and priorities; hire and fire staff; determine students’ enrolment and the growth rate, and implement effective budget management strategies (Saint, 2009). Autonomy gives the institution the right to self-regulate. HEIs (Universities) require managerial autonomy given that the speed of decision-making is of great significance in a rapidly changing world (Nurakynova, 2018). However as indicated above, this right is subdued by government when it comes to higher education in Africa. Although legislations that establishes higher education institutions clearly confers the autonomy to these institutions, in practice this is hardly observed (Saint, 2009). Nkoane (2006) points out that the Education White Paper 3 (RSA, 1997) gives HEIs the responsibility to manage their own affairs as a way of ensuring autonomy. Saint’s (2009) indicates that unfortunately this is not the case in practice. Although legislation and policies are clear on institutional autonomy, Saint (2009)

argues that this proviso in legislation and policies does not guarantee institutional autonomy and independence. Restructuring and changes are still led by government.

In South Africa, TVET College councils were allocated autonomy as captured in the Green Paper on Further Education and Training, (DoE, 1998a). Subsequently, Chapter 3, section 8 of the Further Education and Training Act, 98 of 1998 establishes TVET colleges' councils and Further Education and Training Colleges Amendment Act, no 1 of 2013. This arrangement is also part of the Further Education and Training Colleges Act, Act 16 of 2006. TVET colleges are given autonomy to govern their own affairs through their councils.

Stakeholder participation in TVET college councils is legislated and allocated powers to develop strategic plans and mission statements, to set policy, and to select staff (DHET, 2013). This change in the governance model was a radical shift from the department-run technical colleges that had little or no independence (Wedekind, 2010). Devolution of power to HEIs is a common aspect of educational reform following international trends. The impact of this reform was profound on both the human and the financial sides. Kraak and Hall (1999) note that this governance framework in the TVET necessitated colleges to move beyond traditional conceptions of their role, to become more flexible and responsive (Wedekind, 2010, in reference to Kraak and Hall, 1999)

One of the powers allocated to TVET colleges' council prior 2013, was the responsibility to approve conditions of employment (DHET, 2013). This included the determination and review of salaries for lecturers and support staff and all other forms of remuneration in accordance with the prescripts of the legislative framework (FET Colleges Act of 2006, p. 34). Only senior management staff remained government appointees until 2013, when the rest of the colleges' staff was transferred to national DHET (DHET, 2013). By devolving the responsibility of staffing onto the college council, a higher level of autonomy was being granted to institutions to shape their own human resources and elect to achieve 'outputs' rather than being managed through an 'input control' model (Wedekind, 2010). This is the model followed by HEIs in Peru (Benavides, et al., 2019).

2.6.2 Legal requirements to merge TVET colleges in South Africa

Act 13 of 2006 stipulates the following requirements before the merger of a TVET college can happen (RSA, 2006):

6. (1) Subject to subsection (2), the Member of the Executive Council may, in consultation with the Minister and by notice in the Gazette, merge two or more public colleges into a single college.

(2) Before merging two or more public colleges the Member of the Executive Council must-

(a) give written notice to the colleges in question of the intention to merge them;

(b) publish a notice giving the reasons for the proposed merger in one or two newspapers circulating in the area in which the colleges in question are situated;

(c) give the councils of the colleges in question and any other interested persons an opportunity to make representations within at least 90 days from the date of the notice referred to in paragraph (6); and

(d) consider such representations.

The above stipulates the sequence of events in terms of the process to merge TVET colleges in South Africa. According to the Act, the process is driven from outside TVET colleges. The process is government-driven. College Councils have no role to play in this process, although given authority to determine the vision and mission of their colleges. It can then be concluded that this restructuring process was externally driven.

2.6.3 Restructuring and academic staff at higher education institutions

In recent decades, policy-makers have increasingly urged higher education institutions to respond to economic and societal needs (Sin & Amaral, 2017). Restructuring of HEIs has been advanced as the solution (Harris & Jones, 2015; Hargreaves, 2006; Gumport & Pusser, 1999). It is suggested that for successful restructuring of organisations to be realized, staff members need to play a role in the process. Szelagowska-Rudzka (2018) indicates that participation of staff members is important. Therefore, academic staff have a role to play in the restructuring of TVET Colleges. Academics are key role players in the restructuring processes of educational institutions. Szelagowska-Rudzka (2018) calls them “allies of change”. Palumbo et. al (2019) cautions against instances where those who lead organisational change such as restructuring educational institutions like TVET colleges neglect the importance of academics in the restructuring processes.

Sin and Amaral (2017) concluded that higher education has always accepted and valued the role played by academics in advancing both social and economic agendas of the sector. In

fact, Sin and Amaral (2017) point out that lecturers are one of the key stakeholders in higher education. In the analysis of data in their study Boggs and Mitchell (2018) found that the status of lecturers during change processes is related to the outcome of the change process. Therefore, the academic and social benefits of lecturers are a key factor in their loyalty and meaningful participation in an institution undergoing change. In short the quality of human resources primarily depends on the system of higher education (Boggs and Mitchell, 2018).

Cieciora, Pietrzak, Dębski, Kandefer, Bołkunow (2021) point out that HEIs are professional workplaces and employ significant numbers of people, including lecturers to support management to solve various kinds of organisational problems. There are various genesis of these problems but some may be due to different goals, responsibilities, and working styles of the HEI. Cieciora, et al. (2021) indicate that lecturers are among the first group of staff employed by HEIs. Lecturers are involved in the operational processes of the institution such as educating students. Cieciora, et al. (2021) further indicate that there is a difference between and among management and lecturers with regards to the 'what' and 'how' part of organising and implementing work in order to achieve institutional goals. These differing perceptions have a significant impact on the quality and efficiency of work in any organisation (Cieciora, et al., 2021).

People are the key assets of an organisation (Shaed, et al., 2015). Organisations are made by people (Amabile & Kramer, 2011). It is the people inside organisations who build up organisations and comply with their mission and aims, but more important, it is people who plan and implement organizational changes (Szelagowska-Rudzka, 2018). It is important therefore that organisational processes, procedures and policies take into account the importance of people within the organisation (Szelagowska-Rudzka, 2018).

There have been changes in the South African TVET college sector with regards staffing. According to Human Resource Development Council for South Africa (HRDC) (2014) many changes started in 2002 when Further Education and Training Colleges started the restructuring processes. A number of policies were initiated and implemented. Amongst those is DHET's *Turnaround Strategy for FET Colleges* (DHET, 2012) and *The Green Paper* (RSA, 2012) which both sought to address the malfunctional college councils and management structures.

The significant changes that accompanied political changes in the South African higher education system soon after 1994, directly or indirectly affected the well-being of lecturers and

consequently TVET colleges at large (Ngirande, 2021). Ngirande (2021) argues that college lecturers play a key role in carrying out the out the mission of TVET colleges. However, the restructuring of TVET colleges negated the role that lecturers play in the success of the colleges. As late as 2013 the social welfare of TVET colleges was still not addressed. Other staff members, principals, deputy principals and some administration staff were transferred to the Department of Higher Education and Training, except the lecturers. Principals and Deputy Principals were employed by the Department of Education (DoE) and in 2013 they were transferred to DHET (DHET, 2014). College lecturers had the option of moving to the DHET or staying with their respective provincial Education Departments (PMG, 2014).

2.6.4 Consequences of restructuring

The need for change in education institutions is desired if these institutions are to be responsive to the needs of citizens (Nkoane, 2006). However, change initiatives have mostly failed to yield the desired results (Aslam, Muqadas, Imran & Saboor, 2018). Restructuring has side effects that might be detrimental to the success of the educational institutions and individual staff members (Palumbo, et al., 2019). Buthelezi (2018) reveals that educational change processes often yield unintended results as a result of perceptions based on the vision and experiences of lecturers with the institutional and national visions.

Palumbo et al. (2019) indicate that organisational shifts, structures and practices has the potential to alienate staff and put the progress and success of the organisation at risk. In his study Manona (2015) found that restructuring brought about many challenges at Walter Sisulu University (WSU). During the restructuring process, academics were left outside the process in terms of staff development, human resource and management, job security and work environment. Manona (2015, p. 117) indicates that restructuring at WSU was welcome and embraced, however it resulted in differences such as “disproportionate salaries among employees of the three campuses, poor work performance, which can only be attributed to lack of motivation and reluctance amongst the staff members to accept new conditions of service under WSU”.

2.7 Theoretical Framework

The literature shows that there are various theories or models to deal with change in education. This study was informed by the Lean framework of change which is characterised by three key areas namely, people, process and culture (Wincell and Krull, 2013). The Lean model is widely used by organisations the world over as it has the potential to continuously improve processes

and eliminate waste (Höfer & Naeve, 2017). It is the view of Cano, Murray & Kourouklis (2020; Höfer & Naeve, 2017) that the Lean model has been used in higher education, although to a limited extent. In fact, Höfer and Naeve (2017) argue that the awareness of this model in higher education is low. The Lean Systems Approach, shortly referred to as 'Lean' is a people-based system, focusing on improving organisational processes and supporting the employees through standardised work to create process predictability, improved process flow, and ways to make defects and inefficiencies visible to inspire staff to take action at all levels (Wojciechowski, Murphy, Pearsall, & French, 2016). The beauty of the Lean model is that it enables education institutions to work with limited resources without putting pressure on academics (Cano, et al., 2020).

Employees and their tacit knowledge are key in the Lean model. According to Dombrowskia and Mielkea (2013) employees know better with regards to "shop floor" issues particularly with regards to what works and what does not work. Dombrowskia and Mielkea (2013) opine that managers who recognise this about employees, stand to manage organisational change very well. There are four principles that underpin the Lean model. These are philosophy, process, people and partners as well as problem solving. Below is the model that depicts the four principles of as listed by Dombrowskia and Mielkea (2013).

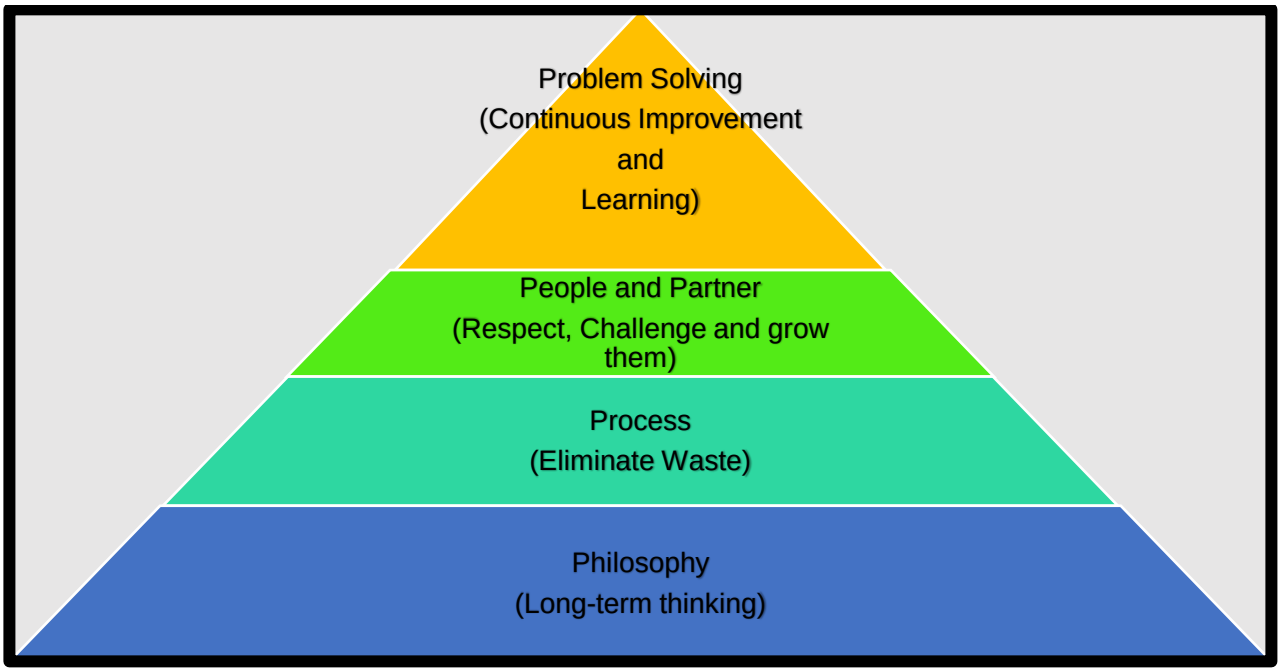


Figure 1: The 4P model of Lean Model (adapted from Dombrowskia and Mielkea (2013)

In Higher Education, this model's aim is to continuously improve every change process and to continuously improve institutional processes. Höfer and Naeve (2017) found that following the

above model offers management of higher education institutions and stakeholder the chance to improve their institutions to adapt to the rapidly changing environment of higher education.

It is the view of Wojciechowski, et al. (2016) that Lean creates value for internal and external customers through eliminating wastage. Lean is about creating value in order to meet the needs of customers (LeMahieu, Nordstrum, and Greco, 2017). LeMahieu, et al. (2017) argue that Lean uses value stream mapping tool to identify process relating to material and information and people flow. Value stream mapping is useful to identify value added and non-value-added actions and then create a plan to eliminate waste, create transparency implement standard work, improve flow, and sustain change. However, Lean should be seen as a quality improvement method and not misconceptions that it is a system to trimming down an organization, by firing “unnecessary” workers and reducing expenditures, are discarded in Lean (LeMahieu, et al., 2017). According to Kadarova and Demecko (2016) Lean present tools and methods that can support Higher Education Institutions management and lecturers in improving the performance of their institutions.

A Lean organisation can be defined as one that supports its people (workers) as they identify, solve problems and address barriers to achieving high quality outcomes that are consistent with its mission (LeMahieu, et al., 2017). Allaoui and Benmoussa (2020) indicate that the kind of change that is happening in the South African TVET college sector is referred to as the simplest type of change which is based on improvement of the old Technical Colleges in order to do more or do things better in the current TVET colleges’ landscape. According to LeMahieu, et al. (2017) Lean focusses on improvement as a continual journey. This way of approach to change begins as a top-down, bottom-up approach that requires leadership support.

Lecturers are expected to fully and meaningfully participate in order to contribute to problem solving and designing improvements to add value for quality education for students. In education, and in particular, TVET colleges, adding value for students’ needs often occurs in the classrooms at the college level and lecturers who teach the students are closest to the classroom. Lean offers a common system, philosophy, language, and tool kit for improvement. The participation of lecturers during the organizational change process is important (Simon and Canacari, 2012). The Lean System exemplifies a culture where each staff member is empowered to make change. This culture focuses on creating value, supporting staff, and improving process flow to increase quality, reduce costs, and increase

efficiency. This is the approach that DHET can utilise to support staff members, especially the lecturers, in valuing changes that restructuring brings into the organisation.

Lean is a concept that is traditionally applied in manufacturing but its principles can also be applied in educational institutions (Dragomir & Surugiu, 2013). In education, the Lean model is mostly used in higher education. According to (Allaoui & Benmoussa, 2020) most of the work reported on Lean in the literature focuses on higher education or Lean Higher Education (LHE). This model has enabled educational institutions such as TVET colleges to initiate improvements in response to the demands of the higher education marketplace. The public opinion about TVET colleges is that they are inefficient and do not add value to the economy of the country. With LHE all role players and stakeholders need to be ready to engage and cooperate during the process of change. What is important to note regarding the application of LHE is that it focuses on the process rather than the person or people to create a no-blame culture. The restructuring process in the TVET college sector requires the cooperation and engagement of all parties and negating the blaming game. This model is therefore suited to bring together senior management and lecturers in the TVET College sector to work together to improve the provision of quality education to the students in the classrooms.

The Lean Systems Approach applies specifically to the restructuring of TVET colleges. The literature has revealed that restructuring of higher education is common and while other higher education institutions succeed in restructuring projects, others fail dismally. The 'people' component of restructuring features prominently in the Lean model. Successful restructuring regarding the staff, in the case of higher education, lecturers play a pivotal role in this process. As indicated by Palumbo et al. (2019), alienating lecturers puts the success of the restructuring program at risk. The Lean model provides higher education institutions with an instrument for successful restructuring. Lecturers, and continuous improvement of processes and the elimination of wastage are put at the centre of restructuring higher education institutions.

To counteract unintended results during restructuring, the Lean model provides a plan to identify aspects of the program that add value and those that do not add value and then eliminating those aspects whilst at the same time creating a transparent process that lecturers are able to identify and suggest how change can be managed (cf. Buthelezi, 2018). Unsatisfied lecturers are a threat to change that a well-meaning policy puts forward. Therefore, implementing the Lean model is an advantage for policy makers. All change initiatives with regard to the restructuring of higher education institutions have a great chance

of success if policy is initiated and planned with due consideration of the Lean model (cf. Wojciechowski, Murphy, Pearsall, & French, 2016).

2.8 Conclusion

This chapter provided a review of the literature on organisational restructuring in general and restructuring in higher education institutions in particular. The chapter also reviewed international experiences of TVET restructuring. The purpose of this review was to examine the existing literature in organisational restructuring and restructuring in higher education; and to synthesise and critically analyse the information gathered thus adding to the existing body of knowledge. The review unpacked the concepts and definitions in the research question and discusses the relationship between them. The chapter also discussed the theoretical framework underpinning this research.

CHAPTER 3. RESEARCH METHODOLOGY

3.1 Introduction

Research methodology can be described as a way undertaken to understand the entire research process and systematically solve the research problem. This include understanding the social context, philosophical assumptions and ethical considerations (Bryman, 2012). This chapter presents and describes research strategy and design, procedure and methods that the researcher used to collect, process, and analyse data. The chapter also describes the reliability and validity measures that this research applied to make it credible as well as the technical and administrative limitations.

3.2 Research Strategy

According to Bryman (2012), a study can be conducted using different research strategies such as qualitative, quantitative or mixed strategies. Creswell (2005) confirms that qualitative studies are interpretive in nature. This study adopted a qualitative research approach using the constructivist (interpretive) paradigm. According to Neuman (2011), the interpretive paradigm is based on socially constructed interactions and meanings. This was to ensure that the researcher obtained detailed information, maintained flexibility and took into account all experiences that may not be shared by all participants (Denzin and Lincoln, 2008). The qualitative approach assisted the researcher to obtain in-depth understanding of restructuring in higher education (the function shift process) as it occurred in its natural settings and its meaning for those involved (Merriam, 1998; Denzin & Lincoln (Eds.), 2008). Merriam (1998, p.19) observes that “meaning is embedded in people’s experiences and mediated through the investigator’s own perceptions”. This approach was best suited to understand and describe the effect of TVET college restructuring (function shift) through the lived experiences of lecturers (Wagner, Kawulich & Garner, 2012).

3.3 Research Design

Research design refers to procedures involved in the collection, analysing and interpreting of research data (Bryman, 2012; Creswell. 2005). Fundamental to a research design is a way a researched collects data This study adopted a phenomenological research design in an attempt to understand and define the lecturers understanding and interpretation of the function shift that took place at the TVET Colleges in particular at the South-West Gauteng TVET College where they are employed.

3.4 Research Tools and their Application

The choice of research design determines the data collection method used. Data collected in this qualitative study comprised primary and secondary data. The primary data was collected using one-on-one, semi-structured interviews. Whereas the secondary data was collected through document analysis.

3.4.1 Interviews

The primary data was collected by means of semi-structured interviews. Interviewing is essential when “behaviour, feeling or how people interpret the world around them cannot be observed” (Merriam, 2002, p. 72). In cases where interviewing was not possible due to the Covid–19 pandemic protocols, data was collected through one-on-one telephone interviews. This approach was possible since in qualitative research the researcher is the instrument for the collection of data (Denzin & Lincoln, 2008).

The one-on-one interviews were conducted with lecturers from two of the five campuses of the South-West Gauteng TVET College. In additions, semi-structured interviews were conducted with at least two officials from the DHET who were involved in the function shift of TVET Colleges process. When the researcher sought ethical clearance to conduct research at the South-West Gauteng TVET College, three sets of interview guides with open-ended questions were prepared (for lecturers transferred to DHET, lecturers not yet transferred and the DHET Officials). However, during data collection, the lecturers that were not transferred were transferred to the DHET with effect from 1 April 2022. This necessitated the use of only one interview guide for all the lecturers (PERSAL and college council paid) that were sampled. The interviews were recorded using a digital device and backup notes were taken. The researcher obtained informed consent and secured appointments with each participant. The use of semi-structured interviews provided flexibility as the researcher could ask questions without following the order of questions in the interview guide. Another benefit was that both the interviewer and the interviewee had the opportunity to make follow-up questions to probe deeper and to ask for clarifications to questions and answers. In this way, the participant was afforded the opportunity to voice their views and experiences without feeling any pressure to participate (Creswell, 2005).

3.4.2 Document Analysis

Secondary data was collected through document analysis. With document analysis, relevant public documents such as legislation (Continuing Education and Training Act, 2006 (as amended) and policies (Post Provisioning Norms (PPN) for Technical and Vocational Education and Training (TVET) (2020), Procedure Manual for the implementation of TVET Post Provisioning Norms and Organisational Structure); directives and circulars (DHET Function Shift Circulars 1/2014, 2/2014, 3/2014,7/2014 and 1/2015); function shift project plan and progress reports to the Portfolio Committee on Higher Education, Science and Technology were analysed to get an in-depth understanding of TVET restructuring and the function shift process. These documents were requested from the DHET and some were sourced from the DHET and Parliamentary Monitoring Group websites. One of the benefits of documents is that analysis started immediately as they do not require transcription as in observational or interview data (Creswell, 2005). The secondary data was used to complement and enhance the primary data.

3.5 Sampling

There are two sampling techniques namely probability and non-probability, Wagner, et al., (2012). Some of the most common types of non-probability sampling techniques are convenience sampling, snow-ball sampling and purposive sampling (Bryman 2012; Given, (Ed.), 2008; Creswell, 2005). This qualitative study adopted the non-probability technique and sampling was by way of purposive sampling (Wagner, et al., (2012). According to Creswell (2005, p. 204), purposeful sampling relates to “individuals and sites”. Bryman (2012, p. 416) concurs that in essence, this type of sampling focuses on the selection of units or [unit of analysis] such as people, organisations [and] documents”. The decision on the unit to be sampled depends on the research question to be answered (Bryman, 2012; Creswell, 2005).

Therefore, to answer the research question, the research sites were two of the five campuses of the South-West Gauteng TVET College. These sites were chosen in terms of their size and composition of staff. The individuals sampled were the lecturers who are on the PERSAL system and were transferred to the DHET and those who are college council employees and are unable or not yet transferred to the DHET. The rationale for using purposeful sampling was the presumption that the lecturers would be able to provide useful, information and rich data for this study according to their experience and knowledge of the function shift process. The selected lecturers were employed in the college system prior to, and from 2013 to 2021,

as they were in a better position to reflect on their understanding and experiences of the restructuring process regarding function shift. As the sampling in qualitative studies should be reasonably small for better management (Bryman, 2012; Creswell, 2005), only twenty lecturers were selected to allow for possible cancellation and withdrawal from the participants. At the end only thirteen lecturers were interviewed as some participants either withdrew due to other commitments

In addition, two DHET officials with specific characteristics to be able to address the research question formed part of the sample. These officials were members of the function shift project management team. The interviews assisted to provide rich data and to deepen the analysis. It was important to establish the exact intentions that the DHET had regarding the improvement of organisational processes and support to employees.

To access the site, permission was sought from individuals and sites (Creswell, 2005). Forms requesting permission to gain access to the DHET and the TVET College sites, were completed for approval by the Director-General of the DHET as well as the Principal of the College, who can be regarded as gatekeepers. Information about the research project (Ethics Letter from the University and the Research Proposal) was submitted with the application. The Director-General and the College Principal were requested to identify officials and lecturers who would be willing to participate in the research project. The College Principal in turn requested the Campus Managers to provide the researcher with the relevant information. Potential participants were contacted by the researcher through telephone and/or email to set up a meeting.

3.6 Process of Analysis

In a qualitative study, data consists of words or pictures therefore it can be analysed using different approaches (Creswell. 2005). In this study data was analysed by means of thematic analysis. The data obtained from the interviews were first transcribed and then explored to get its general sense before breaking it into parts. Since qualitative research involves a simultaneous process of analysing data whilst also collecting data (Creswell, 2005; Malone, Atweh, & Northfield (Eds.), 1998), some of the analysis began shortly after the research commenced. By nature of the flexibility of semi-structured interviews, the thematic analysis enabled the researcher to analyse the effects of TVET function shift on lecturers for patterns and relationships. These were categorised specifically according to themes and sub-themes

about TVET restructuring - function shift process. The researcher documented the patterns that emerged accordingly (Wagner, et al., 2012).

3.7 Positionality, Limitations and Feasibility

Positionality

In terms of positionality, the researcher works at the DHET in the Planning, Policy and Strategy Branch. The researcher has previously worked at South-West Gauteng TVET College but at a different campus to that to be sampled in this study. The advantage the researcher's positionality relates to the rapport that has already been established (Chavez, 2008). Another advantage is the expediency of access to the sites and documents. In addition, as an insider, the researcher has knowledge of the historical and practical changes that took place in TVET colleges. Prior knowledge assisted in detecting participants' hidden behaviour and perceptions during data collection. However, positionality may also bring in an element of bias and subjectivity whilst collecting and analysing data, and in the conclusions drawn.

As a researcher coming from the DHET, this also brought challenges which could complicate or overwhelm the researcher's role (Chavez, 2008). For example, the Principal of the College took time to respond to the researcher's request to conduct research at the college as he was worried about the outcome of the research study. Also, participants' perceptions of the DHET as their employer and expectations from the researcher who is a senior government official may interfere with their participation, openness and transparency when responding to questions. It was important for the researcher to disclose their positionality beforehand and clarify any aspects that can harm the research process. Although the researcher works at the DHET, it is in a different Branch that does not manage the appointment of lecturers or administration of TVET colleges. The researcher was objective and promoted a safe environment in which all ethical considerations were observed.

Limitations

The TVET college sector has 50 colleges and over 200 campuses in all nine Provinces in South Africa. The study was limited to only one college which is based in Gauteng. The college has five campuses but the study focused at only two campuses. Also, whilst it was important to involve the college management and other non-academic staff including those based at Provincial/Regional Offices to find out about their experiences and responses to the TVET

Function Shift process, for the purpose of this study, only lecturers who have been working in the colleges prior to and from 2013 participated in the study.

Feasibility

The timeframe to conclude this study was limited to include all fifty colleges and staff. This is a small study which was conducted in a short time. The study was concluded in time despite the unprecedented challenges of the Covid-19 pandemic.

Due to the mentioned limitations, the findings of this study cannot be generalised to the entire TVET college sector or the South-West Gauteng TVET College. Each college and each campus is unique as a result the effect of TVET restructuring and understanding, experiences and responses of lecturers to the TVET Function Shift process will differ. Therefore, findings from one site cannot be generalised or applied to other sites and lecturers.

3.8 Validity, reliability and dependability

Validity

According to Henning, Gravett and Van Rensburg (2005) validity of the instrument is reflected by the degree to which it evaluates what it proposes to evaluate. Triangulation of data sources was used to increase credibility and validity of the findings (Given, (Ed.), 2008). Information from the primary and secondary data was utilised to achieve the credibility and validity of the study.

Reliability

Merriam (2002, p. 27) refers to reliability as the “degree of consistency or stability of data collected by the same or similar instrument on occasion when it should theoretically produce the same results”. This study ensured the reliability of the results by constantly applying the same instrument in similar circumstances. For example, the researcher used the same themes and sub-themes during interviews for the same topics. However, findings derived from the interviews will not be repeated in other contexts as it only reflects reality at the time and context it was collected.

Dependability

An external audit is one way to verify that the findings are consistent with the raw data collected. In this way an external researcher can examine the data to establish whether they

can reach the similar results, analyses and conclusions about the data and thus challenge how data analyses and interpretation was conducted.

3.9 Ethical Considerations

Ethical considerations are essential for any research to ensure that participants' rights are protected. Firstly, the researcher applied for ethics clearance from the Wits School of Governance Human Research Ethics Committee (WSG HREC) prior to commencing with the study. Secondly, the researcher requested permission to conduct research at the TVET College and the DHET. The application was made after the University granted the researcher permission to conduct the study, granted ethical clearance and approved the research tools.

The researcher is an employee of the DHET. In order to alleviate fears about participating in the study, the researcher explained to the respondents that they will not be singled out as individuals but rather, that they were purposely selected, as they are a desirable population for the study. They were also ensured that their anonymity will not be compromised in any way. The participants were informed, amongst others that their participation in the research was voluntarily therefore they would not be penalised for not participating nor rewarded for their participation. They were informed that they were allowed to withdraw their participation. The participants were asked to read information sheets and sign the consent form after having been informed of the potential risks and benefits of their participation (Wagner, et al., 2012). Individual autonomy was assured as they will not be identified by name. In order to guarantee confidentiality, all data and participants was recorded and identified according to number and not name. Individual responses were pooled together and reported as themes and sub-themes. All recorded material was destroyed once the study was over.

3.10 Conclusion

This chapter presented and described the research approach and research tools used to collect, process of analyse data and sampling methods used in this study. The limitations, feasibility of the study and positionality of the researcher were presented. The ethical considerations were explained in detail.

CHAPTER 4: DATA PRESENTATION AND INTERPRETATION

4.1 Introduction

The preceding chapter looked at the research methodologies that this study aimed to employ to answer the research question and realise its main aim. As indicated in Chapter one, the aim of this study is to describe the effect that the function shift of TVET colleges had on lecturers at the South-West Gauteng TVET College. Therefore, the aim of this chapter is to present and interpret collected data in order to realise this aim. Secondly, this chapter will attempt to answer the following research question “What are the effects of the restructuring of TVET colleges on lecturers at the South-West Gauteng TVET College?” The chapter will outline the procedure followed to analyse collected qualitative data and then present the data and the interpretation thereof.

Data collection, presentation and interpretation were determined by the interest of the researcher in learning something about the participants’ workplace and how it has impacted them as employees in the TVET College sector.

4.2 Data analysis

4.2.1 Participants and their background

Data were collected from 15 participants. This included 13 lecturers who are employed by the South-West Gauteng TVET College and two senior officials from the Department of Higher Education and Training (DHET) who were involved in the function shift of the TVET colleges.

The lecturers interviewed included those who were employed by the College under the PERSAL and college payroll. Those lecturers on PERSAL had already been moved out of the College Council to the DHET at the time of the interviews (transferred in 2015/16) while those that were on the College Council payroll were transferred to the DHET in April 2022 whilst the interviews were underway. These lecturers are spread across two of the five campuses of the College.

Lecturers who were interviewed had been employed at the college for a period of not less than ten years. They have been part of the restructuring process since its inception in 2013. Therefore, they have observed and experienced the changes that were implemented at the college during the period that this study is focusing on.

4.2.2 Data analysis procedure

Data was collected through semi-structured interviews from the participants mentioned in the preceding section. Data analysis followed a six-step procedure (cf: Creswell, 2009; Gale, Heath, Cameron, Rashid, & Redwood, 2013). Although the procedure follows a linear sequence, Creswell (2009) concedes that it is also interactive due to the nature of qualitative research. This is the approach taken in this study. Although data analysis in the main focused on the transcribed interviews, notes taken during interviews by the researcher were also considered to make meaning of the data.

Firstly, interviews were transcribed from the tape recorder verbatim. This was to ensure that every word uttered by participants during interviews was captured. After data was transcribed for each participant's interview, the researcher listened to the tape recorder to ensure that the transcribed text matched the recording and in the process, beginning to make sense of collected data. Secondly, the transcribed data was organised in a matrix. Columns and rows were used to organise the text. Participants or interview cases were captured in the first columns, while the second column captured the responses and the last one captured key words, phrases, and or sentences. The interview question was captured in the top row of the table. Each table was headed by the interview question and then followed by the columns showing cases, responses, key words/phrases/sentences and the last column for emerging themes.

After participants responses were captured in the table, the researcher started coding the data. Creswell (2009) describes 'data coding' as "process of organizing the material into chunks or segments of text before bringing meaning to information". In this study, the researcher read through the text and used open coding to identify key words, phrases and sentences that had a bearing on the interview question. After the process of coding was completed, the researcher grouped the codes and described each code. This translated into emerging themes that underpinned data analysis. The next step that was undertaken was to comprehensively provide descriptions of the emerging themes. This process gave the researcher the opportunity to make connections between the emerging themes and establish relationships and contrasts amongst these emerging themes and thus providing the opportunity to merge similar ones and leave others as stand-alone themes.

Finally, the researcher interpreted the themes in relation to the aim and the main research question of the study. The Lean Systems Approach was also used to interpret analysed data.

The aim of interpreting the themes was to understand lecturers' experiences with regards the function shift at the South-West Gauteng TVET College from the perspective of participants. Interpreting therefore entailed getting meaning of data as provided by the participants. However, the researcher is an employee of the of the DHET and her personal understanding of the function shift and data collected from the two DHET senior official who were directly involved in the process enhanced the interpretation of data.

4.3 Data presentation

The first section of this chapter presents data as collected through interviews and the second section deals with the summary of findings.

4.3.1 Key themes

After comprehensive analysis of data from the transcriptions, the following key themes emerged:

Theme 1: Trust in the Processes

Theme 2: Communication of the process

Theme 3: Participation and support

Theme 4: Effects/ Impact of the process

4.3.2 Views of Participants

Theme 1: Trust in the Processes

There have been a number of changes in the TVET sector in South Africa since 1996. A number of legislative frameworks were initiated and promulgated and the central theme of all these pieces of legislation was "Transformation". Transforming the TVET sector from the previous. This study looked at the changes that were as a result of Act 1 of 2013 that initiated the function shift that involved a major process of moving lecturers. According to Act 1 of 2013 lecturers that were employed by TVET Colleges' Council were to be transferred to the Department of Higher Education and Training. This implied that DHET was going to be the new employer and this function was shifted from Colleges' Council. Hargreaves (2006) argues trust underpins any major process that involves transfer of staff lecturers from one

employer to the one. To establish the level of trust that lecturers had in the transfer process, this study asked participants questions in this regard.

News of lecturers' transfer from College's Councils to DHET were received with great appreciation. However, the process left participants with doubts with regard to its success. Participant 3 indicated that "*we were just happy when they tell us what migration is. It means that we are going to move you from college to DHET"*. Participant 11 felt that "*But right now I feel like I am free. I feel free and I can even raise my views… I can even raise my views in a sense of I know that tomorrow I won't be fired. I'm not threatened by anything".* This indicates the disillusionment that lecturers felt under the College Councils. Lecturers did not trust that Councils had their best interest at heart. They did not trust that their pensions were secure and they were happy to migrate to DHET. Participant 10 stated that when they heard that they will be transferred to DHET, they understood that "*we would have a PERSAL number, and that our pension fund will be transferred into DHET".*

Participants felt that shifting the employer function to DHET was good for lecturers. They (i.e. lecturers) trusted that their employment conditions will improve and they will have job security and enjoy better benefits as employees under DHET. Participant 9 reiterated that "*we would now be under DHET and no longer under council paid and that there… there are benefits now and we had no medical aid, so I think we were treated like private institutions so now that I'm under DHET I can be able to join GEMS".*

Participants also pointed out that being employed by Colleges' Council created many problems for them as lecturers. For instance, when it come to the issue of recruitment of lecturers, there was disparity in terms of the employer. Preference was given to applicants who had a PERSAL number while those under Colleges' Councils were disregarded. Participant 2 said that *"when some of the….errh the posts are being advertised, you find yourself being either disadvantaged or being side-lined because most of the time they give priority to those who are on PERSAL".* This participant emphasised that "*The migration at the end they will apply one rule for all staff, Council Paid or not".* Trust in DHET was highly regarded as important by participants.

In contrast, some participants felt that the College or campus management cannot be trusted. Participant 3 said "*Our situation is very sad, and it, it also makes me to lose confidence and not to trust in everyone, even campus management. I'm an employee there but I can't trust my employer*. *OK, because even then, it's like they [*campus management] *don't trust what*

their top management [college head office] *tell them because like, it can change anyhow. So when you're hearing news from the corridor, you don't know who came with it".* Participant 10 echoed similar sentiments and said *"Uhm, I was also elated by the fact that our salaries were going to be market related, but that did not happen. So, I'm disappointed with it, So, but in principle, I was not moved by the announcement since we had an open-ended contract which means we don't know what it means that it can mean".* Although lecturers were offered some form of assurance with regard to employment, participants did not trust the process.

Theme 2: Communication of the process

Implementing function shift requires effective communication for it to achieve the desired results. Kamarudina, Starrb, Abdullaha and Husaina (2014) indicate that those responsible for implementing change in organisations need to ensure that there is continuous communication between themselves and those that will be affected by the pending change. Communication should be directed at meeting the needs of both the organisation and the human resource factor (Kamarudina, et al., 2014). It is the view of Kamarudina, et al. (2014) that a lack of effective communication during a change process usually leads to failure of the process which results in assumptions and uncertainties.

Communication involves engaging staffers during the planning and implementation of change in organisations (Vance, 2004). Engaging staffers gives the organisation a competitive advantage as everyone feels involved in the process of change (Vance, 2004). Function shift at TVET Colleges in South Africa involved lecturers as one of the key human resource factors that needed to participate in the process that was meant to bring about change in this sector. However, with regards to how the process evolved, participants had reservations. They indicated that it was a top-down process, with no proper consultation with the affected employees. Some lecturers did not understand what 'function shift' meant for them. Communication came directly from DHET to the College Management who were expected to cascade the information to college staff, sometimes with the involvement of lecturers' unions.

Lecturers expected communication with regard to the function shift, particularly with regards their transfer to the Department of Higher Education and Training (DHET). However, the process did not unfold according to their expectations, particularly in terms of information flow. Participant 3 indicated that "*So, if I want to know information, I just go to ask other people that I know, maybe they will tell me the truth, but from my last experience I don't to trust anyone. The campus and the college seems to be clueless, or hiding information from us,,,this makes*

me sad…now I just said to myself let me wait and see". Participant 13 pointed that "*I took it as in like…. I know better but the problem of our college or campus is miscommunication, I think that is the biggest weakness that they don't inform us about what is going to happen…. I mean all of us, about anything that is happening".* There was a lack of transparency with regards the process of function shift. Participants felt that the college did not regard them as important role players during the process of function shift.

Participant 11 indicated that communication came "*Through a memorandum from the Union that told us that there will be a migration period with which we were not much familiar with it*". This participant added that *"The thing was that we were never called into a meeting to explain that when we are talking about the migration we talking about this and blah blah blah blah no, no."* Lecturers did not fully comprehend what the process entails because of inadequate communication from those who were managing the process. According to participants, the change that was envisaged through the function shift was not properly and effectively communicated. Participant 12 indicated that the methods of communication were unconventional. For instances emails were sent to lecturers conveying the process to be followed in the function shift. This participant retorted that *"Oh, we got a lot emails, and we got a lot of information players".* The Head of Corporate Services and Human Resources (HR) personnel from the College's Head Office, union members, in some instances, campus managers, and management, were all involved in communicating the migration process. Different messages were communicated to lecturers. This approach to communicating the function shift process created confusion and stress to lecturers. Participants pointed that full details of the process were not articulated and no clear goals were outlined. Participant 11 indicated that *"The only thing that we knew about migration is that we thought we might be taken permanently and paid by the department. But the detail of it…. we did not know everything - we were looking forward to going to the department and getting the benefits we deserve".* Participant 3 indicated *"Then we heard what we call "corridor… corridor news""*. This point out to gaps and uncertainties left by the process on lecturers.

In contrast to those participants who lamented the communication process, other participants indicated that meetings were held between Human Resources (HR) and lecturers to communicate the migration process. Participant 1 pointed out that the HR office that is based on Head Office called a meeting with lecturers and took them through the documents and explained "*How are they going to impact on me as an individual".* This point was also reiterated

by Participant 6 who indicated that "*We were told… we had. …we had meetings with the HR personnel. And there was communication via the HR department. They were trying to explain the processes and everything to us. They had meetings with us and we also got a circular with information regarding the migration process so that we understand what was going to happen".* This indicates that the HR office, as the unit responsible for the wellbeing of lecturers, communicated the process to them. However, Participant 5, although agreeing that communication was carried out, felt that management at the campus level had no authority to perform certain functions. This participant felt that key responsibilities were centralised at the College's Head Office. According to this participant *"The HR departments that we have in colleges, they don't have full power, they are dependent on the HR in DHET Offices … everything is done at DHET...Appointment….DHET, HR…. DHET".*

Furthermore, communication with regards to the transfer of lecturers was not clear. Lecturers signed contracts; however, they were not given copies of their contracts. Participant 3 pointed out that they (lecturers) had to march to the College's Head office to establish the status of their employment. This Participant pointed out that they requested to see their files and "*When we… we…. we got our files, our files were empty…Our files didn't have our… our contracts that we signed when we started…they were empty".* Notwithstanding lack of communication with regards the status of employment, participants felt a sense of distrust and one participant indicated that they started fighting the Head Office. Soon thereafter *"*college management promised that we're also going to get letters very soon", pointed out Participant 4.

Communication and engagement with lecturers were not so swift. Different forms of communication and different information transmitters can create a sense of distress to employees during the process of change.

Theme 3: Lecturer involvement - Participation

Participation of employees during the implementation of change plays a critical role as this has the potential to impact the success of the envisaged change**.** According to Shaed, Ishak and Ramli (2015) decision making is an important function during the initiation and implementation of change in institutions, especially higher education institutions. Therefore, employees and in the context of this study, lecturers play a key role with regards to decision making. Kumar and Giri (2013) indicates that lecturers who feel appreciated and respected by being invited to participate in decision making at their institutions during implementation of change, meaningfully participate in the change process and contribute positively to its success.

According to the Lean model, this process should be people-based and participation by lecturers should not be compromised as the tacit knowledge that they possess is critical to the success of the implementation of the envisaged change.

Employee involvement entails a number of issues such as participation, decision making, consultation and empowerment (Morgan & Zeffane, 2003). In particular, participation is viewed as pivotal as it gravitate around the elements of power, information, knowledge and rewards which are important in the organisational change process (Morgan & Zeffane, 2003).

According to participants, lecturers' participation in the migration process was almost non-existent. Lecturers' participation or involvement in the function shift process was more indirect than direct. Lecturers relied on either delegated or representative function as form of participation in the change process. Participant 8 indicated that they (lecturers) were hearing about the migration process from other colleges, and not from their management. This was confirmed when Participant 3 said that *"Other colleges were talking about migration and then in our college nothing was happening. So that's when we went to the Head Office to meet Deputy Principal of Corporate Services. So, when we got to heard office, we went to ask him questions…".* Participant 7 emphasised this point by indicating that *"we were informed through our Union, so they were the ones that were fighting for us".* Participation was through the lecturers' union and not directly with individual lecturers. This is a form of lower degree of lecturer involvement and cannot be attributed to effective structures of the college or DHET.

Decision making is another element that is critical for the change process. For the change process to achieve the expected outcome, lecturers as stakeholders in the process needed to be part of the decision making. Non-participation of employees in the change process has the potential to derail it. Therefore, there is a need for participative decision making if management is serious about achieving the desired change. Involving employees in decision making during the change process increases that chances of success. Decision making about the migration process at this college seemed to have been something that was hidden from lecturers and hence they were not able to engage in the process. This is revealed in another participant's response *"Then he told us no, migration is not going to happen".* Lecturers had to initiate their participation and besides this, management continued to "block" participation by keeping lecturers in the dark. Largely lecturers' participation was largely in the form of responding to memoranda and filling in forms. Participant 2 emphasised this point by saying that "*They issued letters that announced that….that everyone needs to move to the DHET and then that's*

how they broke the news to us". This kind of response by management to lecturers' initiatives to be involved in the process further corrode the trust between management and lecturers and can be a threat to the change process.

Theme 4: Effects/ Impact of the process

Organisational change has an effect on employees. Methode, Osunsan, Florence, Augustine, Abiria, and Bayo, (2019) concluded in their study that change such as a function shift does have an effect of employees. The immediate effect of function shift is performance of lecturers. Access to information plays a key role with regard to how employees view and receive envisaged change. Timely access to information does not only empower employees to make decisions with regards their readiness to performance, but also organisations can make decisions with regards to human resource needs during organisational restructuring (Cummings & Worley, 2009). Change should culminate in enhanced performance of employees, otherwise the process would have failed. According to Stouten, Rousseau and De Cremer (2018) every change process should take into account the needs of employees and the results that change can have on individual employees.

The migration process at the South-West Gauteng TVET College had several effects that impacted lecturers. This was as a result of a number of factors including flow of information, role players as well as structures. However, principal in this regard is the oversight to the needs of lecturers. The way the function shift process unfolded disregarded the role that lecturers (who are one of the key stakeholders) can play in the change process. Participants in this study complained largely with regards to them being left out of the process. Participant 3 pointed out that lecturers from the college marched to the College's Head Office because of the rumours that were circulating in the TVET College environment. The objective of these lecturers was to confirm or reject the rumours that were circulating. This participant says that they indicated to the official that "*we are hearing things like this and that you are not telling us about …. We want to know 'more about this migration process, what's happening when I migrate and all that*". The participant added that the official who was attending to them informed them that *"…no… migration is not going to happen now… that is not gonna happen because even if we are going to migrate this post that we are in now, they're going to be advertised".* It is a sense of frustration on lecturers not to understand their employment status. After the meeting, lecturers were not assisted with what they came for. Participant 10 echoed *"So when we left the Head Office, we were also blank. So also, our Union, the Union got tired to follow*

up and all that". The uncertainty continued for the lecturers as they still did not know and understand what was going to happen to them during and after the function shift process has concluded. According to one responded even the lecturers' union was tired of following up the process and they gave up without lecturers being assured of the employment status.

The sequence of events also brought some confusion to lecturers. Some lecturers felt aggrieved with the process as some lecturers were transferred before them, despite the fact that they were employed earlier than them by the College. Participant 4 said *"So we got furious when we saw the DHET paid people, who came after us that - how come they migrate before us because we've been here from 2015 and then they came 2016. And then they only have a year here, then how can they migrate before us, college employees. So, this when now we started a fight"*. Lecturers saw it as common practice that those employed in 2015 will be transferred earlier than those employed in 2016. However, this did not happen and lecturers felt aggrieved.

Despite the challenges depicted by participants above, the function shift had positive effects on some participants. Moving from being a College Council employee to DHET had positive spinoffs for lecturers. Job security, enjoying full benefits of a public servant and financial stability gave lecturers a positive outlook on their personal lives. Participants indicated that they were happy that they will enjoy the benefits that are enjoyed by people employed by government. Participant 13 indicated that "*this is giving us more assurance because we're not just working for a college, but we're waiting for the DHET and feel more secure because we were wondering how they would manage our pensions*". The uncertainty brought about by working under College Council was removed. Participant 6 reiterated by saying "*Now, I can be able to plan for… I can make long-term planning. I can say though yes…because when, when you wake up whilst in contract, you don't know what's gonna happen next month or next year*". In the same sense, Participant 7 indicated that "*When it comes to positives, again, we we as people…. we like to be a better people, we like to own property, we like to own cars, we like to take our kids to good schools for better education…so….if you are permanent you know that you are staying even with your small salary you can work around it and be able to meet your tailored personal needs*". The process of function shift had positive effects of lecturers with regards personal issues.

4.4 Findings

The main aim of this study is to describe how lecturers experienced the restructuring process at South-West Gauteng TVET College. Data was generated from lecturers and officials in order to understand the experiences of lecturers at this college. After data was thematically analysed, the following findings emerged:

4.4.1 Transparent communication

Transparent communication was found to be one of the major challenges that faced lecturers during the function shift at South-West Gauteng TVET College. Analysis revealed that communicating the process of transferring lecturers from Colleges' Councils to the DHET was inadequate and one directional. In cases where lecturers initiated communication in pursuit of understanding lecturers' transfer, insufficient information was communicated which resulted in frustrating some lecturers, especially those who were in the college payroll. The DHET planned to implement the function process in different phases for the two categories of lecturers, lecturers on PERSAL were to be transferred first and those on the college council payroll were to be migrated later according to the *Post Provisioning Norms Policy for TVET Colleges* (DHET, 2020). Among other things, the lack of transparent communication resulted in the function shift change process prolonging for a period of not less than nine years. This finding is in line with the work of Schulz-Knappe, Koch and Beckert (2019). According to Schulz-Knappe, Koch and Beckert (2019), change agents need to communicate with all and involve every employee during an organisational change process. This reduces employee resistance and increases the positivity of employees in the process and invariably increases the success rate of the change process.

This study also found that during the function shift process, communication was not effective. The evident communication was a result of interaction between HR officers, who are not managers either at the campus level or college level; and lecturers. Communication mostly involved lecturers completing forms and handing them back to HR officers. Communicating with employees on a regular basis with regards to envisaged change can alleviate a number of challenges. Employees that are well informed of the change process and the benefits are likely to embrace the planned change. This finding is in line with the conclusion by Galbraith (2018). In their work, Galbraith (2018) concluded that providing regular communications to employees during a change process helps employees not only to understand change but also to commit to it, and to ultimately contribute to your success.

Another finding of this study involves employee involvement. The study found that the communication process with regards lecturer's transfer to DHET did not engage the lecturers themselves despite the process having a direct impact on them. Different role-players communicated with lecturers with the intention of informing them. Information was merely passed down to lecturers without soliciting their views and understanding. The study found that the custodians of the function shift process were not involved in the implementation of the process. Unions, HR officers, and often campus managers would meet with lecturers to pass down information. The DHET and the College management were at the initiation stage of the change process, however they did not cascade the purpose and implementation of that process to lecturers. Galbraith (2018) recommends that engaging all employees in the change process should be one of the key responsibilities of change agents. In line with the work of Shivambu, Hove and Karodia, (2014) engaging employees improves communication and renders the change process transparent for everyone. Furthermore, Vundla (2012) concluded in their study that one of the key role of managers during a change process is to initiate and promote effective communication and employee participation. This conclusion is supported by the work of Morgan and Zeffane (2003) who found that direct consultation between employees and management is an important role in successfully initiating and implementing change in an organization, including public organizations such as higher education institutions. In addition, the Lean model dictates that transparency should always be at display if the aim is to implement and sustain change. Transparent communication with lecturers enhances the chance of successful implementation of change.

4.4.2 Lack of direct communication

Communication with lecturers at South-West Gauteng TVET College during the implementation of the function shift was largely with administration people, more particularly Deputy Principal of Corporate Services. Data analysis reveals that meetings that were called were addressed by the Deputy Principal, and mainly it was about paper work that lecturers had to complete.

The College is led by a senior management team under the authority of the College Principal who is the Chief Executive Officer (CEO). However, data analysis does not reveal that the CEO has ever met with lecturers to discuss the function shift. Participants indicated that their union was interacting on their behalf, although there is no evidence that the union had meetings with the CEO. However, data reveal that lecturers, on their own initiative, met with

Deputy Principal: Corporate Services. In addition, data revealed that despite that one meeting with the Deputy Principal, information provided by the Deputy Principal was scanty and untrustworthy as they indicated that “there was not function shift happening” despite other TVET colleges undergoing such a shift. The work by Arinaitwe (2021) show that effective communication during a change process “facilitates an understanding of the needs of each stakeholder and this is the basis for satisfying them”. The lack of communication from senior management of the college shows lack of interest in the needs and welfare of lecturers. This is in contrast to the Lean model that views respect for people as critical. Disregarding lecturers succeeded in alienating them from the process.

4.4.3 Lack of support

The data analysis shows that there was a lack of trust in management by lecturers at the South-West Gauteng TVET College. This can be ascribed to the reluctance of management to communicate effectively with lecturers with regard to the function shift change process. The change process was going to have an effect on lecturers’ employment benefits such as pensions, medical aid and other financial benefits. Lecturers had fears that the function shift was going to affect these benefits and hence the fear, panic and confusion. College management did not effectively interact with or involve lecturers in the change process in terms of active participation. According to the “Lean Systems Approach”, change is about people and caring and supporting staff enhances the success of the envisaged change. In this regard, supporting employees is critical during the implementation of change. One of the principles of the Lean Systems Approach is “improving organisational processes and supporting the employees through standardised work to create process predictability”. From the sentiments of the participants, college processes were not used effectively to support lecturers and to assure them that the function shift process will be beneficial to them. The Lean model advocates the implementation of a system that ‘grows’ the staff. Not supporting lecturers only frustrated them and hence the many challenges that were experienced during restructuring.

4.4.4 Participation

Data revealed that lecturers at the South-West Gauteng TVET College did not directly participate in the function shift change process. Lecturers were not directly involved in the decisions that were taken to drive the function shift process. Lecturers were simply asked to sign forms as an indication that they are either agreeing on migrating to DHET or remaining under the College Council. Therefore, lecturers’ participation was largely indirect. This is what

Morgan and Zeffane (2003) refer to as lower degree involvement of employees in the change process.

They were not involved in the initial planning of the migration process and they were oblivious with regard to decisions taken that impacted their future. When lecturers are not directly or actively involved in decisions that impact them, they become negative towards the whole change process and this has the potential to derail the success of the process. This is in line with the work of Kumar and Giri (2013) when they indicate that employees only contribute positively towards the achievement of the organisational goals if they feel recognised, appreciated and respected.

4.4.5 Trust in the process of change

This study found that lecturers had lost trust in the function shift process, particularly on College management. Lecturers had accumulated benefits and they felt that college management was deliberately not informing them of the outcomes of the change process and how it will impact on them personally. The format of information dissemination exacerbated the mistrust. Many lecturers depended on ‘corridor news’ to ‘catch wind’ of development with regards to the implementation of lecturers’ transfer process. This created a situation of mistrust. Lecturers on college payroll felt that they were going to lose their pensions that they have accumulated over the years whilst working under the College Council as an employer. The College Council failed to establish trust between lecturers and itself and according to Sørensen, Hasle and Pejtersen (2011) change and trust interact, and it is the responsibility of senior management to ensure that trust is created and sustained during a change process. Sørensen, Hasle and Pejtersen (2011) recommends that the onus lies with senior management. Integrity, competence and benevolence from management has the possibility of reducing trust deficit of employees during a change process. Furthermore, senior management can create trust by ensuring that the change process is fair and that the process represent the best interest of the employees. Fairness of the change process and the assurance that the process represent the interest of lecturers could have enhanced trust in lecturers of the function shift process. It is important to support lecturers during the uncertain time of change.

This study found that the senior management of South-West Gauteng TVET College was not at campuses where lecturers are based. Lecturers struggled to interact with senior management and hence they ended up ‘taking their fight’ to the College Head Office were senior management is based. This situation insinuated that lecturers did not regard campus

management as interested in supporting them. The work of Beijer and Gruen (2016) point out that continuing engaging employees is a sign of social support and is evident in the type of communication management implement. Socially supporting employees has the potential to fast track the change process and to reach the planned goals with speed, avoiding unnecessary delays. The process of restructuring is aimed at a smooth implementation of change. The experiences of the lecturers indicate that the 'process' principle of the Lean model was disregarded. Elimination of wastage is key in this principle. The process disregarded lecturers and the spin offs of such a process cannot be positive for both the college and the national Department of Higher Education and Training.

4.4.6 Effects of fear, emotional turmoil and uncertainty

The common thread that runs through the entire data analysis process is fear, heightened emotions and uncertainty. Rumours that were coming from other TVET colleges unsettled lecturers at South-West Gauteng TVET College. Their college was not forthright with regards to the pending change to their employment status. The silence from senior management compelled lecturers to seek information on their own, noting that nothing was forthcoming from their college. One respondent indicated that "we had to fight". This is an indication of heightened emotions. Therefore, the function shift had an emotional effect on lecturers at South-West Gauteng TVET College. This contradicts the Lean model that indicates that change needs to support people/employees and enhance the growth of employees in their employment. However, lecturers understood the benefits of being migrated to DHET. According to participants, the benefits are lucrative and they include financial stability as they did not foresee a situation where they would not receive their salaries at the end of some months, contrary to them being under the College Council. Participants saw this as a positive in their careers and families. Under the College Council lecturers did not have opportunities to buy properties and send their children to good schools because of the fear presented by the unstable salaries paid by the college. Lean is focused on improving the lives of employees. One of the 4Ps of the model represents respect, challenge and growth of employees (Dombrowskia & Mielkea, 2013).

In addition, there were uncertainties with regard to the future of lecturers and their employment status and benefits. Participants raised the uncertainty with regard to their already accumulated pensions under the employment of the College Council. It was uncertain what was going to happen to their pensions as nobody was communicating information in this

regard. This is against the principles of Lean to create value for internal stakeholders Wojciechowski, Murphy, Pearsall & French, 2016).

4.5 Chapter review

Data analysed in this chapter was collected through semi-structured interviews and the analysed using thematic analysis. Four themes emerged from data analysis and these are trust in the process, communication and effects of the process.

This chapter presented the four themes and the last section of the chapter discussed the findings. The next chapter will focus on the conclusions relating to how South-West Gauteng TVET College lecturers experienced the function shift process in relation to the transfer of their employment from the College Council to the Department of Higher Education and Training.

CHAPTER 5: SUMMARY AND CONCLUSION

5.1 Introduction

The previous chapter provided a detailed presentation of data, analysis of data and discussion of findings. The aim of this chapter is to presents a summary of the study, draw conclusions and make recommendations for future research. The limitations of this study are also addressed in this chapter.

5.2 Summary of the study

This study is based on the research problem and the main research question delineated in Chapter 1. Research into change in educational institutions has largely focused on structural change, curriculum change and downsizing. In the South African Technical and Vocational Education and Training (TVET) system, a number of changes have been effected and the focus was on structural and curriculum reform, including human resources to a lesser extent. Lecturers play a key role in higher education institutions and their plight and interests have not received much attention in research and organisational change initiatives. How lecturers experience the effects of change in their institutions was the guiding focus of this study.

In chapter 2, a literature investigation into the effects of restructuring on lecturers was conducted and the findings revealed that transformation as a government agenda captured in policies drove change in higher education in South Africa. Equity and access are the key principles that drove the transformation or restructuring agenda of government, and this mainly focused on students. Therefore, as Makua (2018) alluded to, restructuring in the South African Higher Education sector was geared towards enabling institutions to respond well to the new political and social orders and to meet the needs of the citizenry. The conclusion that can be made with regard to the effects that restructuring has on academics or lecturers is negative and is brought about by the notion that they need to support change for the benefit of the institutions.

Chapter 3 focused on research methodology. This study adopted a qualitative research approach using the constructivist (interpretive) paradigm. The plan was to collect primary data using face-to-face and/or telephonic one-on-one semi-structured interviews. However, due to the Covid-19 restrictions, only telephonic interviews were conducted with participants who were selected through purposive sampling. After obtaining ethics clearance from the university, a request to conduct research was made with DHET, and the TVET College

Principal. Before the interviews were conducted, the participants were provided with the information sheet, and they also signed the consent form.

In chapter 4, an empirical investigation was conducted amongst lecturers to understand their experience and the effects that restructuring of TVET Colleges had on them. Data was generated using telephonic interviews and analysed using the thematic approach.

Findings confirmed what was revealed by the literature. Lecturers pointed out that restructuring at their college had no interest in them.

With reference to the above, this chapter makes reference to whether the research aim and objectives of the study were achieved and whether the main research question was answered. The main research question was “What are the effects of the restructuring of TVET colleges on lecturers at the South-West Gauteng TVET College?” The aim of the study is to describe the effect that the restructuring (function shift process) of TVET colleges had on lecturers at the South-West Gauteng TVET College”. The discussion below focuses on the effects of restructuring at South-West Gauteng TVET College on lecturers.

5.3 Summary of the Theoretical Framework

This study is underpinned by the 4P model of Lean Model whose proponents are Dombrowskia and Mielkea. The Lean model propagates that employees need to be involved continuously during change processes. This model shed light on the study with regard to how higher education institutions strive to continuously improve their internal processes. In particular, the Lean model assisted the study to understand how the management of the South-West Gauteng TVET College could engage stakeholders, particularly lecturers during the function shift process that the DHET had initiated.

It is important that during the function shift in higher education, all stakeholders are engaged to ensure that the intentions are effectively and efficiently achieved. If key stakeholders are not engaged continuously during the function shift, the unintended consequences are usually dire, not only for the employees but for the institution itself.

5.4 Summary of Literature

Chapter 2 comprehensively presented a literature review of the study on restructuring of higher education, in particular, the restructuring of TVET Colleges. In South Africa, restructuring at institutional level is driven by policy. The international perspective indicated that restructuring

in higher education is a common phenomenon in higher education and it is driven by politicians, despite the much talked about autonomy of higher education institutions. This point to the 'power at play' in the higher education landscape globally. Power-play can create confusion, particularly during institutional change.

5.5 The effects of restructuring at South-West Gauteng TVET College on Lecturers

The main purpose of this study was to describe the effect that the restructuring (function shift process) of TVET colleges had on lecturers at the South-West Gauteng TVET College (section 1.4). TVET Colleges in South Africa have undergone a number of changes as the result of the new political dispensation that was experienced as unjust by the majority of South Africans and the world. Some of these changes ranged from at least three name changes to the sector to curriculum changes (sections 1.1; 1.2; and 2.4). Below is the description of the effects that the restructuring (function shift process) of TVET colleges had on lecturers at the South-West Gauteng TVET College.

5.5.1 The effects of legislation

In terms of governance, TVET Colleges are under the auspices of College Councils that are legislated in the FET Act (98 of 1998). Although College Councils were regarded as employers, the remuneration of staff remained the competency of the Provincial Department of Education. Section 2.2.1.1 indicates that this was the beginning of challenges for lecturers. In particular, Wedekind (2010) indicates that the whole TVET College system started to experience challenges because this function shift created problems. Some lecturers were unhappy as they felt that the new system would have negative effects on them. A sizable number exited the college system because of their perceptions of the new system. This was the unintended result of the function shift that took place in 2007/2008. Therefore, more challenges emanated from this change process, including the varied employment conditions of staff.

This situation forced Act 16 of 2006 to be amended to address the new challenges that saw experienced lecturers exiting the system due to uncertainties that threatened them. The aim of the Further Education and Training Colleges Amendment Act, 1 of 2013 was to transfer TVET colleges' staff to DHET (DHET, 2015), starting from 2013 however this process only began in earnest in 2015.

5.5.2 The effect of management

The intention of legislation as per the Further Education and Training Colleges Amendment (Act, 1 of 2013) was to address the challenges that arose due to Act 16 of 2006. However, how the change process 'pen out' created more challenges for lecturers. At South-West Gauteng TVET College, management played a minimal role during the implementation of the function shift. This minimal participation greatly affected the morale of lecturers and unsettled them. Lecturers felt that management had no interest in their well-being and started not to trust them. Lecturers were concerned about the pension funds that they had accumulated whilst working under the College Council. They were stressed and confused as to what would happen to their monies. It can therefore be concluded that the reluctance of management to implement the 'transfer of lecturers to the Department of Higher Education and Training (DHET) can be attributed firstly to a lack of understanding by the management of the intentions of the function shift as prescribed in Act 1 of 2013. Secondly, despite the preparation and consultations made by the DHET prior to the implementation of the function shift, South-West Gauteng TVET College Management did not have the skills to manage the implementation of this government policy. RECOMMENDATION: DHET should first capacitate college managers with regard to government policies and implementation skills. Failure to capacitate senior management on planned change will result in them not being able to respond favourably to change and this will have effects on the outcomes of the planned change.

5.5.3 Direct effects of restructuring on lecturers

a) High levels of stress

In most cases, the result of the change in an organisation is employee stress. The function shift at South-West Gauteng TVET College induced stress among lecturers. When lecturers were positive regarding the process, a number of activities circumvented this. Instead of reinforcing the positive effects of the envisaged change, senior management acted otherwise. Lack of support denied direct participation and lack of effective communication by senior management created situations of stress for lecturers.

b) Increased time at work

Lecturers wanted to take control of the change process to ensure that their interests were not tampered with. During the first function shift when lecturers were migrated from the Provincial Departments of Education to College Councils, many lecturers left TVET colleges.

There was an exodus of lecturers. Experienced lecturers left the system because they did not want to be employed by College Council. However, when this function was reversed, lecturers fought to migrate from being College Council employees to being employed by DHET. The function shift was meant to bring positive effects on lecturers.

The aim of the function shift process as initiated by the 2013 Further Education and Training Colleges Amendment Act, 1 of 2013 was to transfer TVET colleges' staff to DHET. According to collected data, lecturers at South-West Gauteng TVET College were excited about this transfer as it meant positive effects on their lives as workers. They anticipated better financial benefits such as guaranteed salaries, home loan guarantees, subsidised pension funds and medical aid, and good education for their children.

c) Life changes caused by function shift

Some organisational changes result in sweeping life changes that impact the life of a number of employees. Typical changes that negatively impact a portion of the employees are salary cuts, loss of benefits, downgrading in job positions, or job loss. These changes can be devastating to some employees, particularly those that are supporting their families financially. These kinds of changes have negative effects on employees. The lack of support displayed by South-West Gauteng TVET College senior management resulted in lecturers feeling despondent. Lecturers looked up to their senior management to support them during the time of migration as migration to DHET meant a better life for them however, management was absent. Senior management failed to communicate the fundamental reasons for the function shift to lecturers. Lecturers were on their own and had to find other ways to solicit information with regard to the function shift and their wellbeing. The behaviour of senior management during the function shift resembles the change of roles. Literature reveals that it is employees who stand to experience negative effects with regard to change and hence their usual reaction of resistance to change. The interests of lecturers should be as important as those of TVET Colleges. Ignoring lecturers' well-being is a demonstration that change agents are not concerned about them but only about the functionality of colleges. Financial benefits and job security of lecturers, although they cannot be guaranteed, need to be highly considered during change processes.

It is evident from the above exposition of the effects of restructuring on lecturers that the process cannot be deemed to have been successful. There were more unintended results than was envisaged by policy. This confirms the notion that restructuring needs a well-

coordinated system. Understanding the Lean model could have eliminated most of these negative effects on lecturers and the envisaged change could have been achieved successfully.

5.6 Conclusion

The above sections discussed the effects of the restructuring of TVET Colleges. In this study, respondents revealed that the function shift was a protracted process. This situation did not only divide lecturers, but it created uncertainties among lecturers that led to frustration, lack of trust, and fear.

The study revealed that not all lecturers experienced the effects of the function shift in the same way. While some lecturers indicated that the function shift process afforded them the opportunity for training which impacted positively on them, there were a lot of negative effects on all lecturers interviewed. Some lecturers, especially those in PERSAL responded less negatively than those under the college council payroll, who appeared to be more vulnerable and negatively affected. Thus, restructuring in organisations has a mainly negative effect on the well-being of employees irrespective of whether there are job cuts. Before the function shift, lecturers were able to work after hours offering evening classes for a monthly extra pay, but this was not the case after the function shift as the only way to make extra money is through the marking of national examinations which happens periodically. This has had a negative effect on their financial and general well-being. This study, therefore, concludes that the restructuring process at South-West Gauteng TVET College had negative effects on lecturers.

Interpretation of data of this study suggests that lecturers experienced a lot of uncertainties before, during and after the function shift process. This was exacerbated by poor communication and sharing of function shift-related information at the college level. Notwithstanding measures that the DHET put in place which included a three-year consultation process with key stakeholders such as TVET College senior management, TVET College Governance Council, DHET Exco and Corporate Services HR teams to ensure that the change process takes place smoothly, data points to that the senior management at South-West Gauteng TVET College were unable to communicate the function shift process effectively. The study revealed that senior management at the college did not effectively communicate among other things, why the change was needed; how employees would be affected by the change; why, when and how the change will be implemented. The lecturers

seemed to be unaware of the different stages and procedures of implementing the function shift process. Lecturers did not clearly understand the purpose of the approved Post Provisioning Norms (PPN) Policy for TVET Colleges (DHET, 2020), nor did they fully comprehend the PPN implementation steps. Hence lecturers became frustrated that the process was not fair and transparent when they witnessed that lecturers at other colleges as well as at their college have migrated to the DHET and not them. This study concludes that senior management at South-West Gauteng TVET College failed to actively manage and involve lecturers in the function shift. However, it was not clear as to the reasons for their ineffective management of the function shift.

5.7 Limitations of the study

Although this study was able to realise its objectives as set out in chapter 1, there are some limitations that can be identified that prevented this study to be beyond any reproach.

Key to these limitations involves the selection of respondents. The study could not with certainty establish the knowledge, understanding and experience of respondents before the interviews. It is the view of the researcher that if respondents had been with the college since 2006 when the first round of restructuring started, richer data could have been collected and analysed.

Secondly, face-to-face interviews were not possible due to the Covid – 19 pandemic restrictions. As a result, data were collected through telephone interviews. Although this approach is often regarded as a less desirable alternative to face-to-face interviewing owing to the absence of visual signals, loss of contextual and nonverbal data and possibility to compromise rapport, probing, and interpretation of responses (Farooq & De Villiers, 2017), this approach is possible in qualitative research since the researcher is the instrument for the collection of data (Denzin & Lincoln, 2008).

Thirdly, the results of this study cannot be generalised and applied to other campuses of South-West Gauteng TVET College and other TVET Colleges. The study was limited to only two of the five campuses of the South-West Gauteng TVET College and data was collected only from lecturers at these campuses.

Finally, one limitation of this study is that its results cannot be implemented as the function shift process has been concluded.

5.8 Suggestions for future research

The aim of the change or the function shift of DHET was to serve a particular need and that need was perceived to be employment stability of lecturers as well as develop them as employees. This study showed that restructuring can have adverse effects on academic staff when their interests and well-being are not being recognised by those that are implementing the change process. This study acknowledges that the core responsibilities of lecturers are to deliver the curriculum at the college in order for the colleges to realise both the national and local mandate. However, the interests of the lecturers cannot be divorced from their professional duties. Meeting the interests of lecturers can only enhance their effectiveness in lecture halls while ignoring their needs will affect their morale and consequently the output. This study recommends, therefore, that there is a need to conduct in-depth research into the effects of lecturers' work interests on the outcome of the change process.

Secondly, the study recommends future research that should investigate the effects of TVET Colleges' senior management during restructuring. The study found that senior managers at the college that was the focus of this study were not actively involved in the implementation of the function shift process. The reasons for their actions could shed some light on future change processes.

Thirdly, this study recommends future studies into the structure of the change process. Restructuring of TVET Colleges in South Africa from 2006 until 2013 was conceived and planned at the National level. However, TVET Colleges' management was expected to effectively implement the function shift. The role of Colleges' senior management was blurred, hence their minimal involvement in the function shift process. Therefore, it is important to research the role that Colleges' senior management can play in ensuring that DHET change initiatives are speedily implemented.

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APPENDIX A: Ethics Letter

Research Office:
Sithembile Xaba
Tel: 011 717 3133
Email: Sithembile.Xaba@wits.ac.za

Research Ethics Chair:
Rekgotsofetse Chikane
Tel: 0117173869
Email: rekgotsofetse.chikane@wits.ac.za

28 July 2021

Dear Bellinah Molaudzi,

Title: Effects of Restructuring on Technical and Vocational Education and Training College
Student Number: 1558003
Degree: Master in Management in the field of Governance
Ethics Clearance Number: *WSG-2021-33*

All candidates must satisfy the University's ethical standards for research. Your ethics application has been received and reviewed by the Wits School of Governance Human Research Ethics Committee.

Your ethical clearance has been approved subject to you getting permission to conduct research from all sites where research is conducted. The letter(s) of permission to undertake research must be submitted to the WSG Research Office and kept on file with your final proposal and other ethics documents.

You may commence your data collection under the guidance of your supervisor. In the event that the scope, methodology or nature of the research changes, you are required to submit another ethics application reflecting the changes.

The onus is on you as the candidate, with support from your supervisor, to ensure your research complies with university human research ethics policies and protocols at all stages of the research process.

It is recommended that you keep this letter in a safe place as you are responsible for ensuring you have proof of ethics clearance and have lodged the ethics clearance / protocol number with Faculty before final submission of your research report. If you do not have an ethics clearance number, you are not permitted to graduate.

Please do not hesitate to contact me if you have any queries.

Rekgotsofetse Chikane

Yours sincerely

Rekgotsofetse Chikane
Research Ethics Chair

APPENDIX B: Application for student to conduct research (DHET)



higher education & training
Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

1. APPLICANT INFORMATION

APPLICATION FORM FOR STUDENTS TO CONCT RESEARCH IN THE DEPARTMENT OF HIGHER EDUCATION AND TRAINING

1.1.	Title (Dr /Mr /Mrs /Ms)	Ms	
1.2	Name and surname	Bellinah Molaudzi	
1.3	Postal address	313 Clove Drive Zakariyya Park Ext 1 1813	
1.4	Contact details	Tel	012 312 5703
		Cell	0767641478
		Fax	
		Email	Bellinahmolaudzi@dhet.gov.za
1.5	Name of institution where enrolled	University of the Witwatersrand (WSG)	
1.6	Field of study	Governance	
1.7	Qualification registered for	***Please tick relevant option:***	
		Doctoral Degree (PhD)	
		Master's Degree	X
		Other (please specify)	

2. DETAILS OF THE STUDY

2.1	**Title of the study**
Effects of Restructuring on Technical and Vocational Education and Training College Lecturers	

2.2	Purpose of the study

The purpose of this research is to describe the effect that the restructuring (function shift process) of TVET colleges had on lecturers at the South West Gauteng TVET College. This will include examining how the lecturers understood the change, their assumptions, agendas and reactions to this restructuring process. This study will follow the lead from the "Lean Framework for change" (which focusses on) "People, Processes and Culture". Since college staff are at different levels and functions, this study is limited to college lecturers only. The focus will be on lecturers who have been transferred and those not yet transferred to the Department of Higher Education and Training.

3. PARTCIPANTS AND TYPE/S OF ACTIVITIES TO BE UNDERTAKEN IN THE DEPARTMENT

Please indicate the types of research activities you are planning to undertake in Department as well as the categories of persons who are expected to participate in your study (for example, DDGs, Chief Directors, Directors, Deputy Directors etc.), including the number of participants for each activity			
3.1	**Complete questionnaires**	**Expected participants**	**Number of participants**
		a) None	
		b)	
		c)	
		d)	
		e)	
3.2	**Participate in individual interviews**	**Expected participants**	**Number of participants**
		a) Function Shift (Project Manager)	1
		b) Function Shift Project Team Member	1
		c) Any official who was involved in the project	1
		d)	
		e)	
3.3	**Participate in focus group discussions/ workshops**	**Expected participants**	**Number of participants**
		a)None	
		b)	
		c)	
		d)	
		e)	
3.4	**Complete standardised tests (e.g. Psychometric Tests)**	**Expected participants**	**Number of participants**
		a)None	

		b)	
		c)	
		d)	
		e)	
3.5	**Undertake observations** *Please specify*	N/A	
3.6	**Other** *Please specify*	N/A	

4. SUPPORT NEEDED FROM THE DEPARTMENT

Please indicate the type of support required from the Department (Please tick relevant option/s)			
Type of support		***Yes***	***No***
4.1	The Department will be required to identify participants and provide their contact details to the researcher.	*X*	
4.2	The Department will be required to distribute questionnaires/instruments to participants on behalf of the researcher.		*X*
4.3	The Department will be required to provide official documents. ***Please specify the documents required below***	*X*	
	Documents on DHET's Function Shift of TVET Colleges: Project Plan, Workshop/Meeting Documents and Reports, Progress Reports, Project Close out report, other relevant reports and meeting minutes/record		
4.4	The Department will be required to provide data. ***Please specify the data fields required below***	*X*	
	Number of staff (Lecturers): All colleges and SOUTH-WEST GAUTENG COLLEGEC in particularNumber of staff transferred to the DHET as at November 2021 Number of lecturers not yet transferred to the DHET as at November 2021		
4.5	***Other, please specify below***		*X*
	N/A		

5. DOCUMENTS TO BE ATTACHED TO THE APPLICATION

The following 2 (two) documents must be attached as a prerequisite for approval to undertake research in the Department	
5.1	Ethics Clearance Certificate issued by a University Ethics Committee
5.2	Research proposal approved by a University

6. DECLARATION BY THE APPLICANT

I undertake to use the information that I acquire through my research, in a balanced and a responsible manner. I furthermore take note of, and agree to adhere to the following conditions:

a) I will schedule my research activities in consultation with the Department and research participants;

b) I agree that involvement by participants in my research study is voluntary, and that participants have a right to decline to participate in my research study;

c) I will obtain signed consent forms from participants prior to any engagement with them;

d) I will inform participants about the use of recording devices such as tape-recorders and cameras, and participants will be free to reject them if they wish;

e) I will honour the right of participants to privacy, anonymity, confidentiality and respect for human dignity at all times. Participants will not be identifiable in any way from the results of my research, unless written consent is obtained otherwise;

f) I will not include the names of research participants in my research report, without the written consent of each of the said individual/s;

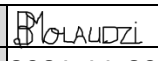
g) I will send the draft research report to research participants before finalisation, in order to validate the accuracy of the information in the report;

h) I will not use the resources of the Department when I am conducting research (such as stationery, photocopies, faxes, and telephones), for my research study;

i) I will include a disclaimer in any report, publication or presentation arising from my research, that the findings and recommendations of the study do not represent the views of the Department of Higher Education and Training; and

j) I will provide a summary of my research report to the Department for information purposes.

I declare that all statements made in this application are true and accurate. I accept the conditions associated with the granting of approval to conduct research and undertake to abide by them.

SIGNATURE	
DATE	2021-11-29

FOR OFFICIAL USE

DECISION BY DIRECTOR-GENERAL

Please tick relevant decision and provide conditions/reasons where applicable		
Decision		***Please tick relevant option***
1	Application approved	
2	Application approved subject to certain conditions. ***Specify conditions below***	
3	Application not approved***. Provide reasons for non-approval below***	
SIGNATURE		
DATE		

APPENDIX C: Application for student to conduct research in Public Colleges

higher education & training
Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

DHET 004: APPENDIX 1:

APPLICATION FORM FOR STUDENTS TO CONDUCT RESEARCH IN PUBLIC COLLEGES

1. APPLICANT INFORMATION

1.1.	Title (Dr /Mr /Mrs /Ms)	Ms	
1.2	Name and surname	Bellinah Molaudzi	
1.3	Postal address	313 Clove Drive Zakariyya Park Ext 1 1813	
1.4	Contact details	Tel:	012 312 5703
		Cell:	0767641478
		Fax:	
		Email:	bellinahmolaudzi@gmail.com
1.5	Name of institution where enrolled	University of Witwatersrand (WSG)	
1.6	Field of study	Governance	
1.7	Qualification registered for:	***Please tick relevant option:***	
		Under-graduate Degree	
		Honours Degree	
		Master's Degree	X
		Doctoral Degree (PhD)	

2. DETAILS OF THE STUDY

2.1	**Title of the study**
Effects of Restructuring on Technical and Vocational Education and Training College Lecturers	

2.2	Main purpose of the study
	The purpose of this research is to describe the effect that the restructuring (function shift process) of TVET colleges had on lecturers at the South West Gauteng TVET College. This will include examining how the lecturers understood the change, their assumptions, agendas and reactions to this restructuring process. This study will follow the lead from the "Lean Framework for change" (which focusses on) "People, Processes and Culture". Since college staff are at different levels and functions, this study is limited to college lecturers only. The focus will be on lecturers who have been transferred and those not yet transferred to the Department of Higher Education and Training.

3. SUPPORT NEEDED FROM THE INSTITUTION

Please indicate the type of support required from the institution (Please tick relevant option/s)			
Type of support		***Yes***	***No***
3.1	The institution will be required to identify participants and provide their contact details to the researcher.	*X*	
3.2	The institution will be required to distribute instruments to participants on behalf of the researcher.		*X*
3.3	The institution will be required to provide official documents. ***Please specify the documents required below***		*X*
	N/A		
3.4	The institution will be required to provide data. ***Please specify the data required below***	*X*	
	Number of lecturers per Campus: Transferred to DHET as at November 2021 Not transferred to DHET as at November 2021		
3.5	***Other, please specify below***		*X*
	N/A		

4. TYPE/S OF ACTIVITIES TO BE UNDERTAKEN IN THE INSTITUTION

Please indicate who is expected to participate in your study (for example, lecturers, students, College Principals, campus Heads, support staff, Heads of Departments).			
4.1	**Complete questionnaires**	**Expected participants**	**Number of participants**
		a)	N/A
		b)	
		c)	
		d)	
		e)	
4.2	**Participate in individual interviews**	**Expected participants**	**Number of participants**
		a) Lecturers transferred to DHET	7+
		b) Lecturers not transferred to DHET	7+
		c)	
		d)	
		e)	
4.3	**Participate in focus group discussions/ workshops**	**Expected participants**	**Number of participants**
		a)	N/A
		b)	
		c)	
		d)	
		e)	
4.4	**Complete standardised tests (e.g. Psychometric Tests)**	**Expected participants**	**Number of participants**
		a)	N/A
		b)	
		c)	
		d)	
		e)	
4.5	***Other, specify below***	N/A	
4.6	**Undertake observations** *Please specify in the column on the right*	No	

DHET 004: APPENDIX 1: APPLICATION FORM FOR STUDENTS TO CONDUCT RESEARCH IN PUBLIC COLLEGES

5. DOCUMENTS TO BE ATTACHED TO THE APPLICATION

The following 2 (two) documents must be attached as a prerequisite for approval to undertake research in the institution	
5.1	Ethics Clearance Certificate issued by a University Ethics Committee
5.2	Research proposal

6. DECLARATION BY THE APPLICANT

I undertake to use the information that I acquire through my research, in a balanced and a responsible manner. I furthermore take note of, and agree to adhere to the following conditions:

a) I will schedule my research activities in consultation with the said institution and participants. I will not interrupt the said institution's programmes.

b) I agree that involvement by participants in the research study is voluntary, and that participants have a right to decline to participate in the investigation.

c) I will therefore provide consent forms to participants to complete prior to the commencement of the research.

d) I will obtain written parental consent of students under 18 years, if they are expected to participate in the study.

e) I will honour the right of participants to privacy, anonymity, confidentiality and respect for human dignity at all times. Participants will not be identifiable in any way from the result of the investigation.

f) I will not include the names of the said institution or research participants in my research report, without the written consent of each of these individuals and/or institutions.

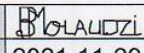
g) I will not use the resources of the said institution (such as stationery, photocopies, faxes, and telephones) for the research study.

h) I will inform participants about the use of monitoring devices such as tape-recorders and cameras, and participants will be free to reject them if they wish.

i) I will include a disclaimer to any report, publication or presentation arising from the investigation, that the findings and recommendations does not represent the views of the said institution.

j) I will provide a summary of the findings of the research to the Head of the specific institution.

I declare that all statements made in this application are true and accurate. I accept the conditions associated with the granting of approval to conduct research and undertake to abide by them.

SIGNATURE:	
DATE:	2021-11-29

DHET 004: APPENDIX 1: APPLICATION FORM FOR STUDENTS TO CONDUCT RESEARCH IN PUBLIC COLLEGES

FOR OFFICIAL USE

DECISION BY HEAD OF INSTITUTION

Please tick relevant decision and provide conditions/reasons where applicable		
Decision		***Please tick relevant option***
1	Application approved	X
2	Application approved subject to certain conditions. ***Specify conditions below.***	
3	Application not approved. ***Provide reasons for non-approval below.***	
NAME AND SURNAME:	MJ Mokyamane	
SIGNATURE:		
DATE:	15/02/2022	

5

APPENDIX D: Permission to conduct research (DHET)

higher education & training
Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

Private Bag X174, PRETORIA, 0001. 123 Francis Baard Street PRETORIA, 0002, South AfricaTel: (012) 312 5911, Fax: (012) 321 6770
Private Bag X9192, CAPE TOWN, 8000. 103 Plein Street, CAPE TOWN, 8001, South AfricaTel: (021) 469 5175, Fax: (021) 461 4761

Enquiries: Ms R Pillay; Tel: (012) 312-5093; e-mail: Pillay.R@dhet.gov.za

Ms B Molaudzi 313 Clove
Drive
Zakariyya Park Ext 1
JOHANNESBURG
1813

By e-mail: Bellinahmolaudzi@dhet.gov.za

Dear Ms Molaudzi

REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN THE DEPARTMENTOF HIGHER EDUCATION AND TRAINING: EFFECT OF RESTRUCTURING ON TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING COLLEGE LECTURERS

I acknowledge receipt of your request for permission to conduct research in the Department of Higher Education and Training (the Department) on the topic: “Effects of Restructuring on Technical and Vocational Education and Training College Lecturers”.

The Department has evaluated your request and it is my pleasure to inform you that your request for permission to conduct the above research has been granted.
As part of your research, it is noted that you will collect data through interviews with Mr Themba Msipha (Function Shift Project Manager), Ms Mpume Mavundla, and anyofficials who were involved in the project.

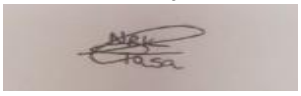
You are advised to obtain further permission from the participants before commencingwith your study. You are also requested to attach the following documents when communicating with the participants:

1. Copy of this letter from the Department;
2. Copy of the “completed application form” to conduct research; and
3. Ethics Clearance Certificate from the University of the Witwatersrand.

The topic of your research is of great interest to the Department. It will therefore be appreciated if you could share the findings of your research with the Department uponcompletion of your research.

I wish you all of the best in your research study.

Yours sincerely



NOLWAZI GASA
DEPUTY DIRECTOR-GENERAL
DATE: 10 DECEMBER 2021

APPENDIX E: Permission to conduct research (South-West Gauteng TVET College)

higher education & training
Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

SOUTH WEST GAUTENG TECHNICAL AND VOCATIONAL™
EDUCATION AND TRAINING COLLEGE
EDUCATION OF DISTINCTION

HEAD OFFICE
Private Bag X33, Tshiawelo, 1817|
1822A Molele Street, Cnr Koma Road |
Molapo | Soweto | 1801
Tel: 086 176 8849
Fax: (011) 984 0136
E-mail: headoffice@swgc.co.za
www.swgc.co.za

15 February 2022

313 Clove Drive

Zakariyya Park Ext 1

1813

Dear Ms B Molaudzi

PERMISSION TO CONDUCT RESEARCH AT THE COLLEGE: MS MOLAUDZI B FOR YOUR MASTERS WITH UNIVERSITY OF WITWATERSRAND JOHANNESBURG

I refer to your recent letter of in which you asked permission to conduct research at the college, as part of the requirements for your Masters, with the University of Witwatersrand.

You are hereby granted permission to interview any personnel and student at South West Gauteng TVET College, as part of your research.

Care should be taken that these interviews do not interfere with teaching and learning. The Student Support Service should be requested to assist with interviewing of students. Please do make an appointment with the Campus Manager for the research. Contact details for every campus are on the bottom of the letter head.

Thank You

JM Monyamane
Acting Principal

SWGTVETC- PERMISSSION TO CONDUCT RESEARCH-JM-001

Contact Centre
Office 9, 2nd Floor
Walter Sisulu Square of Dedication
Kliptown Soweto
Fax: 011 945 1881
E-mail: callcentre@swgc.co.za

Dobsonville Campus
Private Bag X 33,
Tshiawelo, 1817
5604 Van Onselen Road
Dobsonville, 1863
Fax: (011) 988-9212
E-mail: dobson@swgc.co.za

George Tabor Campus
Private Bag X 33,
Tshiawelo, 1817
1440 Mncube Drive
Dube Village, 1801
Fax: (011) 982-5543
E-mail: gtabor@swgc.co.za

Molapo Campus
Private Bag X 33,
Tshiawelo, 1817
1822 Molele Street,
Cnr. Koma Road
Molapo, Soweto, 1801
Fax: (011) 984-0136
E-mail:molapo@swgc.co.za

Roodepoort Campus
Private Bag X 33,
Tshiawelo, 1817
No.3 Webber Avenue,
Horizon View
Roodepoort, 1724
Fax: (011) 763-5937
E-mail: rdp@swgc.co.za

Roodepoort West Campus
Private Bag X 33,
Tshiawelo, 1817
No.1 Hindo &
Lawson Street
Roodepoort, 1724
Fax: (011) 766-4214
E-mail: rdpw@swgc.co.za

1Technisa Campus
Private Bag X7,
Pinegowrie, 2123
Cnr. Huguenot Avenue &
Main Street
Bordeaux, Randburg, 2194
Fax: (011) 886-7718
E-mail: tech@swgc.co.za

APPENDIX F: Participant information sheet

Dear Sir/Madam

My name is Bellinah Molaudzi and I am a Masters student in Management in the field of Public and Development Sector Monitoring and Evaluation: Governace at the University of Witwatersrand, Johannesburg. As part of my studies, I have to undertake a research project. I am investigating the effects of restructuring on Technical and Vocational Education and Training College Lecturers under the supervision of Prof. Pundy Pillay.

The purpose of this research project is to describe the effects that the restructuring of TVET colleges (function shift process) had on lecturers at the South West Gauteng TVET College. This will include to examine how the lecturers understood the change, their assumptions, agendas and reactions to this restructuring process. It will be important to explore discourses on research change and restructuring in higher education in order to answer the research question.

As part of the project I would like to invite you to participate in an interview. This activity will involve answering questions and will take approximately 45 minutes of your time. With your permission, I would also like to record the interview using a digital device. The recorded information will be transcribed and stored in a secured password protected device.

There will be no personal costs to you if you participate in this project. You will not receive any direct benefits from participating in this study, and there are no disadvantages or penalties if you do not choose to participate. You may withdraw at any time or not answer any question if you do not want to. The interview will be completely confidential and anonymous as the information you give to me will be held securely and not disclosed to anyone else. Further, all responses will be deidentified in the report. I will be using a pseudonym (eg. Participant A) to represent your participation in my final research report. If you experience any distress or discomfort at any time in this process, we will stop the interview.

If you have any questions during or afterwards about this research, feel free to contact me on the details listed below. This study will be written up as a research report which will be available online through the university library website. The data collected from this research

project will be stored in a password protected electronic device, known only by the researcher.

Thank you for taking part in this interview, please feel free to ask me any questions if you need further clarity. If you have any concerns or complains regarding the ethical procedures of this study, you are welcome to contact the Wits School of Governance (WSG) Human Research Ethics Committee (Non-Medical), telephone +27 11 717 1408, email hrec-medical.researchoffice@wits.ac.za or my supervisor, Prof. Pillay, email pundy.pillay@wits.ac.za

Yours sincerely

Bellinah Molaudzi

Researcher: Bellinah Molaudzi, 1558003@students.wits.ac.za, +27 76 764 1478

Supervisor: Prof Pundy Pillay, pundy.pillay@wits.ac.za, +27 11 717 3808

APPENDIX G: Participant Consent Form

Title of project: Effects of Restructuring on Technical and Vocational Education and Training College Lecturers

Name of researcher: Bellinah Molaudzi

I, …….. agree to participate in this research project. The research has been explained to me and I understand what my participation will involve. I agree to the following:

(Please circle).

I agree that my participation will remain anonymous	YES	NO
I agree that the researcher may use anonymous quotes in his / her research report	YES	NO
I agree that the interview may be audio recorded	YES	NO
I agree that the information I provide may be used anonymously after this project has ended, for academic purposes by other researchers, subject to their own ethics clearance being obtained.	YES	NO

…… (signature of participant)

…… (name of participant)

…… (date)

APPENDIX H: Interview schedule (DHET)

1. What does the function shift (of TVET Colleges) process entail?
2. What were the intentions of the function shift process?
3. How did the DHET plan to achieve these intentions?
4. How were the employees (lecturers in particular) informed about the function shift process?

   Before the onset of the process

   During the process

   After/at the end of the process

   What support did the DHET plan to provide to employees (transferred lecturers/PED)? Before, during and after the process
5. What support did the DHET plan to provide to employees (lecturers not transferred/Council Paid)? Before, during and after the process

   What challenges did the DHET experience with the function shift process? (Before, During and after)
6. What has been the impact/effects of the function shift process on

   DHET; and

   College lecturers.
7. Would you describe the function shift process as a success? Why? Why not?
8. Do you have anything else that you would like to add?

Thank you for your participation.

APPENDIX I: Interview schedule - Lecturers

Please provide a brief background of the restructuring process in which you have been involved.

1. What is your understanding of the function shift process?
2. How was the news about the function shift process announced to you?
3. Who announced the news to you?
4. How did you receive/interpret/experience the information?
5. How would you explain the process that was followed to facilitate or effect the function shift process?
6. Who were the people involved in the function shift process?
7. How were you involved in the process?
8. What has been the effect of the function shift process on you at a professional level?
9. What has been the effect of the function shift process on you as a person?
10. Would you describe the function shift process as a success? Why? Why not?
11. Do you have anything else that you would like to add?

Thank you for your participation.