CHAPTER ONE

1.1 INTRODUCTION

South Africa experienced significant achievements in the fifteen years of democracy by turning around the apartheid statute and its gross inequalities with the aim of building a new and a just society. This change manifested amongst other things by the introduction of educational policies aimed at removing the inequalities of past. The Further Education and Training Act of 2006 is one of such legislation and whose fundamental concepts are quality and equality. This involves the creation of an environment that is conducive for teaching and learning. In order to achieve equity, government recapitalized 50 Further Education and Training (FET) Colleges in South Africa to the tune of R 1.5 billion between 2006 and 2008. The recapitalization of FET Colleges was aimed at expanding the quality of vocational education and training in South Africa. The objectives were to provide essential infrastructure, equipment, learning materials and human resources that are required to deliver quality vocational programmes.

The purpose of this study is to review the efficacy of the FET College Act of 2006 and associated practices. It is the objective of this study to ascertain if the FET College Act of 2006 was able to achieve set outcomes of providing quality education and equalization of educational opportunities for students who attended the FET Colleges between 2006 and 2010.

1.2 BACKGROUND

South Africa has been marked by significant achievements in he first years of democracy by turning around the apartheid statute and its gross inequalities with the aim of building a new just society. The significant change relating to key policy shift was the promulgation of the Constitution Act 108 of 1996. According to this Act, the

Constitution of the Republic of South Africa is the first source of law, the supreme law of the country and the basic law of the nation. The said constitution contains fundamental principles according to which the country is governed and is binding to the state, the government and all of its institutions, the citizenry and all persons within the boarders of the country. Central to the constitution is The Bill of Rights (Section 29) which is Chapter 2. That chapter; which applies to education, maintains amongst others, that everyone has the right to further education, which the state must make progressively available and accessible through reasonable measures (RSA Constitutional Law: 1996).

The Constitutional Act (1996) provides for a good basis for the transformation of education in South Africa. It was followed by a myriad of policy shifts aimed at removing gross inequalities of the apartheid rule. The Further Education and Training College Act of 2006 (RSA, 2006) is one of such legislations whose fundamental concepts are quality and equity. These legislative mandates advocate for the creation of an environment that is conducive for quality teaching and learning for all. In order to achieve quality and equity government recapitalized 50 Further Education and Training (FET) Colleges in South Africa to the tune of R 1.9 billion between 2006 and 2008. The recapitalization of FET Colleges was aimed at expanding the quality of vocational education and training by providing equal opportunities for all in South Africa. The focus being on the provision of essential infrastructure, equipment, learning materials and human resources required to deliver high quality vocational programmes.

Nevertheless, fifteen years into democracy, it's unclear if these objectives are being realised. Despite massive policy shifts that followed apartheid regime, Public FET Colleges are still marked by inequalities in terms of providing quality education and training to students coming from different backgrounds. The footprints of disparities and poor quality of education are obviously persistent and appear immune to changes within FET Colleges in South Africa. Education performance still replicates patterns of poverty and privileges, that is, those coming from privilege communities succeeding and those from poor communities performing badly. Sayed and Jansen

(2001) summarizes this discussion well by maintaining that for all dazzle of post-apartheid education policies, there was considerable distance between policy and practice.

1.3 TRANSFORMTION OF THE FET COLLEGES AFTER 1994

The transformation of the FET Colleges in South Africa after the apartheid rule should be located within the promulgation of the Constitutional Act, Act 108 of 1996. The FET College Act of 2006 is the quintessence of the Constitution of South Africa for it calls for the provision of optimal opportunities for learning for all students. However, according to the Mail and Guardian of January 2010, the FET College Sector was pronounced as the "class dunce" and there was a clarion call for the sector to be reformed. The million dollar question then becomes, are policies that were introduced after 1994 not adequate to address the challenges faced by the FET Colleges in the country or the country is faced with the dilemma of delivery (policy implementation)? These kinds of questions call upon students of public policy to explain whether the issue lies with policy or practice.

1.4 POLICY MAKING AND IMPLEMENTATION AFTER 1994

The transformation of the FET College Sector in South Africa can be traced back to a period prior to the elections of 1994 with the implementation of the Reconstruction and Development Programme (RDP) policy and the introduction of the Growth, Employment and Redistribution (GEAR) strategy after 1996 (Mc Lennan, 2007). These timeframes are important because they draw a clear picture of how social polices evolved in South Africa.

1.4.1 The Reconstruction and Development Programme (RDP) Epoch

Prior to the introduction of the GEAR strategy, policies in South Africa were formulated in a democratic environment through popular participation in all public and

private spheres. The white paper on Reconstruction and Development of 1994, the white paper on Education and Training (1995 – 1996) and the National Qualification Framework (1996) all announced systematic educational transformation aimed at dismantling apartheid educational structures that were meant to serve the interest of the white minority by institutionalizing principles of sustainability, people driven processes, peace and security, nation building and democratization. Most significantly, the policies that were formulated advocated for the central role of the state in development and service delivery (Mc Lennan, 2007). Similarly, the reformation of the FET colleges in South Africa was premised on nation-building and the creation of a new relationship between the state and its citizens. The purpose was to pursue equity, redress and access, whilst on the other hand ensuring the effectiveness of the system.

1.4.2 Growth, Employment and Redistribution (GEAR) Strategy

Since 1996, there was a radical change in the way the government formulated its policies. During the reign of President Thabo Mbeki; it's said that education policy formulation became a sacrosanct undemocratic process, veiled in secrecy until being presented to parliament. The GEAR strategy, instead of democratizing state organs instituted autocracy focusing less at capacitating the state to deliver. Government's attention was directed towards reducing the state funding and consolidating political power (Mc Lennan, 2007). This in itself compromised service delivery in light of country's huge social needs and its state capacity. This move by government also compromised the provisioning of vocational education and training in South Africa.

The GEAR strategy placed greater emphasis on decentralization of power to the grass roots. Instead of adopting for a more developmental approach, the government opted for an approach that incorporated the neo-liberal principles of privatizing states assets and cutting costs and thus South Africa emerged as a contractual state (Wenzel, 2007). Such a movement was done with the assumption that there was capacity within these communities to take key decisions (Mc Lennan, 2007). The FET College Act of 2006 should be understood within this context. It was

a break of government control on direct provisioning of vocational education and training in South Africa.

1.5 POLICY CAPACITY AND IMPLEMENTATION REALITIES

Mok and Chan (2002), defines quality education as achieving the goal of education including inputs, process and outcomes that provides services that completely satisfy both the internal and external constituencies by meeting their explicit and implicit expectations. From this definition, it becomes apparent that for education to be regarded as quality education it must firstly satisfy the expectations of all stakeholders. On the other hand, equal education opportunities according to Secada (1989) refer to a state of educational opportunities being equal or the same. However in public policy it means non-discrimination. The important issue remains whether the FET Colleges or their Councils have the capacity to carry through the mandate of government of achieving quality and equality when it comes to the provisioning of vocational education and training in South Africa.

The FET College Act of 2006 as the archetype of the GEAR strategy meant the state was no longer the principal provider of vocational education and training and its role was relegated to being an observer whilst the College Councils were given the right to govern the public FET Colleges in South Africa. The Act declared Public FET Colleges as autonomous institutions, with the right to appoint lecturers and support staff and amongst many others to collect funds payable by students from programmes offered.

The College Council is a body on which all components of the college community are represented. The formation of councils signalled government's intention of decentralizing power to the local structures. They were established to promote the best interest of the college and to ensure that all students receive quality vocational education and training. By so doing the government wanted to strengthen the links

and accountability between policymakers and citizens, however, this has proofed to be unsuccessful.

The autonomy of FET Colleges meant that they have to provide quality education in an efficient and effective way and to broaden access of the education to the poor. The question is whether these College Councils have the capacity to meet the objective of promoting equity and redress by providing essential service to the students? The question that the FET College Councils have the capacity to implement this policy with the aim of fulfilling its intentions remains to be answered by the findings of this study. It is its inherent intention to investigate if whether or not the education in this instance was not turned into a tool for reinforcing social and economic marginalization of the poor and vulnerable South Africans rather than improving quality, equality and broadening of access to those who were previously marginalized. This approach was taken because these institutions by nature were highly unequal and in retrospect this will mean the outcomes will continue to be unequal if the policy was not correctly formulated.

The FET College Act of 2006 has an inherent contradiction in relation to the constitution of South Africa which advocates that everyone has the right to further education and that the government must, through reasonable measures; make this progressively available and accessible. Though the intention of the Act is to address inequalities of the past, in reality it's seen to be working in the contrary of creating equal opportunities for all those involved in the FET Colleges in South Africa. The purpose of this study is to find out if the FET Colleges under the management of College Councils managed to provide quality education and equal opportunities for those students attending these institutions as per dictates of the FET College Act.

1.6 PROBLEM STATEMENT

1.6.1 Problem

The aim of this study research is to explore if the FET College Act has resulted in a significant improvement of quality and redistribution of educational resources to achieve equity. The problem that this research seeks to address is whether or not the FET College Act of 2006 is achieving its outcomes of promoting quality education and expansion of equal opportunities for all. The study will explore the successes and challenges that resulted during the implementation of the FET College Act, the promulgation of the FET College Act meant that from 2006, the role of the state as the principal actor, manager and provider of vocational education and training was delegated to the College Councils. The College Councils had to complete the governments' agenda of bridging the inequalities within these institutions.

There is significant evidence demonstrating the fact that despite massive policy shifts that followed apartheid regime, Public FET Colleges are still marked by inequalities in terms of providing quality education and training to students coming from different backgrounds. Education performance still replicates patterns of poverty and privileges, that is, those coming from privilege communities succeeding and those from poor communities performing badly.

Thus, this study aims to assess if the implementation of the FET Act managed to improve quality and to redistribute the resources equitably with the aim of expanding quality of vocational education and training within FET Colleges in South Africa, with a specific focus at two campuses of the same college.

1.6.2 Knowledge gap

No research has been conducted to investigate the context of implementation of this Act at Public FET Colleges, as well as determining the factors that directly or indirectly affect its implementation in South Africa. Though much research has been

conducted on the transformation of the Technical Vocational Education and Training (TVET) in South Africa by Sooklal (2004), Wedekind (2008) and Moyo (2007); there remains a need for in-depth study on the effects that the FET College Act of 2006 have on the quality of vocational education and training in South Africa as there is a critical need for policy students to generate knowledge on how policies affect lives of ordinary people. Given therefore, that there is currently no known or limited amount of information on the imperatives relating to implementation of the FET College Act of 2006, information obtained through this study could better inform both methodologies and future studies for investigating further the implementation of the FET College Act of 2006.

1.6.3 Context

This research is a comparative case study that seeks to explore how the FET College Act of 2006 affects the quality and equality of provisioning of vocational education and training in FET Colleges between 2006 and 2010. Tshwane South College with its two campuses provide a rich basis of the study domain of the effects of the act on the quality of vocational education and training provisioning in South Africa. The two campuses; one situated in Odi, an impoverished community north of Pretoria and the other campus in Centurion, a more affluent community south of Pretoria in South Africa are loci of control for how a gap between the poor and the rich is widened by the FET College Act of 2006. These campuses, though two sides of the same coin i.e. college, are also extremes, one earmarked by misery and the other in prosperity.

1.6.4 Logic and documentation

This study is premised on the view held by Grindle (2007) that for government to get its policies right, a wide range of institutional preconditions for economic and political development needs to be considered before imposing far-off strategies or policies. This study will explore the effect the FET College Act of 2006 has towards achieving quality and equality in the provision of vocational education and training in the democratic South Africa. It will explore if a wide range of institutional preconditions of

the FET Colleges were considered before the FET College Act of 2006 was introduced.

The efficacy of the study is that it may enlighten the Department of Higher Education and college councils on the effects that the FET College Act of 2006 has on Vocational Education and Training. Lastly, this study will form as a basis for ongoing and continuing researches in this regard.

1.7 PURPOSE STATEMENT

The primary purpose of the study is to explore if the FET College Act of 2006 has resulted in a significant improvement of quality of education and redistribution of educational resources to achieve equity within FET Colleges in South Africa. One is interested in exploring whether or not, students attending Public FET Colleges in South Africa would choose to attend a certain campus of the same college over another. **The researcher who was once a curriculum managers for Gauteng Department of Education, has witnessed students attending at different campuses of the same college succeed and fail in variety of different contexts.** The degree to which some campuses are more successful than others within the same college is a cause for concern. It is for this reason that the researcher believes it's important to understand why some campuses appear more successful.

1.7.1 Remedy Knowledge Gap

There is no research that has been conducted on the effects of the FET College Act of 2006. Much of research conducted within the FET Colleges focuses on policy development prior to 2006. However, most of these **studies** focus on policy **implementation** prior to 2006. This study seeks to bring new knowledge on how educational policies should be formulated and implemented. The findings of the study will be very helpful to Education Department and College Councils for it will highlight contextual issues that require their immediate attention if so determined.

1.7.2 Broad Goal

The research findings coming out of this study can provide some indications of why some campuses of the same college are more successful than others. This study seeks to explore the effects that the implementation of FET College Act of 2006 have on the quality and provision of equal opportunities for students in FET Colleges in South Africa.

1.8 SIGNIFICANCE OF THE STUDY

The findings of the study will be very helpful to the Department of Higher Education (DHET), which is the intended beneficiary. The DHET will be able to act appropriately with the help of the study findings and take corrective measures where necessary. This study will enable and support policy-makers and key stakeholders at all levels of the FET education system, to make informed and evidence-based decisions about effective strategies for improving the quality of education and engage in evidence-informed policy dialogue processes among different stakeholders, to share and disseminate information and ideas about good practice to improve the quality of education in South Africa. The review of the objectives achieved will also be helpful assisting FET Colleges to determine where they are succeeding or failing. The findings from this study will further assist prospective sponsors and donors within the FET College sector to determine areas that requires more funding as they conceptualize development projects.

1.9 STRUCTURE OF THE REPORT

The aim of this research report is to present the findings of the investigation into the effects that the FET College Act of 2006 had on FET Colleges in South Africa. This research report is structured into six chapters. The first chapter outlines the background to the study. Chapter three (3) presents research methods that were uses, while chapter four (4) will present research data. Section five (5) outlines the

analysis of research data. Chapter six (6) is the final chapter that concludes the study and presents the recommendations.

1.10 SUMMARY

Public FET Colleges in South Africa are currently under severe strain in that they face a myriad of challenges ranging from provision of out dated programmes, lack of lecturer training, poor infrastructure, lack of resources, etc. However, at the heart of these problems is the perpetuation of old practices like provision of inferior quality education in some cases as well as unequal distribution of resources between students coming from different and diverse communities.

Provision of poor quality education and unequal distribution of educational resources and opportunities within Public FET Colleges has far reaching consequences. It perpetuates the status quo of the local history of poverty and inequality, lack of economic development and growth. Poor quality of education and unequal distribution of resources and opportunities will result in a gap between the rich and the poor continuously widening and thus the government will fall short of achieving one of its priority objective being to eradicate inequalities in South Africa. Accordingly, public policies are formulated to achieve societal goals of government and if policies of government fail to address identified societal goals, then such policies are futile and unreasonable policies. Therefore, a lot of attention should be paid on ensuring that Public FET Colleges provide quality education and reduces inequalities for them to achieve the outcomes of education being to create employment and to alleviate poverty.

The findings of this study will inform policy analysts to determine whether or not to continue with the implementation of the FET College Act of 2006, or to curtail, terminate or expand it. This will be achieved by reviewing the objectives of the policy in question and then proceed to investigate the extent to which those objectives were met as well as to reflect the reasons why the stated objectives were not achieved.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

In this section, a critical review of the theoretical and empirical debates around how public policies across the world are formulated and implemented by governments to ensure equality service and equal opportunities will be explored. Thereafter, a review of literature that focuses on the debate about quality education and how equality is achieved in education will be examined.

2.2 POLICY FORMULATION

Policy analysis is a political process through which political policies achieve the societal goals. It is a process through which government policies get formulated and implemented. It is a complex process comprising of variety of steps and or models. The purpose of the public policy process is to improve people's lives and their livelihood (Gumede, 2009; John1998; Cloete and Wissink 2000).

In order for you to understand how public policy is formulated, it becomes essential to review the theoretical approaches as the basis for policy formulation. According to Kraft and Scott (1989), theories or models are used to create meaning out of what seem to be a complicated and chaotic world in which nothing makes sense. The world that we are talking about here is the policy formulation world. Theories or models help us as policy analysts to understand why certain policy decisions are taken. Different theories are used to explain the nature of policy making and the policies that results. The most common theorists or models are the elite theory, group theory, institutional theory, rational choice theory, political system theory and the policy process model. Each of these theorists offer a different perspective on the principal determinants of decision making within government and on what might be

regarded as the major forces that shape the direction and the content of public policy.

2.3 THEORETICAL APPROACH TO POLICY FORMULATION

Policies that a government formulates depend on the theory or model that policy makers have opted during the formulation of that policy. The choice of policy according to Grindle and Thomas (1989) will depend on the power and competition among individuals, groups, class in society, international community's or interest based societies. Theories are therefore used to either identify the important aspects of a policy, to explain and to predict the consequence of the policy. Below are different theories or models that are used to explain public policies.

2.3.1 Elite Theory

According to the elite theory, public policy is derived from the values and the preferences of the governing elite. The primary assumption of the elite theory is that the values and preferences of the general public are less influential in shaping public policy than those of a smaller, unrepresentative group of people. Policy is a reflection of the interests of those individuals within a society that have the most power, rather than the demands of the mass. The elite formulate public policies that appear to serve the interest and needs of the public only to serve the interest of the few elites (Kraft and Scott, 2004).

*2.3.2 Institutional **Theory Group** or Pluralist or Public Choice Theory*

This theory postulates public policy as resulting from the conflict, bargaining and coalition formation among potentially large number of societal groups, organized to protect or to advance a particular interest common to their members. In contrast to the elite theory, this theory believes that power in the political system is widely shared among interest groups each of which seeks access to the policymaking

process. The state acts as an arbitrator amongst competing groups (Cloete and Wissink, 2000).

2.3.3 Institutional Theory

This theory emphasizes the formal and legal aspects of government structure. Public policy is determined by political institutions, which give policy legitimacy. Government universally applies policy to all citizens of society and monopolizes the use of force in applying policy. Hall and Taylor classified institutional theories into historical institutionalism, rational choice institutionalism and sociological institutionalism (Hall and Taylor, 2006: 936 – 957). Historical institutionalism is concerned with the way institutions influences the behaviour of policy actors. The rational choice institutionalism explains how institutions are established, that is, it looks at the founding purpose of institutions and how that informs policy formulation. Lastly, the sociological institutionalisms maintain that institutions are socially constructed; they emerged from a more interactive process aimed at solving societal problems (Hall and Taylor, 2006).

2.3.4 Rational Choice Theory or Formal Theory

Policy is intended to achieve maximum social gain. Rationally, the policy that maximizes benefits while minimizing costs is the best policy. It assumes that in making decisions, individuals are rational actors, that is, they seek to maximize attainment of their preferences or further their interests. According to Peter (1998:31) the rational model has been viewed since the 1960's as a study of rational techniques aimed at improving the effectiveness of public decision making. It was viewed as a formal and well set out procedures for weighting-up the costs and benefits of course of public action as a way that leads to informed public choices.

Cloete and Wissink (2000:31), argues that the rational model has its root in the rational-comprehensive decision making model and it implies that the policy-maker has a full range of policy options to choose from. All what the analysts need to know

is the preferences of the society or community and their relevant importance; identify and analyze all possible policy alternatives, explore the possible results for each alternative and select a range of options that will bring about the desired outcome.

2.3.5 Political Systems Theory

This is a more comprehensive theory that emphasizes the way the political system respond to the demands that arise from its environment, such as public opinion and interest group pressure. This theory emphasizes the broader social, economic and cultural contexts in which political decisions and policy choices are made (Kraft and Scott, 2004).

2.3.6 Policy Process Model

According to this model, policy formulation starts with a step of identification of a problem and demand for government action. This step is followed by the formulation of policy proposals by various parties (e.g., cabinet committees, think tanks, interest groups). The second last stage is the selection and enactment of policy and it is known as policy legitimating. Finally, the policy process is completed through the evaluation of policy (Kraft and Scott, 2004).

The theories above display how the policy making process can be a complex phenomenon. It is marked by the dispersal nature of the institutional power, the multiplicity of political actors and the sharp conflict over which decision that requires to be taken. These theories are important because they explain the design and implementation of public policy.

2.4 THE POLITICAL ECONOMY OR POLITICAL ENVIRONMENT OF PUBLIC POLICY MAKING

Institutions and skills on their own are not universally sufficient to generate effective strategies for policy analysis. There is an interrelationship between the policy

analysis processes and the consequence of the policy context. The characteristics of policy actors, their ideology, professional expertise, the party political context together with the broader environment that consist of societal pressure groups such as the civil society or business actors that work to effect policy can be conceptualized as the political environment or political economy of the policy process. The policy context or circumstances provide both the analytic tool for understanding policy formulation. Factors outside the policy making process, such as, the political, social, economic and global contexts can have a bearing on policy formulation.

All these theories discussed earlier confirm the view that a policy environment is marked by different political contexts, circumstances, processes and actors that affect the public policy outcome. This part of the discourse aims to articulate as to what constitute the political environment; the environment of political actors and the broader environment that affect policy.

Policy formulation is the act of correct analysis aimed at finding optimal solutions to complicated societal problems. According to Hayes, policy formulation is the development of effective and acceptable courses of action for addressing what has been placed on the policy agenda (2004). Hayes identifies with two parts of this definition; the effectiveness and secondly the acceptability aspects of policy formulation. Effective formulation means that the policy proposed is regarded as a valid, efficient, and can be implemented to yield a solution to the issue at hand. He maintains that if the policy is seen as ineffective or unworkable in practice, there is no legitimate reason to propose it. This is the analytical phase of policy formulation that identifies the effective alternatives to policy.

The acceptable formulation of policy means that the proposed course of action is likely to be authorized by the legitimate decision makers, usually by the majority in a bargaining process. That is, it must be politically feasible. If the policy is likely to be rejected by the decision making body, it may be impractical to suggest it. This is the political phase of policy formulation. Hayes maintains that both roles should complement one the other. The policy planners are expected to contribute sound

technical analysis (technocrats) regarding means, behaviour, cost, implementation strategy, and consequences, good or bad. Technical analysts, however, are not held accountable to the public. The elected or politically appointed officials do not necessarily have the analytical ability to address the problem. The judgment as to goals, trade-offs, value priorities, and weighing the overall effects are left to the decision makers who are, in theory, accountable under our representative form of government (Hayes, 2004).

From the above discussion, it can be noted that policy formulation is both a technical and a political process. Policies that are carefully formulated by using adequate data, sound projections or assumptions will succeed as opposed to those that are carelessly formulated, which are doomed to fail (Kraft and Scott, 2004: 85).

2.5 POLICY CYCLE AND PROCESSES

Public policy is also a process through which government policies get formulated and implemented. It is a complex process comprising of variety of steps and or theories or models. The purpose of the public policy process is to improve people's lives and their livelihood. According to Kraft and Scott (2004: 77), policy process is defined as a logical sequence of activities affecting the development of public policies. It is a policy making process and broad relationships amongst policy actors within each stage. They maintain that the phrase policy cycle is used to elucidate the fact that the policy making process is cyclical or continuous rather than a one set of actions. It is a set of stages linked together in a cycle. Because of changing conditions, new information, formal evaluation and shifting opinions policies are often changed or revised. This is indicative that policy decisions or solutions are never final (Kraft and Scott, 2004:77).

There are two approaches to policy making or policy analysis that scholars of public policy recommend towards designing a public policy process namely the *Rational Model* and the *Garbage-Can Model* (Gumede, 2009:11). According to Peter (1998:31) the rational model has been viewed since the 1960's as a study of rational

techniques aimed at improving the effectiveness of public decision making. It was viewed as a formal and well set out procedures for weighting-up the costs and benefits of course of public action as a way that leads to informed public choices.

The rational approach to 'policy analysis incorporate five general procedures that are common to most efforts at human problem solving: agenda-setting, forecasting, recommendations, monitoring and evaluation. Problem definition or agenda setting is a useful stage in policy analysis as this tries to explain the nature of the problem. It assists to expose hidden assumptions about the problem, it diagnoses the cause and maps out the alternatives towards designing a new policy options. Forecasting on the other hand provides policy relevant knowledge about the future states of affairs likely to occur as a result of adopting an alternative. Recommendations provide knowledge about the benefits and cost of the alternative policy choice. During the implementation stage, the policy must be administered and enforced by an agency of government. The agency must take instructions as stated in the policy, but will probably provide missing pieces and make judgments as to intent, goals, timetables, program design, and reporting methods. Monitoring gives knowledge about the previously adopted policies. It helps to assess the degree of compliance, to discover unintended consequences, obstacles and constraints to policies. Evaluation on the other hand provides relevant information between expected and actual policy performance (Dunn, 1994:12-19).

The Garbage Can Model on the other hand is the most extreme view when it comes to policy making process. John (1998:203) defines "Garbage Can Model" as a model developed by Cohen, March and Olsen in 1972 aimed at explaining the chaotic and unplanned manner in which organizations process decisions. The *Carnegie School*, also view organizations to be in a state of anarchy, that is, this model, view organizations as inconsistent and ill-defined preferences; their own processes are not understood by their members; they operate by way of trial and error; their boundaries are uncertain and changing; decision-makers for any particular choice change capriciously. To understand organizational processes, one can view choice opportunities as garbage cans into which various kinds of problems and solutions are dumped. The mix of garbage depends on the mix of labelled cans available, on what

garbage is currently produced and the speed with which garbage and garbage cans are removed (Draft, 1982:139). The Garbage Can Model sees the emergence of policies as being similar to the way rubbish accumulates in a garbage can.

The Garbage Can model postulates that goals and preferences are either nonexistent or inconsistent or shifting. Problems, goals, solutions and decision makers are all mixed up in a virtual garbage can. Decision making occurs in a random meeting of choices looking for problems, problems looking for choices, solutions looking for problems to answer, and decision makers looking for something to decide (Morcol, 2007:451).

It becomes therefore the choice of policy makers to select the approach they feel befitting to what they want to achieve. The formulation of the FET College Act of 2006 should also be understood from this background. The policy analysts opted to use the garbage can model because this policy never optimized the distribution of resources, expertise and power.

2.6 POLICY CONTEXTS

The public policy is not made in vacuum. It is affected by socio-economic conditions, the political values and the public mood at any given time, the structure of government, international and politics, amongst many other variables (Kraft and Scott, 2004:13). The context within which public policies are formulated is a centre of power that determines which problems receive serious government consideration and what actions are viewed as most economically and politically viable. To accentuate how policy context shapes policy making, find below some contexts of public policy.

2.6.1 Inter governmental issues

The government as an institution is highly complex and its structures have a major effect on policy making process. The authority to implement policies is distributed

amongst many stakeholders. Due to this complex arrangement, there is likelihood that policies introduced end up losing the intended outcomes. There is an inherent need for the centers of power to find a common ground so as to ascertain that policies do not lose their original intent. There must be a consensus between centers of power on the intentions of the policy. If policy makers fail to reach consensus with the other centers of powers, policies will end-up outdated, ineffective policies will continue to be in force and consideration for the new and more effective policies will happen (Kraft and Scott, 2004:17-18).

2.6.2 Principal-Agent relationship

A policy environment has the principal and the agent relationship. There is national (principal) and agent (provincial) arrangement in South Africa. It is important that when policy is formulated such relationships should be taken into consideration. Since policy is developed by the principals there is a chance that it will lead to different interpretations by different agents. Policy makers cannot control the meaning of the policy text. According to Ball (1992:22) a policy is not simply received by the agent without any interpretation. He maintains that a policy will be interpreted by the agents according to their own understanding, values, desires, and purposes and in relation to the means available to them and the ways of working they prefer (Ball, 1992:22). He suggests that policies should be constructed in such a way that they leave a minimum opportunity for creative interpretation by agents. Ball (1992) classified policies as readerly and writerly (texts) policies. Writerly text refers to policies that are adequate and uses the appropriate language. Notwithstanding the advice above, the policy formulation process is a cumbersome and it requires specialized knowledge and expertise to ensure successful policies.

2.7 THE QUALITY IMPERATIVES OF EDUCATION

The concept of quality education has received prominence in the current debates amongst scholars and academics in recent years. It has been used more repeatedly,

however with different meanings and assumptions. The purpose of this part of the study is to develop an analytic framework aimed at presenting different views on what quality education is and how it should be best understood for the purpose of this study.

There is a concern by institutions and people all over the world on educational quality. What makes quality education to be receiving such attention is the poor quality of education that the learners are exposed to (Johannessen, 2006). According to her, poor quality of education can be described by factors such as: lack of schools; distance from pupils homes to a school; and dysfunctional schools, i.e. dilapidated buildings, teacher absenteeism, poorly trained and motivated teachers, and lack of textbooks and other educational materials. All these factors are accompanied by a compromise in learning outcomes (Johannessen, 2006).

The issue of quality education is central to policy formulation and practice. A number of policies were developed all over the world to improve curriculum, language teaching, student support, school management, teacher education, etc (Chan and Kon, 2002). These policy reforms are synonymous to South Africa. Although these efforts are aimed at improving the quality of education, there is a limited understanding of what is quality education and how can it be reached.

2.8 DEFINITION OF QUALITY EDUCATION

Quality has become a catchphrase in policy formulation cycles. However, most literature and research on quality education rarely defines this term. More often, inputs such as buildings, textbooks, desks and teaching and learning materials are equated to quality (Johannessen, 2006).

The definition of quality education should be traced back to Stephens (2003) who maintains that there are two ways to study quality. One approach would be to look at universal indicators of quality and effectiveness of education, the other being looking

at quality as it relates to cultural factors in the classroom (Johannessen, 2006), this definition may not be simple to follow. According to her, other scholars, Hawes and Stephens define quality education in three interrelated strands: efficiency in meeting goals; relevance of human and environmental conditions and need and the pursuit of excellence and the encouragement of creativity.

Nagel (2004), maintains that quality education is a learning situation which vibrates with positive energy and where the learner and the learned both are eagerly absorbed in understanding and communicating through a knowledge construction process that is deemed relevant for the lives of the learners. The emphasis lies with the learner (Nagel, 1992-2004). This definition is quite cumbersome to understand. It requires one to understand what is meant by that which "vibrates with positive energy" and again its emphasis is only on the learner.

The United Nations Education Scientific and Cultural Organisation 2005's *Education For All (EFA) Global Monitoring Report* uphold that quality must be seen in light of how societies define the purpose of education. It tables two principal objectives that can be used to define quality education: the first is to ensure the cognitive development of learners. The second emphasizes the role of education in nurturing the creative and emotional growth of learners and in helping them to acquire values and attitudes for responsible citizenship. Finally, quality must pass the test of equity: an education system characterized by discrimination against any particular group is not fulfilling its mission (UNESCO, EFA Report, 2005).

The United Nations Children's Fund defines quality education by five key dimensions, what learner brings the environment, content, process and outcomes. The earners bring to the school environment a ranges of things from language, culture, health issues, social issues and economic issues. The learning environment includes adequate facilities – class size, sanitation facilities, health service, etc. Content includes relevant curriculum and learning materials that are appropriate to the level of learning and understanding. Process includes well trained teachers, well managed, skills based and being able to use appropriate technologies. Education

system should support working conditions for teachers. Outcomes will refer to learners who can pass and play a meaningful role in the society (UNICEF, 2000).

The United Nations Children's Fund Report maintains that what the students bring to educational institutions have a direct barring to the quality of education (UNESCO, EFA Report, 2005). The home background, according to Van der Berg (2008) is the single most important factor influencing educational outcomes. She maintains that home circumstances are often not conducive to learning due to factors such as lack of lighting, spending much time on domestic chores, having no desk or table to work on or absence of books at home. These home circumstances may also feature insecure or unstable environment and financial security often leading to anxiety and emotional stress.

Van der Berg maintains that all these challenges in poor communities coupled with the lower level of parental education results in children having little assistance with homework and less motivation to learn. She maintains that children from poor neighbourhoods are often poorly motivated to do well at school (Van der Berg, 2008). It therefore becomes the responsibility of government to deploy necessary resources to ensure that students coming from poor families are afforded opportunities that will make them to compete favourably with those coming from well-to-do backgrounds.

Another important dimension defining quality education according to the United Nations Children's Fund Report is the educational environment that students find themselves operating under (UNESCO, EFA Report, 2005). In poor countries, the lack of educational resources in schools sometimes makes learning extremely difficult. Absence of basic resources and extreme overcrowding in many developing country schools means that other factors that are crucial for quality education (for example, teacher subject knowledge) may initially play a smaller role. But as the budget situation improves, more resources do not always generate a similar educational improvement, perhaps because school and classroom organization does not adjust to use the additional resources well, or because there may be threshold

levels beyond which adding further resources do not yield significant additional benefits for teaching and learning (Van der Beg, 2008).

Without pursuing this definition further, it becomes clear that quality education has proved to be a difficult concept to define. Many definitions of quality education exist, testifying to the complexity and multifaceted nature of the concept. The terms efficiency, effectiveness, equity and quality have often been used synonymously (Adams, 1993).

Johannessen (2006) argues that it is futile to search for a universal definition of quality education. She proposed that we rather explore variety of definitions that take into account the context within which education takes place.

From the discussions above, it becomes clear that there is no agreement on what quality education means even though most of the definitions correlates. In trying to merge all Chan and Mok (2002) defined quality education as the character of set of elements in the input, process and output of the school that provides services that completely satisfy both the internal and external constituencies by meeting their explicit and implicit expectations. This definition, to a large extent, includes the important characteristics of quality advocated in literature. This definition involves the characteristics of input, process, output and multiple constituencies of a school (Chan and Mok, 2002).

In conclusion, one close the debate on quality education by saying for the purpose of this study, quality education should be understood as a multidimensional concept that cannot be easily assessed by one indicator. For education system to be regarded as of quality, it must firstly satisfy the expectations of all stakeholders. Secondly, it must develop different performance indicators in relation to input, process and outcome.

Chisholm (2004:3) supports the notion above by emphasizing the fact that that education involves a range of activities from building of schools, setting of curricula

(input), economic, social, political and cultural relations (processes) and the wish for education being human capital (outputs). However, she maintains that the role of the state is critical in achieving the above. Chisholm went further to allude to the effects that the South Africa's macroeconomic policy had on the quality of education in the last decade (2004:5). She maintains that the education policies in the post apartheid South Africa were a demonstration of reconciling the interests of competing and unequal social classes and races; however, the result was the prominence of the interest of the deracialised middle class. According to her, the education budget was reorganized to address the interests of the middle class policy makers, but it was not expanded to accommodate the needs of the poor. Decentralized education has democratized local control but has given the middle classes the greater command over how schools are run and what they can buy for their fees. The poor communities were left to struggle on their own thus perpetuating underdevelopment.

It is the purpose of this study to also determine the extent of decentralization towards improving quality and reducing inequalities within education. The assessment practices were broadened but continually hide inequalities of performance. Social dominance of the white middle class was maintained by allowing them to exercise choice and digression in selection of the medium of instruction. Though the language policy recognizes African languages, the poor majority of South Africans are not given the opportunity to do at least half of their subjects in their own languages. All the policies that were formulated in the post apartheid South Africa necessarily give white South Africans an initial advantage over the majority of the poor South Africans (Chisholm, 2004).

Education should be seen as the focal instrument for social change. However, the FET College Act (2006) should be seen as a policy that was meant to legitimize inequality rather than as a vehicle for change.

2.9 EQUITY AND EQUAL EDUCATIONAL OPPORTUNITIES

When the educational system of a country fails to reach large sections of its population, when children are denied opportunities by virtue of their gender, the income of their parents, their ethnicity or where they happen to live, or when institutions of learning deliver chronically substandard learning outcomes, the results will have contagion effects that can spread rapidly across all aspects of the society. The effects thereof will be manifested in human beings, within the society and the economy of that country. The failure of education system weakens the economy of a country, hold back productivity and growth. They undermine efforts to reduce child and maternal mortality, contributes to loss of life and increased health risks. And they contribute to social polarization and the weakening of democracy (*EFA* Global Monitoring Report, 2009).

The distribution of equal educational opportunity plays a key role in shaping human development prospects. Disparities in education reinforce the extreme divides between the rich and the poor in terms of income, health and other aspects of human development. It is from this backdrop that equality in education becomes central to the debates in education.

The United Nations Educational Science and Cultural Organisation (UNESCO) in its Global Monitoring Report for 2009 maintain that there are millions of children, youths and adults who lack access to quality education. The report maintain that there are deep and persistent disparities based on income, gender, location, ethnicity and other markers for disadvantage as a major barrier to progress in education.

Section 1 of the Constitution, Act 108 of 1996, the supreme law in South Africa reads as follows: “The Republic of South Africa is one, sovereign, democratic state founded on the following values:

1. Human dignity, the achievement of equality and the advancement of human rights and freedoms.
2. No-racialism and no-sexism.

3. Supremacy of the constitution and the rule of law".

The above highlight that right to equality and human dignity that should be safeguarded by the government. The unequivocal provisions on the equality ruled out all unfair discrimination and paved the way for an education system that would be characterized by openness, responsiveness, equity and redress of the past wrongs (Russo, Beckmann and Jansen, 2005).

Notwithstanding the above, the question remains, "what is equity or equal opportunities in education? What do these terms mean? How are they realized in practice?"

2.10 DEFINING EQUITY AND EQUALITY IN EDUCATION

According to Foster, Gromm and Hammersley (1996), it is rare for research on education inequality to make use of the concept of equity. They maintain that the reason for this is because the term equity is a complex logical grammar. It means different things to different people. In their work, they used this concept inter changeably with equality.

Secada (1982) defines equity as a judgment about whether or not a given state of affairs is just. It is an appeal to justice that goes beyond given laws. He maintains that equity lies in our ability to acknowledge that, even though our actions might be in accord with a set of rules, their actions may be unjust. This by implication mean that equity goes beyond following the established rules, even if we agree that they were intended to achieve justice. This brings us to the definition of educational equity. He defines educational equity as a constructed check on the justice of specific actions that are carried out within the educational arena and the arrangements that result from those actions (Secada, 1982).

Equity in education is defined by Wolpe, Quinlan and Martinez (1997) as the concept of equal access to education and the fair and just distribution of benefits from the education system for all students. Equity should be understood from a sense of fair play.

Secada (1982) defines educational equity as a means through which students are provided educational experiences that ensure the achievement of certain uniform goals and objectives. In the context of this study, equity should be understood as fairness with respect to educational opportunities, access and outcomes. It means creating effective learning environments for all students, including adequate facilities, well-trained teachers and relevant curricula with clearly identified learning outcomes.

2.10.1 What is equality in education?

Equality in education refers to a system that do not discriminate against persons on the basis of race, colour, religion, sex, age, mental or physical handicap, or national origin (Bastian, Fruchter, Gittel, Creer and Hskins, 1986). They maintain that the demand for equality in education is a call for government to address the real crisis of institutional incapacity to respond fairly or adequately to education. Equality to them is an objective condition for effectiveness, just as inequality is a determining condition for ineffectiveness.

Equality in education means that the different learner needs count equally in determining expectations, resources and services. Educational institutions should be endowed with necessary means to enable all students to be educated, employable, socially informed, and capable of participating in community life and towards developing their own talents and interests (Bastian, *et al*., 1986). In the context of this study, though equity and equality were defined differently, they should not only be understood to mean the right of the learners to be included in the education system, but the right to stay in the system and be provided with equal and appropriate conditions for learning. This study rejects the assumption that students fail because of their deficits, instead, it propagates the view that the education

system needs to seek merit in each and every child and to teach learners according to their needs. This study further recognizes the trade-offs economy and social bottom line, but holds that education should take precedence over everything; education is understood as a universal right.

2.11 POLICY FORMULATION, QUALITY, EQUITY AND EQUAL EDUCATIONAL OPPORTUNITIES

It's imperative to set ambitious goals in education. However, achieving the goals requires financial resources, along with policies that maximize efficiency and equity in the management of those resources (UNESCO, EFA Report, 2005).

Countries vary enormously in their capacity to finance education. Increased public spending is not guaranteed to improve access, equity or learning outcomes. But chronic and sustained under financing is a sure route to limited, poor-quality provision (*EFA* Global Monitoring Report, 2009).

Public policies have the potential to redress inequalities but often reinforce them instead. According to the EFA Report decentralization has important implications for equity. There is nothing intrinsically equitable or inequitable about reforms in this area: outcomes depend on the rules governing issues such as revenue raising and resource transfer. One obvious danger is that, in the absence of redistributive transfers from richer to poorer areas, decentralization will widen financing gaps in education, with damaging consequences for equity (*EFA* Global Monitoring Report, 2009). The report maintains that in China, Indonesia and the Philippines, decentralization appears to have exacerbated inequalities.

In Nigeria, financial decentralization has consolidated large disparities in education financing, often to the detriment of the states facing the most serious problems. However, countries including South Africa, Uganda and Viet Nam have developed models aimed at greater equity, with rules on financial decentralization geared

towards the attainment of national goals in education and other areas. The question that this study is trying to answer is, are these models working (*EFA* Global Monitoring Report, 2009).

The current model has decentralized power to the front line provider and the mandate to tackle institutional weaknesses, expand access, raise quality and strengthen equity is far from straightforward. The Americanization of the South African education system by opening up FET Colleges to corporate capital is not working. The interest and involvement of the industry in FET College as compared to in America is less. The private sector does not see the relevance of the new curriculum to their immediate needs. Therefore, turning the FET Colleges in South Africa into autonomous institutions that will determine revenue generation and resource transfer will do more harm. Those who are poor will never afford to pay the fees that will be determined by these institutions and consequently those with economic and educational advantages will benefit and those without these advantages will remain unskilled because they will obviously not be able to afford education (Chisholm, 2004).

According to the *EFA* Global Monitoring Report (2009) many governments have failed to develop pro-poor public spending patterns and decentralization reforms have often exacerbated inequalities in education. Looking to the future, it is important for governments to develop approaches that avoid these outcomes. Central government needs to retain its capacity for redistribution from wealthier to poorer regions and need to ensure that spending plans reflect a national commitment to equality and redress.

Education is a fundamental human right, not a tradable commodity. It follows that provision must be available to all, regardless of ability to pay. Moreover, the public sector must govern provision, underwriting finance, providing management and setting a clear policy framework (Reimers and Tiburco, 1993). Education and training are basic human rights and the state has an obligation to protect and advance these rights to all citizens irrespective of race, class, gender, creed or age. It remains the

responsibility of the state to provide its citizens with opportunities that will enable citizens to develop their capabilities and potential so that they can contribute meaningfully to the society.

Chislom (2004), Reamers and Tiburco (1993) agree that it is the responsibility of the state to make education available to all. They further agree that it is the responsibility of the state to tackle institutional weaknesses, to expand access, raise quality and strengthen equity is far possible. They are against privatization of education and they maintain the state should not leave this enormous responsibility into the hands of the individuals.

The effectiveness of any educational institution is heavily dependent on the quality of teaching and the skills, motivation and commitment of its teachers. Ensuring that learners, including the most disadvantaged, have access to enough trained and motivated teachers is vital to the delivery of good quality education. If FET Colleges were to determine their own fees, this will have a direct effect on the quality of education they will be providing. The institutions that will be able to generate more fees will have the opportunity to purchase additional resources, such as teachers, and this will automatically enhance student performance (Chisholm, 2004: 74).

Another issue that impacts on quality of education is the morale of educators. One recent assessment of teacher morale in sub-Saharan Africa concludes that school systems catering for tens of millions of children face a 'teacher motivation crisis over issues ranging from employment conditions to training and support. Teacher salaries are at the centre of polarized exchanges in public policy debate (*EFA* Global Monitoring Report, 2009). It is therefore essential for the state to ensure that conditions of educators are acceptable.

Apart from cost factors, hiring teachers centrally on permanent civil service contracts is also viewed as a source of weak accountability and poor performance. The problem with these perspectives is that they overlook wider issues. These include the low absolute salary levels of many teachers. In Malawi, average teacher salaries are

too low to meet basic needs. There and in many other countries also, teachers often have to supplement their income with a second job, with damaging consequences for the quality of their teaching (Reimers and Tiburco, 1993).

Teacher recruitment to reduce learner-teacher ratios and address shortages confronts governments with tough choices. Some governments have attempted to contain costs by recruiting teachers on contract outside the civil service pay structure. Hiring contract teachers can expand access to basic education at lower cost, often benefiting areas that might otherwise not have enough teachers, as in parts of India. On the other side of the coin are potential threats to quality and equity. Seeking to reduce recruitment costs through contract arrangements can weaken quality by lowering the standard of new entrants or reducing teacher morale. In Togo, expanded use of contract teachers is associated with reduced learning achievement. And if contract teachers are deployed principally in poor and marginalized areas, it can also weaken equity. There are no easy answers, but it is important for governments to be aware of potentially damaging trade-offs between lower-cost recruitment and wider education goals with respect to equity and quality Teacher deployment is often inequitable within countries, which can exacerbate disparities. The rural / urban divide is particularly marked. In Uganda, two thirds of urban teachers are qualified, compared with 40% in rural areas. Urban bias in deployment reflects many teachers' aversion to working in hard-to-reach, remote, rural and sparsely populated areas, often for both professional and personal reasons (*EFA* Global Monitoring Report, 2009).

One symptom of poor teacher motivation is absenteeism. In many developing countries absenteeism is endemic. Motivation is not always the culprit: in parts of Africa HIV-related health problems are heavily implicated. Some governments see performance-related pay as a strategy to address motivation problems and so raise quality. But there is little evidence from cross-country experience that performance-related pay produces positive results and some evidence that it creates perverse incentives for teachers to focus on the best-performing students (*EFA* Global Monitoring Report, 2009).

Many governments have not given sufficient weight to policies aimed at overcoming inequalities in education. Setting time-bound 'equity targets' aimed at reducing disparities based on wealth, gender, language and other markers for disadvantage, and carefully monitoring progress, would help to focus political attention. At the same time, education planning has to put far higher priority on pro-poor public spending and the development of incentives targeted at the poorest and most disadvantaged (Reimers and Tiburco, 1993). Progress on expanded access to schools is outstripping improvements in quality. Policy-makers should renew and strengthen their commitment to quality in education and put in place the infrastructure, teacher support and monitoring programmes needed to deliver results.

The central component of government is decision-making process. In setting out collective goals for the society, there are a number of things that government should consider, and decision making process is one of such things. According to Peters (2004) decision making process is a fundamental political activity in governance. Oliver, Trieb, Bahr and Falkner (2007) set platform for policy students to understand public decision making. They argue that decision makers should have knowledge of models of governance to understand decision making. The models of governance are critical in decision making process because they reflect on the relationship between state intervention and societal autonomy. These models or rationalities constitute a particular way on how decision making should unfold in the public policy arena. They represent global trends that are tried and tested, that should be used in decision making process.

Hyden (2007) identifies three models that can be used in public decision making processes, namely: *evolution*, *diffusion* and *insulation*. The evolution model assumes that before any decision is made, there is a need to explore if institutions are in line or ready to progress or evolve in the direction of the intended outcome. If there is alignment between the intended goal and the institution then the possibilities of a policy decision becoming successful are more. This model assumes that before formulating a policy aimed at improving quality or equalization of opportunities

between the colleges, there is a need to explore if all these institutions are congenial to the intended outcome. There is a need to make sure that the environment is conducive for all to participate meaningfully in education. All partners should understand the mandate and the commitment that is required to fulfil the mandate. It becomes incumbent on the decision makers to know more about these institutions. Attention should be paid to the relevance of the policy to all actors. Understanding of their context, power dynamics and political process is of importance (McLennan, 2007). According to Hyden, policies will succeed if there are 'drivers for change', that is, If a need for change is realized and the intended outcomes. Institutions that are not ready should not be forced to participate in any policy reform until they are ready. Should they be coerced to participate, then that would be a receipt for failure.

The diffusion model entails identifying individuals within the institution who can make the policy to succeed, individuals who have qualities of inspiring others to adapt to change. In terms of the policy issue, this will mean identifying companies or government departments that are willing and ready to participate in partnerships. Such institutions should be identified, sustained and developed. Where there is no will, there won't be success.

The insulation model assumes that a tripartite must be formed between government, local communities and Non Governmental Organisations during decision making process to ensure that there is a buy-in from all role players. Quality will only increase if the interested parties are consulted when decisions are made. In this case, FET Colleges, industries and government departments should participate when policies are formulated.

The models alluded to above, reflect on global trends that makes public decision making process more understandable to policy scholars. They all attest to the view that public decision making cannot be done in a vacuum, but it should be informed by context. These models negate the fact that when it comes to decision making there is no 'one size fits all' kind of an arrangement. What has come up clear from the illustrations above is the fact that decision making cannot be divorced from politics.

McLennan (2007) summarizes the discourse of decision making well when she maintains that decision making requires knowledge of the way local communities, institutions, power dynamics and political process work before policy formulation. The policy reform within the FET College sector should be understood along these lines.

This study is premised on the view held by Meier and Stiglitz (2001:5) that the absorptive capacity of states in transition is a necessary condition for policy development. They hold that if the absorptive capacity of countries in transition is not taken into consideration, then models or ideas of the developed world will come to naught if they are imposed on developing or states in transition. According to Guys (2004) the same is true if the policy reform is forced into the citizens of a country without considering their situation. He maintain that governments that are not in touch with the consequences of their own actions encounters the risks of persisting in failed policies and becoming incapable of governing effectively.

2.12 OVERVIEW OF FET COLLEGE SECTOR REFORM

South Africa has been marked by significant achievements in the first fifteen years of democracy in turning around the apartheid statute and its gross inequalities and towards building a new just society. However some of the policy reforms were introduced in an environment of dawdling and asymmetrical society and as a result policy change was muddied by these inequalities. There is increasing evidence to prove that despite the government having achieved a lot in the past three terms of democratic rule, the effects of the educational policies have not as yet achieved the intended outcome (Sayed and Jansen, 2001). A lot of attention should be paid in ensuring that institutions such as Public FET Colleges reduce inequality, create employment and thus alleviate poverty.

The socio-economic conditions in South Africa following the dusk of apartheid rule are marked by high levels of poor service delivery, poverty, unemployment and inequalities. The government of the day had to deal with the long lasting effects of a

divided society by reducing the social and economic ills created by the previous apartheid regime. Fifteen years into democratic government, South Africa remains highly unequal society in a global context where rural and urban poverty together with inequality are growing almost everywhere, despite the government claim that its policies are geared towards poverty alleviation and inequality reduction (SACPO, 2010).

This study will explore as a by-product, why South Africa having developed first-class policies; is failing to achieve its intended policy outcomes. The approach taken by this study is grounded in the accession by Kraft and Scott (2004) that public policy is a political process through which political policies are made to achieve the societal goals. They maintain that if the policy fails to address societal goals, then it is a futile and unreasonable policy. This article further posits the idea that public policy is not made in a vacuum and that the institutions and policy formulation skills on their own are not universally sufficient to generate effective public policy.

Political economy refers to an effort to find an intersection between politics and economics in policy choice, policy formulation and in institutional change. How economic interests influences political behaviour. It generates answers to why and when changes are likely to occur in policies and institutions. Such answers provide effective guidance about politics of decision making and process of policy formulation (Kraft and Scott, 2004:13).

There should always be a connection between theory, empirical observation and the practice of policy decision-making. The political economy is important because it provides both the analytic tool for understanding policy formulation and policy implementation. It looks at factors outside the policy making process, such as, the political, social, economic and global contexts and how such will always have a bearing on policy formulation (Dunn, 1994:12-19).

Policy formulation is the development of effective and acceptable courses of action for addressing what has been placed on the policy agenda (Hayes, 2004). Hayes

identifies two parts of this definition, namely, the effective and the acceptable formulation of policy. The *effective* formulation means that the policy proposed is regarded as a valid, efficient, and thus can be implemented to realise a solution. He maintains that if the policy is seen as ineffective or unworkable in practice, there is no legitimate reason to propose it. This is the analytical phase of policy formulation that identifies the effective alternatives to policy.

The *acceptable* formulation means that the proposed course of action is likely to be authorized by the legitimate decision makers, usually by the majority in a bargaining process. That is, public policy must be politically feasible. If the policy is likely to be rejected by the decision making body, it may be impractical to suggest it. This is the political phase of policy formulation. Both roles should complement each other. The policy planners are expected to contribute sound technical analysis regarding means, behaviour, cost, implementation strategy, and consequences, good or bad. Technical analysts, however, are not held accountable to the public. The elected or politically appointed officials do not necessarily have the analytical ability to address the problem. The judgment as to goals, trade-offs, value priorities, and weighing the overall effects are left to the decision makers who are, in theory, accountable under the representative form of government (Hayes, 2004).

From the discussion above, it is essential to note that policy formulation is both a technical as well as a political process. Policies that are carefully formulated by using adequate data, sound projections or assumptions will succeed and those that are carelessly formulated are doomed to fail (Kraft and Scott, 2004: 85).

The case in point here is that when the TVET policy was formulated in South Africa after the apartheid rule, the goals, trade-offs and value priorities were not adequately considered. According to Chisholm (2009) the reforms in South African TVET was facilitated by learning from the international experiences rather than by what was transpiring locally. It becomes apparent that the policy formulation was informed by the view that South Africa had to participate in an increasingly competitive global

world economy and all its policies were to be informed by the neo-liberal thrust of globalization.

2.12.1 Policy formulation and Inequality

The importance of the effect that the political and economic forces have on education is crucial and has recently received prominence amongst policy analysts, especially in the literature of the late 1990s and early the early 2000s. Most of the writers (Chimlons, Kraaft, Jansen, Sayed, Bloch, 2005) on this subject maintain that educational policy analysis should be approached from broader complex sets of societal and global subsystems and it should also be interactively viewed from broader to a variety of perspectives focusing on different dimensions or relations structural processes of social, cultural and economic production and reproduction. Education is a complex phenomenon, deeply embedded in history, the social and economic past and present. Its solutions cannot be simple; and it also implies that there are very few quick fixes (Bloch, 2006). All this brings us to the importance of the political environment.

The transformation of the Public FET College Sector after apartheid and the policy formulation was to a greater extent influenced by the complexities and different contexts of the political economy environment. There is a strong believe in education policy literature (Chimlons, Kraaft, Jansen, Sayed, Bloch, 2005) that the reform of the Public FET Colleges in South Africa was influenced by policy advocates who were deeply committed to neo-liberal ideals of liberalization, stabilization, and privatization. Their emphasis was on the importance of education to economy without interrogating the notion that economic development can reduce poverty and improve lives of the majority.

A report entitled “Towards a Unified Technical and Vocational Education and Training Sector’ attest to this view. It maintains that the reform of FET Colleges in South Africa was directly influenced by the international bodies such as the *U.K Overseas Development Administration,* the *Deutsche Gasellschaft fuer Technische Zusammenarbelt (GTZ) GmbH*, *the Germans* and the *European Commission* (1992:

1.1 – 1.2). These were partners that were advising the South Africa Government since 1992 on the reform of the FET College Sector. Their first recommendation as captured by this report called for the de-centralised control and management of FET Colleges by granting autonomy within a policy and budget framework and to broaden college council representation to include employee and community organisations.

The approach taken by South African government in writing its policies matches the *elite theory* or model of policy. According to this model, public policy results from the values and the preferences of the governing elite. The assumption when this policy was formulated is that the values and preferences of the general public are less influential in shaping public policy than those of a smaller, unrepresentative group of people. Kraft and Scott (2004) maintains that the policies formulated using this model they appear to be serving the interest and needs of the public but in essence they serve the interest of the few elites.

On the basis of the analysis above, the claims by Chisholm (2009) that the reform of the Public FET Colleges in South Africa was influenced mainly by policy advocates who were deeply committed to neo-liberal ideals holds. The FET Colleges in South Africa remains highly unequal communities reflecting the unequal communities outside them. There are those that are doing better and those that are worse off in terms of infrastructure development, human resource capacity, funding, leadership and management and working conditions. The FET Colleges are a reflection of our highly unequal society where rural and urban poverty together with inequality are growing almost everywhere, despite the government claim that its policies are geared towards poverty alleviation and inequality reduction. This study supports the assumption that the success or failure of policies depend on the actions and character of policy makers among other things.

2.12.2 Influence of neoliberalism in FET College Sector Policy Reform

According to Beall (2002), Neoliberalism is based on the economic interpretation of globalization which emphasizes the emergence of a single global market and

principle of free trade and global competition (2002). It is an economic ideology or approach grounded in globalization that is perpetuated through global financial institutions such as the International Monetary Fund and the World Bank. These institutions will provide financial aid upon the implementation of policies recommended by neoliberal model. This model encourages privatization of state assets, debt reduction and streamlining of the public sector. It is viewed by the west as the only solution to all transitional problems. If a developing or a country in transition is to implement a neoliberal model, discussions of drivers underpinning transition are left out and goals of competitive capitalism will prevail (Marangos, 2002). The privatization of state asserts will mean that only those who have money will benefit from participating in these institutions and those who are poor will not participate. These accessions are supported by Mc Lennan and Ngoma (2004) when they refer to Neoliberalism as a “rough beast” that is the prime cause of poverty and underdevelopment.

In a situation where the neoliberal model is practiced, the public life depends at the mercy of market forces, as the extracted profits benefit the few (Makwana, 2006). In his article, he maintains that the neoliberal experiment rejects the role of the state and discourages government intervention into economic, financial and even social affairs. By so doing the state promotes extreme poverty and it exacerbates global inequality and hampers development efforts. At the same time it fails to create economic efficiency and social well-being. According to the a group called Neoliberal Economics Against Humanity, the neoliberal hegemony over social and economic policy making, and the failure of social-democracy to present itself as a real way out, confront the people's desire for real change with a harsh alternative (1997)

According to the researcher, the influence of the neoliberal ideology within the Public FET College Sector in South Africa can be traced back to the promulgation of the Further Education and Training College Act of 2006 which pronounced FET Colleges as autonomous institutions. This Act meant that from 2006, the central government

began to serve a lesser regulatory role in relation to the provisioning of vocational education and training in South Africa. The actual delivery of service has fallen to College Councils. The transformation of FET Colleges into autonomous institutions meant that these institutions had to make decisions without accounting to anyone. This by implication meant that these colleges were now independent from the state.

Since the FET Act was imposed on the environment without due consideration of the political economy context, the FET College sector in South Africa is marked by intricacies, stickiness and stumbling blocks that makes it difficult for government to achieve the set objectives. Akoojee and McGrath (2008) argue that the fiscal conservatism that accompanied South Africa's entry into the global economy had the effect of depressing educational expenditure. This in turn undermined key element of the educationalists' vision for a post-Apartheid education system built on the principles of equity and redress.

There is a trail of evidence to according to the researcher that confirm that the sector is marked by inadequacies that are adversely affecting the quality of education provision. The poor provision of education will result in the poor people to be worse off. The policy effect of the state in transition should improve the conditions of the poor. It must improve the conditions of people at the bottom of the quintile whose talents are not fully natured because of the poor quality of education.

The FET Act of 2006 redefined the role of the state in education from direct delivery of education and training. The state delegated its authority as a principal actor and provider of vocational education and training to the College Councils. In the present context, the national government is no longer responsible for the management of vocational education in the interest of the South Africans, but it is concerned with individual FET Colleges becoming more competitive and efficient. The role of the state has moved away from collective indemnification (protection of rights to education) of citizens to the individual colleges taking responsibility providing education.

This decision was fore grounded on the claim by the neo-liberals that the privatized services are more efficient than those run by the state. This assumption is basically incorrect and often irrelevant when considering the functions and purposes of public utilities. Essential services are provided to citizens by their governments to meet basic public welfare needs such as the provision of water, education and healthcare (Makwana, 2006). The provision of these services is a human right, and whether they are profitable is not a concern for the vast majority of people around the world. There are many relevant arguments against privatization, and little empirical evidence to support that privately run services are either more efficient or better value to their customers.

The main issues here relates to education which is a basic human right. It is a service that should directly be provided by the state. The provision of essential services such as education is a human right, and that the chances that college councils will be accountable to the public is questionable. The million dollar question is how college councils could provide such an expensive service to impoverished communities like the one in Mabopane. Impoverished communities all over the world cannot afford to pay for water services, what more when it comes to education? The community of Mabopane lives on less that 1 dollar a day. It is therefore not a wise decision to have to pay for this most wanted service. Publicly owned and managed education service, with their primary focus on meeting welfare needs, is best placed to undertake this service.

When essential services are privatized, a two-tier system is often created. Prices are set by the market and those who cannot afford to pay, go without. This is simply unacceptable when 45% of the global public struggle to survive on $2 a day. Poverty reduction and development can only occur when the basic service, which are often unavailable in poverty stricken areas, are guaranteed to all (Makwana, 2006). The government commitment to provide basic human needs was affirmed in the Freedom Charter of 1955, the Constitution of the republic with its Bill of Rights and it is the duty of this government to uphold their commitment and not succumb to neoliberal pressure to relinquish essential services to market forces and private interests of the College Councils.

This FET College Act severely constraints the ability of the state to intervene in areas of social welfare due to the neo-liberal idea that calls for limited state expenditure ((Mc Lennan, 2007). This notion of budget cuts and privatizing education is going in contrary to the ideals held by the ruling party since 1955 through the Freedom Charter which strongly implied the role of the state in ensuring equal rights and opportunities for all South Africans regardless of race or creed and a more equitable distribution of the country's wealth. The decentralization of education to 50 FET College Councils in terms of neo-liberal rationality has totally compromised access and quality provisioning of the TVET in South Africa.

The article that was published by *The Times* on the 08th of March 2009 with the title "*lecturers abandon college*" corroborated the views held above. This article reported that students were suffering because staff members at the colleges across South Africa were seeking better jobs and those that were remaining 'were spitting mad because they earned less than teachers'. The disparity in salaries can be attributed to budget cuts which are synonymous to ideals of neo-liberalism. The effects of this were so enormous for most experienced lecturers voted on their feet by leaving the sector and they consequently joined the private sector, leaving FET Colleges with insufficiently prepared lecturers. This is one example of how these ideals on=f neo-liberalism affected the FET College sector.

The study conducted by Maniram (2007) concluded that the FET College Sector in South Africa is experiencing a decline on lecturer morale and rising lecturers turnover as a result of poor motivation and job dissatisfaction. He listed the following amongst many other as the main cause of low morale and job dissatisfaction:

- Lack of resources
- Curriculum change
- Unchallenging jobs
- Lack of staff development
- Condition of services

The factors highlighted above can be addressed only if government can expand its expenditure on education. If government was taking the education of the 'African child' it will ensure that there are adequate resources, responsive curriculum, rigorous staff development and better conditions of service for the lecturers. The provision of education as an essential service should not be relegated to college councils but the government should ensure that it directly provides its citizens with this basic public welfare need. The provision of education remains a basic human right, and whether it is a privatized it is not a concern for the vast majority of people in this country (SACPO, 2010).

2.13 SUMMARY

The body of knowledge presented by the literature review above is crucial for the purpose of this research for it present to the researcher with what might be the real issues that the FET Colleges might be faced with. The literature review helps one to have a conceptual framework on how public policies should be formulated and implemented. It is from this knowledge that a researcher will be able to discern if the FET College Act in question was correctly formulated and implemented. The literature review enables the researcher to have a view on policy origination and how it is being implemented. This study will ultimately present to the forth how the FET College Act was formulated and implemented and what is the relationship between policy formulation and policy implementation.

The literature presented in the review above it has merit and is related to the research problem and thus relevant to shed light in synthesising on the research problem.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter introduces and profiles research participants that constitute the sample group. It further describes data collection methodologies that were utilized. Included is a section outlining the approach, methodology, data collection instruments used in this study to enable inferences. These include: interviews, data analysis and observations. Issues of research ethics, validity and reliability are also looked into. Theoretical overviews of case study methodologies are presented and so is the justification as to why the methodologies were deemed the more suitable for this research. Lastly, the chapter explains the significance of the study as well as the limitations of this study.

3.2 RESEARCH DESIGN – QUALITATIVE APPROACH

This study is a comparative and qualitative based case study approach in which cases are represented by two campuses of one college. According to Leedy and Ormrod (1985), qualitative approach seeks to collect numerous forms of data and examine them from various angles to construct rich and meaningful picture of a complex and multifaceted situation. This approach does not narrow focus on specific question, but ponder the theoretical paradigm in an inquisitive, open-ended settling way to get a better perspective of the issue at hand. In achieving this, the qualitative approach was used to design this study, collect data, analyse data and interpret data. The qualitative approach assists in revealing the nature of certain settings, processes, relationships, systems or people. It enables one to gain insight into the nature of a particular phenomenon, to develop new concepts or theoretical perspectives about a phenomenon and to discover the problems that exist within a phenomenon. The qualitative approach also allows the researcher to test the validity

of certain assumptions, claims or generalizations within the real world context. Lastly, it provides a means through which a researcher can judge the effectiveness of a particular policy, practice or innovations (Leedy and Ormrod, 1985). This approach became relevant to this study since its purpose was to explore the effectiveness of the FET College Act.

3.3 RESEARCH METHODOLOGY AND TECHNIQUE – CASE STUDY

The research was conducted in the form of a case study to enable inferences as to why some students from one campus of the same college are exposed to better educational opportunities while others from a different campus are not. This research method was selected because it allows the researcher to conduct an in-depth study of a unit by probing deeply and analysing intensively the characteristics and behaviour of a certain campus or community (Cohen and Manion, 1986). According to Neuman (1994:40), a case study can be described as a particular kind of study method in which the researcher collects a large amount of data on one or a few cases in depth, and finds more details about the issues that are being investigated.

According to Leedy and Ormrod (1985**),** a case study can take two approaches. A single case study is where the researcher focuses on a single case to promote understanding or to inform practice for similar situations. In some instances, a researcher study two or more cases to make comparison, build theory or to propose generalization. Such an approach to case study is called a multiple or collective case study. This study adopted the former approach since its focus was on two different campuses of the same college (Leedy and Ormrod, 1985).

A case study is important because it is suitable for learning more about a little that is known or a poorly understood situation. It is a research investigation that deals with current events in their natural context. It is useful to investigate how individuals and policies change overtime as a result of certain changing circumstances or

interventions. However, its major weakness is that we cannot be sure if its results are generalizable to other situations (Leedy and Ormrod, 1985).

Case study is an intensive investigation of a particular entity (Weiss, 1998:261). The entity that my case study researches is the Public FET College environment at Tshwane South College. This entity comprises campuses whose teaching and learning environment is not the same. It also comprise of managers, lecturers and students who are engaged in the teaching and learning process under different conditions. This qualitative approach helped the researcher to connect to the actions of college council and college management towards ensuring that all students receive equal and quality education opportunities.

A case study was particularly appropriate for this research because it gave the opportunity for one aspect of a problem to be studied deeply within a limited time frame (Bell, 1993). The FET College Act of 2006 has been in force for the past six years and factors indicating inequalities were best investigated through the case study method.

Since case study is a bounded system, that is, it should be bound to time and space, this research focused on two campuses of Tshwane South College, one situated in Odi, an impoverished community North of Pretoria and the other campus is in Centurion, a more affluent community south of Pretoria in Gauteng Province. The rationale in selecting the two campuses was to assess the degree of disparities that students were exposed to in both campuses. This study reviewed the teaching and learning environment for both campuses between 2006 and 2010. The value for selecting the timeframe above is because the FET College Act was implemented from 2006 and the purpose is to evaluate if there was any significant improvement in the teaching and learning environment in both campuses between policy implementation and now.

3.4 UNIT OF ANALYSIS

The unit of analysis is the major entity that the researcher analyzes in a study. Bless and Smith (1995) defines unit of analysis as the person or object from whom the researcher collects data. Units of analysis might be the individual, groups, artefacts, geographic unit and social interactions. This is the primary variable from whose information for the analysis will be used**.** For instance, if you are comparing the children in two classrooms on achievement test scores, the unit is the individual child because you have a score for each child. On the other hand, if you are comparing the two classes on classroom climate, your unit of analysis is the group, in this case the classroom, because you only have a classroom climate score for the class as a whole and not for each individual student. For different analyses in the same study the researcher may have different units of analysis.

For the purpose of this study the unit that formed the basis of comparison of analysis is the two campuses of Tshwane South College in Gauteng on whether the students in these campuses were exposed to equal opportunities for teaching and learning and whether the education provided was of quality standards as well as the deployment of resources.

The measurement variables for this study included:

1. Profiling these campuses according to students' race, pass rate, etc.
2. Infrastructure of these campuses – availability of amenities for teaching and learning
3. Budget for both campuses – budgets for two campuses (Income and Expenditure)
4. Council Effectiveness – policy development and strategies aimed at expanding equal opportunities (College Development Plan)
5. Campus Leadership
6. Conditions of service for lecturers in both campuses

3.5 PILOT STUDY

A pilot study was conducted in January 2010, prior to the actual data collection with the aim of determining whether the instruments should be modified or not, and to diagnose whether the variables of the study are measurable or not. A pilot study was conducted in one campuses of Tshwane South College, being Odi Campus and interviews were conducted with the acting principal of the college, the deputy principal academic affairs and campus managers of two campuses, lecturers, and students.

The pilot study enabled the researcher to check the adequacy of the questionnaire and the observation sheet. It is from this pilot study that the researcher was able to establish a protocol or a way of approaching the research. The researcher was able to approach the research in a more realistic way because he realised the importance of using an electronic recorder during the interviews because some of the respondents were very fast in responding to questions that he anticipated.

3.6 DATA GATHERING TOOLS

The researcher used three methods to collect the empirical data viz semi-structured interviews, documentary analysis and observation.

3.6.1 Primary Data

When conducting qualitative data research, the researcher is essentially the main research “instrument” of the data collection process. According to Creswell (1994: 145) in a qualitative research, data is mediated through this human instrument, rather than through questionnaires or machines. Wolcott (1995:61) on the other hand maintains that the human research instrument have a number of advantages,

however, he cautioned researchers not to be influenced by their personal appetites and experiences when they deal with their final research findings.

A researcher one can deal with this temptation of influencing the study by constantly monitoring and reflecting on study scope and focus throughout the data collection and data analysis phases of this research report. This is mainly achieved by following the guidelines for case study research provided Yen (in Winegardener: 2001:2) like having an inquiring mind that asked questions before, during and after data collection processes. The researcher must also be flexible and adaptable to unprecedented events during data collection process by accommodating college management during a crisis situation that prevailed when he was about to collect data. A situation arose which necessitated the researcher to postpone data collection at one of their campus. Yen also emphasize the need for a researcher to have the ability to listen, observe, sense and assimilate large data without being bias. The researcher's knowledge of the sector also came handy because he was able to interpret data as it is collected. However, the researcher distanced himself from the study by being as marginal as possible. This was achieved by observing, documenting data and asking questions without trying to alter the existing practices.

The researcher made every effort to establish a relationship of trust with participants. This was achieved by starting all sessions with a sensitization session with all of the research participants before commencement of my research. Separate sessions were held with all the respondents (See Appendix 1 for the Sensitization Session briefing notes). The sensitization sessions were aimed at informing the research participants of who the researcher was; what the research was for; the research process that the researcher planned to follow; and to assure the students of their anonymity throughout the research process. The session was also used to emphasize the need for honesty and openness from all participants throughout the entire process. This session gave the participants the option to withdraw from the research if they so wished. Letters of consent were signed by the participants; and guarantees of confidentiality were signed by the researcher at the end of this process (See Appendix 2A and 2B).

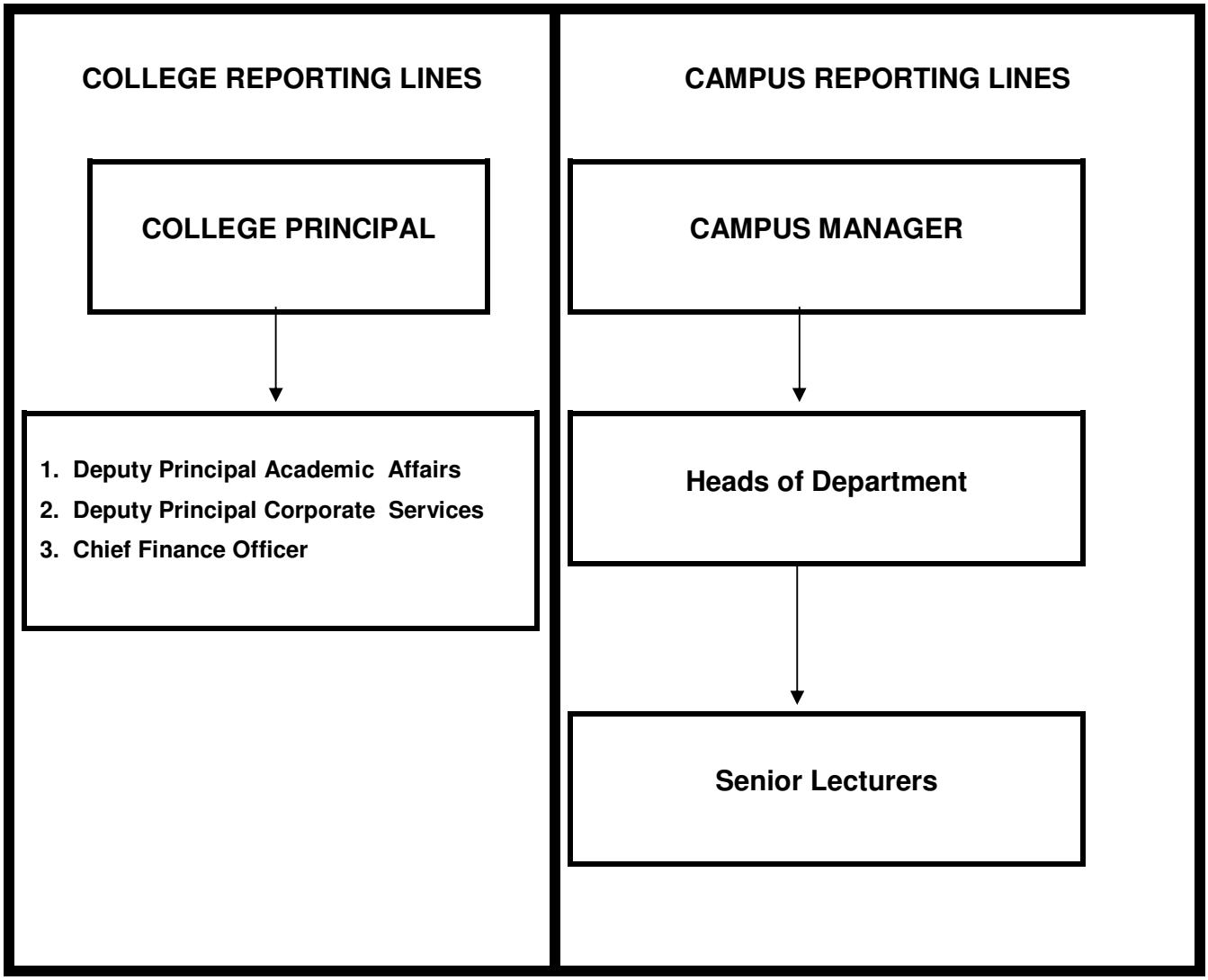
3.7 TARGET POPULATION AND SAMPLING

The researcher employed purposive sampling to **select campuses** of the same College. Purposive sampling is regarded as a strategy which chooses small groups or individuals likely to be knowledgeable and informative about the phenomenon of interest, the selection of cases without requiring or desiring to generalize the findings to all such cases (McMillan and Schumacher, 2001).

The idea behind purposive sampling was to choose campuses with different backgrounds and characteristics with the purpose of identifying the factors that are linked to why one campus is having better educational amenities as compared to the other. The study covered two campuses that have different educational amenities. In one campus there were signs of development whilst in the other campus there was virtually underdevelopment.

In each of the sample campus, interviews were conducted with campus managers, two students one being a member of the college Council and the other not; two lecturers; one being a member of the College Council and a non-member. Lastly, the deputy principal academic affairs and the college principal were also interviewed. The researcher conducted interviews and made observations at all sampled campuses with identified group. The visits were always planned in advance with the college principal (see attached interview schedule as Table 1). The organogram in Diagram 1 represent the relationships of various participants:

Diagram 1: Organogram demonstrating reporting lines at Tshwane South College



Source: Own, 2011

3.7.1 Semi-Structured Interviews

The purpose of the interviews in this study was to obtain comprehensive information and clarification. Neuman (1994) points out that interviews represent a direct attempt by the researcher to obtain valid results in the form of verbal responses from one or more respondents. These interviews were used to enable the researcher to make follow-up questions where there were ambiguities.

According to Leedy (1992), interviews are a professional interaction that requires professional planning and conduct. The semi-structured interviews allow for questions to be rephrased in case the respondent requires clarity on questions asked. In this form of interviews, the researcher is in a position to can also ask the respondent follow-up questions in case there is a need for clarification or additional details (Neuman, 1994). The researcher used the semi structured interviews to engage with research participants within the sample group selected. Interviews were conducted with the College Principal, Deputy Principal Academic Affairs, Campus Managers, Lecturers and students. These interviews were initially piloted prior to the actual data collection with the aim of determining whether the instruments should be modified or not, and to diagnose whether the variables of the study are measurable or not. These interviews were recorded on the interview sheet and electronically. The management and facilitation of the questions always asked questions in the same categories, these included: decentralized power of the college council, equalization of access, redistribution of resources, financial responsibilities, college management and administration and relationships

3.7.2 Focus Group Interviews

The focus group interviews are different to one-on-one interviews. They offer the researcher with a different advantage for interacting with a group in a group context. This type of interview offers the researcher with the opportunity to interview a group of individuals who share a similar type of experience. The strong point about this method is that it accesses inter-subjective experiences of the group of participants (Morgan, 1988). This method is deemed to be effective for it allows the researcher to assess problems, concerns and ideas with a purposefully selected group of participants. It creates a social environment where participants are encouraged to share ideas; different perceptions and it save time for it produce a large amount of data in a short period (Cohen, Manion and Morrison (2001:299).

The researcher conducted focus group interviews with students with the aim of eliciting their perceptions to create a friendly environment. Two focus group

interviews were conducted, one at Odi and the other one at Centurion campuses. For both focus group interviews at Odi and Centurion, the students were open, had trust in the researcher for he was clear when he sensitized them about the purpose of my study.

The focus group interviews enabled the researcher to ask questions of importance to students in relation to how their access is guaranteed by the college and if they were subjected to the same learning environment as compared to other students from different campuses. The researcher took advantage of the flexibility nature of the focus group interview to adjust his strategies to enrich my data.

3.7.3 Interview Strategy

In order to avoid any misunderstandings and to ensure that relevant data is collected, administered questionnaire was used. This was useful especially in ensuring that the respondents are clear in what is required from the study and to explain any questions that may arise. This ensured not only the integrity of the data collected but also that responses were collected within the shortest time as much as possible and cost as it would not be the case if self administered questionnaire were used.

The study focused on 12 respondents, being a College Principal, a Deputy Principal Academic Affairs, two Campus Managers, two Heads of Departments, two lecturers and four students. The principal was selected because by his virtue, he is the accounting officer of the college and a member of the College Council. The Deputy Principal responsible for Academic Affairs was selected because he is responsible for teaching and learning at the college. Campus Managers were selected because they responsible for teaching and learning environments at various campuses. Heads of Departments were selected because they are directly responsible for the needs of lecturers in campuses. The lecturers were selected because they have direct contact with the resources on the ground; they are in the first line of delivery. Students were selected because they are the recipients of resources and they are

more exposed to the teaching and learning environment than anybody else in a college. The demographics of the respondents are presented as Table 2 below.

Table 2 – Demographics of respondents

RESPONDENTS	GENDER		RACE	AGE					CAMPUS
	FEMALE	MALE	W- White B- Black	16 - 20	21 – 29	30 – 39	40 - 49	50 +	H - Head Office C - Centurion O - Odi
1		√	W					√	H
2	√		B					√	H
3		√	B				√		O
4	√		B				√		O
5		√	B			√			O
6	√		B				√		O
7		√	B			√			O
8	√		W		√				C
9		√	W	√					C
10		√	B		√				C
11		√	B	√					C
12		√	B	√					C

3.7.4 Document Analysis

Documents, especially college records and minutes of Council Meetings and Campus Management meetings, campus budget and auditors' reports played an essential role. These documents were reviewed to give an indication of how mandated policies and regulations regarding college or campus finances and budgeting from national and provincial levels were interpreted at campus level. McMillan and Schumacher (2001) assert that documents provide an internal perspective of the organisation and describe functions and values and how various people define the organisation. Documentary evidence shaped and informed the practice in the campuses under review.

3.7.5 Observation

Observation is defined as a direct firsthand eye-witness account of everyday social action (Schwandt, 1997). According to George (1994), this is the most basic tool for gathering information and it is usually used when one wish to observe the subjects in

a real life setting without any disturbances. There are three types of observation: non-participant, participant and unobtrusive. For this study participant observation was used due to the nature of information that was required. The reason for using this approach was to enable the researcher to gain a close and intimate familiarity between campuses through an intensive involvement with people in their natural environment. This approach enabled the researcher to discover discrepancies between what the participants say and what actually happens within the campuses.

The direct interaction with the students, lecturers and managers at the colleges under study was used to get their feelings on the policy in question. The campuses were also visited to verify the developments aimed at improving campuses to make them equal. This was a simple type of observation where the observers' real purpose of his presence to participants was obvious. The researcher observed if students at both campuses of the college are afforded equal opportunities. This was done by comparing the physical facilities or amenities provided to students in both campuses. A record of similarities and differences is kept on the observation sheet.

Observation is useful to deal with the issue of bias, which can compromise the validity of the study findings and conclusions. By nature, people can sometimes be bias when giving information under certain circumstances for a number of reasons, like, they will sometimes give the information that they cannot remember accurately later on or how the event occurred. Sometimes they can give information that in their opinion is required.

As a way of collecting data, the researcher negotiated times and parameters for observation with Campus Managers on intervals during his interview sessions. Campus Managers were very flexible and granted the researcher the opportunity to observe outdoor physical layouts of their campuses, classrooms, computer laboratories and general facilities.

In conducting his research, the researcher recorded what he saw and heard while observing structured and unstructured social encounters in campuses on the

observation sheet (see a copy attached as Appendix 6). The researcher observed physical facilities attributes of the campuses, classrooms and how facilities were utilized at selected campuses prior and after the interview process. The researcher also had the opportunity to understand the relationships that exist between research participants. According to Leedy and Ormrod (1985), the primary advantage of conducting observations is flexibility. This enabled the researcher to easily shift focus as new data came to light. It is for this reason that observation was conducted in a systematic way, following scientific rules, and it was useable and quantifiable data was obtained.

The researcher also observed the social behaviour of students at both campuses. This allowed the researcher with a deeper insight into the research problem (Bless and Smith, 1995). Most of the researcher observations were in the context of physical attributes of all campuses and how they effect on teaching and learning. The atmosphere at campuses of Tshwane South College seemed to be contributing significantly to the ways students perform.

The researchers observations were recorded on the observation sheet and also recorded on the audiotape as both lecturers and students were commenting on the environment within their campuses. The researcher also took photos to affirm the degree of disparities that exists between campuses of the same college as a way of strengthening the findings of this study. The tape recordings were later transcribed with the intention of understanding the dynamics within the two campuses. These notes, what Henning, Smith and Van Rensburg (2004) call soft notes; assisted the researcher in developing ideas as he tried to verify his understanding of the information gathered. These notes included the researcher's personal thoughts, ideas, opinions, impressions and discussions based on the responses from the respondents and my observation.

The observation and the recording of the researchers observations assisted him in gaining a deeper understanding of the different contexts that the two campuses of Tshwane South College are operating from and how these different contexts effects

on teaching and learning, the contexts that might have gone unnoticed in formal interviews.

Observation focused on the following:

1. Who? – related to the relationship between the respondents
2. What? – related to the context of the respondents
3. How? – related to how respondents engage with each other
4. Why? – relates to the main question of the research being quality education and deployment of resources

When conducting the investigation, the researcher was very mindful of the disadvantages and advantages of the methodology of a case study. In the researchers' attempt of trying to answer the main research question being: Why some campuses of the same college are more successful than others? The researcher tried by all means through qualitative approach to determine or investigate the factors that determine campus success on a scaled and focused small group. The study afforded the researcher with the opportunity to engage with the research participants to determine these factors that effect on the success of the campuses from numerous perspective within the case study. These perspectives included power of the college council, how campuses are funded, the effectiveness of college management and infrastructure development and how these institutional factors tend to be barriers to success of campuses.

3.8 DATA ANALYSIS

According to Ary, Jacobs and Razavieh (2002), data analysis is the heart of qualitative research and as the only process that distinguishes qualitative and quantitative research. They maintain that the most important function of research is to search, re-search, arrange and rearrange data in such a way that it can be clearly understood and presented.

Since this study is qualitative in nature; qualitative methods of data analysis and interpretation were used. Qualitative data analysis is a primary and inductive process of organizing data into categories and identifying patterns (relationships) among the categories (McMillan and Schumacher, 2001:461). Data collected during this study was organized into conceptual categories and themes were created, especially those that were used when analyzing data. The primary objective of conducting data analysis and interpretation is to discover regular patterns in the data collected (Kelly, 1999)

The researcher recorded details about the context in which the case is found, including information about the physical environment and any historical, economic and social factors that are bearing to the situation. This was achieved by creating two columns, the first being Odi Campus and the other being Centurion Campus. Each column was further divided into two sub-columns, the first being success factors and the second being failure factors.

The researcher therefore systematically worked through the raw data by adding factors and explanations to relevant sides of the table. In the explanation column the researcher describe the factors in detail and then provided a reference brackets e.g. (B1:4) just like the researcher have numbered all the documents in the raw data (including questionnaires, interviews and observations). A reference of this kind will direct the researcher to the page (4) of the document (B1).

The data was captured in as text in a narrative form. The following steps were followed when capturing data:

1. The specific facts about the case were arranged in a logical order.
2. Data was clustered according to specific groups.
3. Specific documents, occurrences and other **bits** of data were examined for specific meanings that have relation to the case.
4. The data and their interpretation were scrutinized for underlying themes and other patterns that characterize the case more broadly than a single piece of information can.

5. An overall portrait of the case was constructed. Conclusions were drawn that have implications beyond the specific case that has been studied.

By identifying the context of the case, the researcher helped those who will read the case study to draw conclusions about the extent to which its findings might be generalizable to other situations (Leedy and Ormrod, 1985).

The researcher relied mainly on my field notes, completed questionnaires and recordings of the focus groups and interviews during the process of interpreting data. The researcher started by transcribing the notes from interviews conducted with college management. To minimize loss of data the researcher personally transcribed the tape immediately after each interview because the interview setting (body language) was still fresh in my mind. The whole exercise enabled the researcher to record the details of the interviews. After transcribing interviews, the researcher worked on questionnaires and coded information by identifying common factors that contribute to the success of one campus over the other one.

In the process of categorizing data, the researcher was able to make comparisons and contrasts on issues that affect colleges or campuses of colleges in becoming successful in their business of teaching and learning (Creswell, 1994:153). The researcher was also able to notice themes emerging in relation to factors that affect these campuses negatively and positively. These themes are detailed in Chapter 4 and will subsequently be discussed in details.

3.9 VALIDITY AND RELIABILITY

The researcher seriously considered issues of validity and reliability. Both validity and reliability are important methods used to evaluate the measuring instrument that research is using; however, they are entirely two different things. According to Mouton (1996), validity is a quality of the element of knowledge, that is, the quality of

data collected. According to him, quality of data collected can be achieved only through honesty and integrity of both the participants and the researcher. He maintains that if any of the respondents or the researcher himself fails to offer the truth, the research findings will be inaccurate. The challenge that the researcher faced was that of his preconceived ideas and the experience within the FET College Sector. However, the researcher had the aim of his study to keep him focused. This enabled the researcher to constantly remember that he was not out to test the people, but rather to investigate if the effects of the FET College Act were successful or not within FET Colleges in South Africa. The researcher therefore assessed the validity and reliability of the study by triangulating data received from various data sources.

McMillan and Schumacher (2001:407) assert that "validity refers to the degree to which explanations of phenomena match the realities of the world, or the degree to which the interpretations and concepts have mutual meanings between the participants and the researcher". Validity can therefore be regarded as a descriptive word or the use of variables that measure accurately the issue that it is aimed to measure. Leedy (1993) attest that validity is concerned with the soundness, the effectiveness of the measuring instrument. Poor measurements can invalidate any research project because the researcher may be unable to show that the data accurately reflects the subject of the research (Bless and Smith, 1995).

For the purpose of this study, the measuring instrument was used to prove that the FET College Act of 2006 is promoting quality of vocational education and that it is further expanding equal opportunities for all. Validity looks at the end results of measurement. The principal question that validity asks is: Are we really measuring what we think we are measuring? The measuring instrument should measure precisely the factors or attributes it was meant to measure (Leedy, 1993:41-42). It is therefore important for a researcher to constantly evaluate the measures that are used during a research process.

There are two different kinds of validity. They are internal validity (causal inferences) which is the degree to which extraneous variables are controlled; and external validity, which refers to the "generalizability of the results, the extent to which the results and conclusions can be generalized to other people and settings" (MacMillan and Schumacher, 2001:167). For that reason construct validity is needed, or "a type of validity that refers to the extent to which the study represents the underlying construct" (McMillan and Schumacher, 2001:586). Operational validity is also needed to ensure that the data collection process manages to secure data that is matching with what the study aims to investigate. For this purpose triangulation of data was a useful device. In order to maximize the validity of the study, the researcher used multi-method strategies such as semi-structured interviews, recorded data, documentary data and observation. Multi-method strategies permit triangulation of data across inquiry techniques which enhance the validity of the study.

Reliability can be defined as the likelihood that a particular method will yield the same findings if the study is repeated or conducted by another person. Because this is a social study, it may not generate perfectly issues of validity and reliability. It is therefore possible that some people or participants might give the researcher information that is time-specific and may change in future. This is because human beings are dynamic and unpredictable. Their thoughts can vary and adapt, depending on the time and the context. Though as a researcher one is aware that there is a need to maximize validity and reliability of this study, the researcher therefore used triangulation of research instruments and interviewees to obtain data. The interviewee's responses were recorded and transcribed verbatim. The researcher then compared the data obtained from several other sources. This triangulation of data increased data validity. Triangulation in qualitative research is meant to be a cross-validation among multiple data sources, data collection strategies and theoretical schemes (McMillan and Schumacher, 2001).

McMillan and Schumacher (2001) assert that the use of multi-method strategies will assist in enhancing the credibility of the study. To improve reliability, the researcher

conducted the interviews in a manner that was as objective and professional as he could manage.

3.10 ETHICAL CONSIDERATIONS

3.10.1 Consent and Confidentiality

All human behaviour is subjected to ethical principles and rules and research is not an exception to this rule. Central to this rule is the principle of ethical acceptability that calls for informed consent (Anderson, 1998:16). This implies that any research study should be sanctioned and those who participate in the research study should be informed of the purpose and the benefits of the research study.

The study was approved by the Graduate School for Public and Development Management at University of the Witwatersrand. Authorization to conduct this study was also granted by the Gauteng Department of Education (see authorization attached as Appendix 5). It was further approved by the Acting Principal of Tshwane South College (see authorization attached as Appendix 4). Informed consent was obtained from the participants prior to taking part in this study (see attached a copy of consent letters as Appendix 2 and 3). The participants were also informed about the nature, scope and purpose of the study. Participants further informed that their participation in this study is voluntary and that there were no material benefits for them associated with taking part in the study. They were also informed that they have the right to stop participating in this study at any time if they want without any negative consequences to them. Confidentiality and anonymity of the participants was guaranteed by making sure that no identifying information; their names or the names of the campuses they worked for, was used anywhere in this report. Participants were identified only through their interviewing sequence (e.g. Key respondent 1, Key respondent 2, etc).

In this written research report, the confidentiality of all research participants has been ensured by the use of pseudonyms. The name of the campuses has been

substituted so as not to reveal their identity. The names of individual research participants have also been replaced with pseudonyms; as have contact numbers, physical addresses, email addresses and any other information that may appear on introductory or consent information.

3.11 LIMITATIONS OF THE STUDY

Limitations of this study include the fact that the college was selected purposively and its campuses through convenient sampling. These campuses might differ in important aspects from other campuses of other colleges in South Africa, and are not representative of South African Public FET Colleges. This means that the findings of this study cannot be generalized to other South African Public FET Colleges. Great care was taken to design the data collection instruments and to ensure that quality information was obtained. However, the study relies on participants' reports and their perceptions and is thus subjectively determined. Nevertheless, the information obtained from participants gives important insight into some of the key policy implementation issues and can be used as pilot study for the design of similar studies.

3.12 SUMMARY

This chapter has outlined the approach, methodology, data collection instruments that were used in this study. These provided the researcher with a solid foundation from which to gather data. It was because of applying the qualitative approach that the researcher has realized the value of qualitative data. With the tools used to gather data one could hopefully reveal relationships that exists between policy and its implementation.

CHAPTER FOUR

PRESENTATION OF RESEARCH DATA

4.1 INTRODUCTION

This section of the study describes and explains how the FET College Act of 2006 was implemented in FET Colleges with the intention of illustrating the effects that this policy had on the quality of education and redistribution of resources within the College Sector. The section presents the results of study by describing the effects of the implementation process of the FET College Act of 2006 at two campuses of the same college. The narrative of the college and each of the campuses is extracted from the interviews transcripts, questionnaires, observations, documents and photographs. This section is a series of events as they unfolded during the implementation of the policy in question to date. This is achieved by first looking at the effect of the policy on the college as a whole and then at two campuses of this college. The researcher identified the following themes in relation to factors that affect these campuses negatively and positively:

a. Governance context
b. Socio-economic backgrounds of students
c. Teaching and learning environment
d. Curriculum Delivery
e. Conditions of service for lecturers
f. Student Performance
g. Management and leadership

The entire above are integral when it comes to issues of quality education and equalization of opportunities for learning. The narrative below is an attempt to understand, express and explore the ideas of the managers, lecturers and students as experienced in terms of emotions and hidden feelings about the policy and its implementation. What makes this study to concentrate mainly on quality education

and equalization of educational opportunities is because of the quality of education that 'African children' are exposed to in South Africa.

This chapter is divided into four sections. Section 1 presents the narrative of the whole college; its governance context since 2006 until 2010. It is a narrative of all stake holders that were interviewed, what was observed and what came out of documents. It outlines the individual experiences, views, perspectives of the stakeholders on policy implementation process within their local context. Section 2 focuses on Campus A, whilst Section 3 focuses on Campus B. The researcher was also able to notice themes emerging in relation to factors that affect these campuses negatively and positively.

4.2 THE PROFILE OF TSHWANE SOUTH COLLEGE

Tshwane South College was established in 2002, by the merger of three technical colleges, formerly known as Centurion, Pretoria West and Attridgeville

Centurion was established in 1937 as the School for Technical Training and part of the Artillery and Aircraft Depot at Roberts Heights, now known as Thaba Tshwane, where, training for the then, Union Defence Force was conducted. In 1992, The Department of Education terminated technical training at the college. The SANDF took over and funded the college. In 2001, Centurion College was declared a college for FET (Tshwane South College Profile, 26 Sept. 2011).

Pretoria West College came into being in 1975 to offer theoretical training mainly to apprentices. In 1994, the name changed to Pretoria West College of Engineering and together with ISCOR and PREMOS provided practical training for unemployed students. In 1997 this college obtained accreditation by the then Training Board (MEIETB) for the training for unemployed students (Tshwane South College Profile, 26 Sept. 2011).

Attridgeville College was established in 1991 after motivation by the community with funds donated by Anglo American and De Beers Chairman's Fund. The following satellite campuses were established: Citicol for grades 10 -12, Kidicol for nursery school children, Busicol for Entrepreneurship courses and Twin Palms as a training restaurant (Tshwane South College Profile, 26 Sept. 2011).

Odi Manpower was built during the reign of Mr Lucas Mangope in Bophuthatswana. It was then one of the Colleges that merged to form Orbit College for FET. After the demarcation of the borders, Odi campus became part of Tshwane South College in 2006 (Tshwane South College Profile, 26 Sept. 2011).

Tshwane South College lies to the South within the municipal boundaries of Tshwane Metro. The college attracts learners from Tshwane, the rest of South Africa and from outside our borders. Though this college has got four campuses, all these campuses are different in many respects. Tshwane South College with its four campuses provides for a rich case study of the effects of the act on the quality of vocational education and training provisioning in South Africa. However, for the purpose of this study, two campuses were selected to investigate the effects of the FET College Act of 2006.

The two campuses, one situated in Odi, an impoverished community North of Pretoria and the other campus is in Centurion, a more affluent community south of Pretoria in South Africa are locus of control for how a gap between the poor and the rich is widened by the FET College Act of 2006. These campuses, though belonging to the same college are two sides of the same coin, extremes of misery and prosperity.

4.3 GOVERNANCE CONTEXT – PERCEPTIONS AND EXPERIENCES OF POLICY IMPLEMENTERS

The FET College Act of 2006 pronounced the College Council as responsible for the overall governance of the College and is accountable to the Department of Education

and the constituency it serves. The College Council is responsible for the strategic planning of the college and planning for funding of the institution. It is the responsibility of council to address the past imbalances and gender and disability matters; and to determine the language policy of the institution (FETC Act 16, 2006).

The composition of the Council is clearly described in the FET College Act with clear guidelines with regard to gender equity and aspects of equity, competence, and experience in FET, interest in the sector and knowledge of local industry and the community. Of interest to this study, the Acts further calls for external members to have specific knowledge, interest and experience in financial, human resource and legal background. These members should broadly represent the community and the FET system and they must have a thorough knowledge of the FET system and related interests (FETC Act 16, 2006).

The Council is the main governance structure and as such this study is interested in finding out how the College implemented the FET College Act and the effect of such a policy. A council is not a passive entity, it is involved with overseeing what is agreed at Council meetings and its sub-structures and if such decisions are indeed implemented in an appropriate and meaningful manner. A successful Council must have a strong balance of executive leadership directed by the College Principal and political provincial accountability since they are appointed by the MEC and administrative accountability as well as the college's wider social and public purpose. The background given above, elucidate a clear picture that the role of College Councils is critical in the running of FET Colleges.

The responsibility delegated to the college councils include amongst many other things, to promote the quality of education and to improve and equalize the opportunities for learners to learn. This include making sure that the curriculum is easily delivered through the Academic Boards, training and employing lecturers, improving the conditions for teaching and learning, reducing students and lecturer absenteeism, providing teaching and learning materials and many other things. In short, they are responsible for the quality of education provided at these institutions

and to ensure that the students are provided with equal opportunities as per dictates of the constitution of this country. This is the intention of the FET College Act of 2006.

Notwithstanding the fact that this policy is clear on the role of the college council, the respondents maintain that members of council at Tshwane South do not understand their role within a college. The investigation has revealed that the actions of some council members have created a feeling within the college constituencies that some council members position themselves in running the affairs of the college. The respondents have reflected on a case of a college council chairperson who is forever at the college using the college car to conduct his personal errands. It is these kinds of actions that make people within the college to hold the view that

> *"Council members do not understand the difference between governance and management".*
> (Respondent 2, Interview, 17 February, 2011).

The respondents maintain that council member are interfering on management issues of the college rather than playing an oversight role.

According to the article that was published by *Pretoria News* on the February 2011, Tshwane South College has been besieged by a number of unrests, strikes, go-slows and has been a center of instability for a number of years due to lack of leadership. Between 2006 and 2011, the college was led by four different principals because stakeholders within the college had no confidence on the executive leadership of the college. In 2010 the chairperson of council was forced to resign by members of staff on allegations of incompetence. This is corroborated by respondent 5 when he spoke of how the chairperson of council was forced to resign. He said

> *"the chairperson was removed physically from stage whilst giving a speech during the graduation ceremony".*
> (Interview, 17 February, 2011).

Though chapter three (3) of the Act is clear on disqualification, removal and filling of vacancies of council, the chairperson was removed unceremoniously without any recourse. According to the respondents such actions has demonstrated that the FET College Act lacked political will and direction. The act states that the four external members of council should be appointed by the MEC and that he is the only person who can dissolve the college council. The actions of members of staff support the claims by *Pretoria News* (February 2011) that Tshwane South College has been unstable for some time and there was no direct intervention by government to rectify the situation.

There was also a contest over the legitimacy of the elections that placed the next chairperson of council on the grounds that he was only elected by five external members of council instead of the full sitting of council. This happened after all the internal members of council were suspended by council on allegations of misconduct. The FET College Act (2006) prescribes that the council chairperson should be elected by a full sitting of council.

There was a universal unhappiness from the respondents that were interviewed about the role of a council as the employer. They maintain that government has taken a risk of putting the education of the students into hands of few individuals who according to them do not have the capacity to run the college. The FET College Act of 2006 is aimed at providing for the establishment, governance and funding of public further education and training colleges; to provide for the employment of staff at public further education and training colleges; and to provide for the promotion of quality in further education and training amongst other things. All the respondents maintain that the council does not have the capacity to deal with these matters. These sentiments were shared by respondent 4 when he said

> *"The dissatisfaction of lecturers over council assuming the role of the employer has manifested itself when they were asked to choose between remaining employed by government or by council. Majority of very competent lecturers decided to remain*

with government rather than being transferred to college council. The mass departure of lecturers from FET Colleges came as a result of lack of confidence on the council"
(Interview, 14 February, 2011).

The mass departure of lecturers highlighted the deficiency of the government policy and how a policy can achieve unintended outcomes. The decision by government to have delegated its responsibility to the council at Tshwane South College has led to the institution losing experienced and competent lecturers during the governance changeover.

Most of the lecturers who left had convictions that the council was not adequately prepared or capacitated enough to manage complex issues such as funding and human resource responsibilities like benefits.

The students also support the views held by most respondents that the college council is not capable of governing the college. In their responses they apportion blame to the college council. They maintain that each academic year is marked by disruptions due to strikes caused by unhappy lecturers. They assert that there has never been a year without disruption of classes or a strike by lecturers over either conditions of service or salary related queries. They regrettably alleged that they are the ones who suffer most because of these disruptions. According to them, the high failure rate and drop-out rates experienced by the college is as a result of amongst many other things, these stoppages that council have no control over. Respondent 9 supports these views by saying

"It is a fact that this term will not come to an end without a strike. At one campus the students have not as yet attended classes since the beginning of the term because there are lecturers who were suspended without a reason"
(Interview, 11 February, 2011).

The lecturers' view further supports the views held by students when they say "*there will never be stability at the college due to lack of job security*" (Respondents 4 and 7, interview, 17 and 11 February, 2011). They maintain that majority of them are employed on fixed term contracts and as a result they are not certain about their future. The respondents call for the state to be the employer and to maintain parity when it comes to conditions of service amongst all staff members. In view of this, respondent 7 said

> *"Instead of me concentrating on giving out my best at this college, I am always preoccupied with the thought of finding a stable job for myself. I cannot buy a car or a house under the current situation because I don't know when my contract will be terminated. There is no job security here".*
> (Respondent 4, Interview, 14 February, 2011).

One recent assessment of teacher morale in sub-Saharan Africa concludes that school systems catering for tens of millions of children face a 'teacher motivation crisis over issues ranging from employment conditions to training and support (EFA Global Monitoring Report, 2009). FET Colleges in South Africa cannot be isolated from the findings of this study. Ensuring that learners –including the most disadvantaged – have access to enough motivated teachers is vital to the delivery of good and equitable education.

According to respondent 4, there is a noticeable omission from the act itself when it comes to representation within college council (Interview, 14 February, 2011). All the respondents maintain that the role that the campus managers play with the day to day running of college was neglected by the act. There is a strong view held by respondent 4 that the act should have made provision for the representation of campus managers within the college council. His view is that

> *"Campus Managers are responsible for the core business of a college, being teaching and learning, but they are not represented in the college council. Their role is perceived as*

central to the running of the college, but the act failed to recognize this"
(Interview, 17 February, 2011).

Campus managers, by virtue of their involvement with daily running of the college, should be represented within the college council so that the aspirations of their respective campuses can be considered during council meetings. There is a belief that the college principals as members of council run short of carrying these aspirations through**.** According to Respondent 8, campus managers should be given the opportunity to vote on issues that affects their campuses, and as a results all issues of quality and equality will be adequately addressed (Interview, 17 February, 2011).

It therefore becomes clear that the unintended consequence by government to outsource education were far reaching. The major unintended consequence of this policy was that because of lack of job security, majority of very competent lecturers decided to leave the college and they were replaced by less competent lecturers. On top of this, the college is not affording lecturers with staff development opportunities aimed at bridging the existing knowledge gap of the lecturers.

4.3.1 Principal – Agent relationship

The government as an institution is highly complex and its structures have a major effect on policy making process. The authority to implement policies is distributed amongst many actors. Because of this complex arrangement, there is likelihood that policies that are introduced end-up losing the intended outcomes due to the role those actors play in policy implementation. For policies to be effective there is a need for centers of power to have a consensus on how policies need to be implemented.

This relationship between main actors in a policy environment is called the principal and the agent relationship. If roles and responsibilities are not clarified between these policy actors, there will be unintended consequences that will eventually compromise the quality of education and training and further perpetuated uneven distribution of resources (Ball, 1992:22). The footprints of disparities When it comes

to the implementation of the FET College Act of 2006, the principal – agent relationship, that is, a relationship between National Department of Education (principal) and Provincial governments (agents) was not clearly defined. It had massive and poor quality of education is obviously persistent and they are immune to change. Education quality and performance still replicates patterns of poverty and privilege in the society.

The role that the provincial government has played with regard to the implementation of the FET College Act has left much to be desired. The Gauteng Department of Education as an agent was perceived by respondent 4 and 8 as causing more problems than providing solutions to the challenges faced by the college sector. When it comes to the implementation of the FET College Act of 2006, there is national (principal) and agent (provincial) arrangement in South Africa. However, when this policy was constructed such a relationship was not clearly defined; this was confirmed by the Minister of Education, Naledi Pandor when addressing the First Pan African TVET and FET Conference in 2008, held in Cape Town. She maintained that

> *"Funding hasn't been sufficiently transformed yet", said Pandor. "We have made the changes, with the support of colleagues from provinces, but they tend, when they have a choice, to allocate to schools rather than colleges".*
> (Naledi Pandor 4, TVET Conference, 14 September, 2008).

The implication taken from the Ministers statement is that when the policy was formulated the relationship between the principal and the agent was not clearly defined and this led to misinterpretation of policy by provinces, hence FET Colleges ended being funded less than schools by the agents. This has resulted in a disadvantaged allocation of resources and colleges were the once who suffered more. Ball, (1992:22) suggests that policies should be constructed in such a way that they leave a minimum opportunity for creative interpretation by agents. He refers to such policies, that is, those that are adequate and uses the appropriate language as writerly texts (Ball, 1992).

The respondents hold that the provincial education department role in their college ran in ways that frustrate the best efforts of Tshwane South College instead of complementing their effort. There are views held by some respondents 6 and 2 that the FET College Act was not implemented in full by the province. These respondents hold that some of the provisions of the policy were not implemented at all by the Gauteng Department of Education which is represented by the MEC**.** Respondent 2 illustrated this view by indicating that the Act calls for the FET Colleges to publish annual reports in respect of how resources of the colleges are utilized, however, Tshwane South College has never published such since 2006 (Interview, 01 February, 2011). He said that

There are claims by respondents that the provincial office meddles in affairs of the college in an unacceptable and unwarranted way. Most respondents see the provincial office as a bureaucratic post office raising regulatory burden on Tshwane South College without adding any value to performance and the quality of education provided. According to respondent 2

> *"There has never being intervention by the province in finding out why our college failed to submit the annual report to the MEC as per dictates of the FET College Act. The MEC in Gauteng has not reviewed the Strategic Objectives of our college as stipulated in chapter 3 of the policy. I doubt if she has ever reported to legislature about performance or non-compliance of our college to the Act".*
> (Interview, 25 February, 2011).

The responses above are clear that there was never a consensus between National Department of Education as a principal and the Provincial Department of Education as an agent in terms of how the FET College Act should be implemented. As a results the intention of the policy as it was written were never fully achieved. Lack of consensus between these two centers of power has resulted in the FET College Act

not being implemented effectively. Ball (1992:22) was correct when he suggested that policies should be constructed in such a way that they leave a minimum opportunity for creative interpretation by agents. If the FET College Act was constructed in that way, it could not have created a situation where respondents were beginning to question its intentions.

4.3.2 Funding model within a college

Equality in education means that the different learner needs count equally in determining expectations, resources and services (Bastian, Fruchter, Gittel, Creer and Hskins, 1986). However, this seems not to be the case when it comes to the way campuses are funded within colleges. In Tshwane South, there are substantial inconsistencies on how different campuses of the same college are funded. There are those campuses that benefit most from the budget process as compared to others.

According to the internal arrangement within a college, each campus is expected to develop its budget according to its income. Campuses are expected to plan their expenditure and income for the following academic year. It is the expectation that they should supplement the resources provided by the state through fundraising initiatives. Allocation of funds should be prioritized according to the college strategic plan. Budgets from all campuses are therefore translated into a college budget. The overall responsibility of the college budget lies with the college council. (Respondent 2, Interview, 25 February, 2011).

When such a budget is developed, campuses are expected to spend the allocation made as per budgets. The campus that generates more income is set to achieve whatever has been budgeted for. The respondents believe that the way the budget for campuses is developed is not assisting in attaining equity and redress with regards to the gaps created by the apartheid government. They maintain that the approach used by the college for allowing campuses to construct budget based on their income is benefiting campuses that were historically advantaged and thus

perpetuate the inequalities that exist within a college. The respondents maintain that a budget should be developed in such a way that it should first address unequal conditions that are currently prevailing amongst the campuses.

The documentary analysis conducted on the 23rd of February 2011 has uncovered that the college does not have a plan aimed at closing the existing inequalities between campuses with different backgrounds. The campuses that have adequate resources, capacity and leadership are given the advantage over those that lacks these conditions. To illustrate this point, campuses like Centurion and Pretoria West generate their income from student fees, donors and partnerships that they are having with industry. A campus like Odi, only generates its income from student fees and funds raised by renting classrooms to community for various projects. The money raised by Centurion and Pretoria West Campuses is far higher than that from what Odi and Attridgeville jointly. This kind of arrangement is disadvantaging the campuses that generate less income and unfortunately, these are the campuses that are located in previously disadvantaged communities. The researcher has observed that the campuses that are located in affluent areas, with majority of students coming from rich families, are given an unfair advantage and it is because of this kind of arrangements that the campuses located in impoverished backgrounds will continue to remain in the same situation.

Other than the unequal budget distribution, there was a concern that was raised by the respondents regarding the financial management capacity of this college. Tshwane South College, like many other colleges in the country has been operating without a Chief Financial Officer with the necessary accounting qualifications. There was an agreement amongst respondents interviewed that the college has weak financial management system (Respondent 2, Interview, 25 February, 2011).

One of the functions of the college council is to raise funds for the college. It is increasingly evident that since 2006, the college council has failed to raise money for the college or to enter into partnerships that are adding value to teaching and learning. This confirms the assertion made by some of the respondents that the

college council lacks capacity for discharging delegated functions and responsibilities.

Over and above this, it is the decision of council not to enrol students who do not have registration fee, even though government has been talking about broadening access to education. These students without registration fees are excluded from the college on the basis that the college cannot function without cash flow. Students, whether deserving or not, are forced to 'pay or to fly'. This practise has as a result excluded students who deserve. The college blames this to the failure of Gauteng Department of Education (GDE) from transferring funds timeously and if they cannot generate money during the registration process, there is no way the college will be in a position to pay salaries for lecturers at the beginning of the academic year (Respondent 2, Interview, 25 February, 2011). The effects of poor service delivery from none performance by the GDE has resulted in a number of deserving students; from impoverished families who cannot afford to pay high fees; from being excluded from education.

Educational institutions such as FET Colleges should be endowed with necessary means to enable all students to be educated, employable, socially informed, and capable of participating in community life and towards developing their own talents and interests. Education policies should emancipate the poor, but the policy in question has left the poor communities to struggle on their own and thus it perpetuates underdevelopment. Funding should be fair with respect to educational opportunities, access and outcomes. It must create effective learning environments for all students, including adequate facilities, well-trained teachers, and relevant curricula and clearly identified learning outcomes.

4.4 CAMPUS A - PERCEPTIONS AND EXPERIENCES OF POLICY IMPLEMENTERS

The United Nations Children's Fund (2006) defines quality education by five key dimensions, namely what the learner brings, the environment, content, process and

outcomes. Learners bring to the school environment issues ranging from language, culture, health issues, social issues and economic issues. The learning environment includes adequate facilities – class size, sanitation facilities, health service, etc. Content includes relevant curriculum and learning materials that are appropriate to the level of learning and understanding. Process includes well trained teachers, well managed, skills based and being able to use appropriate technologies. Education system should support working conditions for teachers. Outcomes will refer to learners who can pass and play a meaningful role in the society. This approach will be used to determine the quality of education and allocation of resources between two campuses of Tshwane South College.

The college does not operate in vacuum, but turn to reflect or influenced by a wider socio-economic environment it find itself in. Severe socio-economic conditions such as poverty, HIV/AIDS, child headed families, absent parents, etc, undermines the work of education. Campuses located within these environments face scarce resources; Research has proven that under privileged children are more consistently prone underperforming.

4.4.1 Campus Profile

This campus is located in north-west part of Pretoria, a relatively poor community of City of Tshwane. On average, socio-economic conditions in this part of Pretoria are worse than those in the southern part of the metropolitan area. This is where most of the city's poor and marginalized are to be found. This community has got unemployment rate of 40% as compared to the national rate of 42%. The average annual income per household is less than R 140 000.

4.4.2 Socio-economic background of students

The socio-economic background of students is one critical dimension for assessing quality of education. The campus has enrolled 1825 students in 2011, of which 720 are males and 1105 females. This campus is one of the two campuses that are not

multi-racial that enrols only black students. This campus consists of a blend of relatively small number of privilege students and it is predominantly characterized by students from poverty stricken families. The respondents maintain that the students at this campus generally perform poor because of their socio-economic conditions. They attributed poor performance or underachievement to effects of poverty, language barriers, funding and deployment of resources.

Countries vary enormously in their capacity to finance education. Increased public spending is not guaranteed to improve access, equity or learning outcomes. But chronic and sustained under financing is a sure route to limited, poor-quality provision. Government should ensure that it finances education in such a way the students from impoverished backgrounds are guaranteed education and are provided with better environment to compete favourably with those students coming from affluent backgrounds.

However, the move by South African government to delegate responsibility to college councils as employers has contributed majority of students excluded from education. Government should resume the responsibility of paying lecturers salaries so that colleges can stop using the cash flow problems for payment of lecturer salaries as an excuse to deny the students access. According to respondent 6,

> *"The constitution of the country is clear that it is the responsibility of government to make education 'progressively available and accessible' to all. For the FET Colleges to achieve quality education, government must increase spending on education to improve access. Denying students access to education due to the socio-economic background is a sin and unconstitutional".*
> (Interview, 11 February, 2011).

This respondent maintains that this campus generates its income from the students' fees. Majority of the students at this campus, about 90%, are reliant on financial aid.

There is a high number of students who are unable to pay their fees because of socio-economic background. As a result, this campus is characterized by high student debts. The campus manager maintains he cannot be in position to give us statistics on how much does a campus generate in each financial year because of the centralized financial function by the college head office and lack of capacity when it comes to campus management. He is aware that most of the students do owe the college, but he was not certain how much was owed.

4.4.3 Teaching and Learning Environment

The lack of educational resources in colleges makes teaching and learning extremely difficult. The teaching and learning environment at this campus is not conducive for provisioning of quality education. Though the observation showed that the campus has large and comfortable classrooms, the environment in these classrooms is depressing; the atmosphere is not stimulating for learning. Most of the classrooms are characterized by broken ceilings and windows and there is little visual coding such as posters on the walls.

The landscaping outside is not attractive; the environment is not well kept. The sports fields are covered with grass and there is increasing evidence that the general maintenance of the campus is seldom carried out. In corroborating this view, respondent 6 said

> *"Yes, we do have the soccer field, but we cannot use it since it is always covered with grass. There is no much effort from the campus management to keep our physical environment of our campus clean. Most of the students end up using drugs because of boredom. If our soccer fields were well kept we were going to spent much time playing soccer rather than loitering around aimlessly"*
> (Interview, 11 February, 2011).

The campus does not have a hall, gymnasium or auditorium. The campus has a cafeteria, but it is not operational. Students have to buy lunch out of a campus and this take too much of their time walking and consequently they arrive late for classes after lunch if they do attend.

The campus does not have a library or a quite learning area where the students can study without disturbances. The researcher has also observed that when students are free, you will see them roaming through the campus or sitting on the stair cases next to classrooms. This practice results in serious disturbances for classes that are in progress because students sitting on the stair cases they frequently make noise. Lecturers don't have dedicated offices where they can work free in their own spare time. The researcher has observed that lecturers uses their lecturer rooms as the only place for planning or storing their resources and this poses a security threat to delicate material that requires safe keeping. The campus does have a media center which has internet connectivity; however, it remains a challenge for students to access the media center when they have got study periods because it is always occupied by lecturers who also use it also for conducting their research. According to respondent 6 (Interview, 17 February, 2011), the campus have five (5) computer laboratories, however, one out of five computers in each lab is non-functional. He alluded to the fact that

> *"The computer labs in this campus are just white elephants, we hardly use them because half the computers are broken at all times"*
> (Interview, 17 February, 2011).

There is a universal agreement amongst the respondents that the environment at this campus is not conducive for teaching and learning. One respondent summed it adequately when she said: *"Good lecturers leave our campus in droves because of*

A policy to be successfully implemented requires sufficient resources. It is therefore essential for government to make required resources available so that quality education can be available to all students at FET Colleges in South Africa.

Since 2006, there was no significant improvement in term of the infrastructure development at this campus. The views held by respondent 3 is that this campus

> *"never benefited from the government recapitalization programme because the campus was relocated from Orbit College that is in the North West Province to Tshwane South College during the roll-out of recapitalization".*
> (Interview, 11 February, 2011).

This campus was as a resulted not recapitalized or resourced like other campuses and there is no attempt either from government or college council side to resource this campus. The lack of educational resources at this campus makes learning extremely difficult. Absence of basic resources impedes the intention of government of providing quality education and other attributes such as lecturer subject knowledge end up playing an insignificant role. It becomes important to note therefore that better conditions of service are critical towards achieving quality education (Respondent 3, Interview, 11 February, 2011).

4.4.4 Curriculum Delivery

This dimension of quality focuses on relevant curriculum and learning materials that are appropriate to the level of learning and understanding. It focuses on how curriculum is delivered and if requisite teaching and learning materials are deployed accordingly.

This campus offers National Certificate (Vocational), Skills and the Report 191/ 190 NATED programmes. All these programmes were declared by the current Minister of Higher Education as inadequately preparing the students for the future livelihood.

These programmes have theory, practice and workplace exposure as essential components. It is the expectation from government policy that colleges that offer these programmes with the practical component, particularly NC (V), have to have facilities to offer practicals. It is the policy expectation that the colleges will play an active role in ensuring that these students are exposed to these three critical components that forms the NC (V) qualification.

For the college to achieve the fulfilment of the practical and workplace exposure, it is the expectation of curriculum policy that they had to partner with both private and public sector entities that will afford students with the opportunity to conduct practicals and for them to be exposed to the workplace experience. The importance of these curriculum components is to ensure that when the students complete their qualifications with essential skills required by the workplace, that they understand the nature of workplace for the selected occupation by having undergone through work readiness training and placement support.

The campus under review has failed in meeting the minimum requirements for fulfilling the policy dictates of the curriculum as specified above. The campus does not have adequate facilities for students to acquire practical skills for almost all programmes offered (Respondent 3, Interview, 11 February, 2011).

In a programme like hospitality, the facility does not meet minimum curriculum requirements according to the observation by the researcher. The Subject Guideline for Hospitality stipulates the basic resources needed including a functional training kitchen with necessary furniture and equipment where paying guests from public can be served and toilets facilities for guests (Department of Education Hospitality Subject Guideline, 2007). However, the facility that the campus is having does not even come closer to what the policy document requires. It is a policy requirement for students who are doing Office Practice and Finance, Economics and Accounting to acquire practical skills through simulation rooms. However, the whole college, this campus included does not have a simulation room.

This campus does not have partnerships aimed at workplace placements for students who are doing NC (V) programmes. Therefore students attending at this campus are not afforded the opportunity to conduct their practical and to gain workplace experience because the campus has not appointed relevant managers to oversee this process. Consequently, students are disadvantaged by being send to the industry without them having acquired necessary experience and knowledge.

There is poor throughput of NCV learners throughout the FET Sector in South Africa. Of the 26,540 students that enrolled in 2007 in the NCV, only 1,194 passed the Level 4 NCV examinations in 2009 (DoE, 2010). This situation, according to the report is complicated by the policy which allows students to carry three of seven failed subjects to a higher NCV level, making it difficult to accurately track progression. This campus of Tshwane South College cannot be excluded from this experience. It has experienced high failure rate and low throughput rate. According to the respondent 5, the campus is experiencing high failure rate because of

> *"lack of learning materials, lecturing staff that is not suitably qualified or who lack requisite knowledge to offer NCV subjects and the general environment that is not conducive for learning".* (Interview, 14 February, 2011).

This campus is struggling to grow its enrolment because there are a large number of students who are trapped in the pipeline because they have not completed number of subjects required to complete the NC (V) qualification. Over and above this, the learners in classes of this campus is a mixed batch of those who have completed grade 12 and those who have completed grade 09 but learning in the same class. This makes it difficult for lecturers to deal with these students with multiple levels in one class. Respondent 5 took this further by saying

> *"My English level 2 class comprises of students who have successfully complete grade 12 (NCS Level 4) and those who passed grade 10 (NQF Level 2). It becomes difficult for me to teach this class because these students are at different competence levels and their understanding of concepts varies. This multi graded class pose a challenge for me because I have to operate at different levels at the same time and this is time consuming for I am expected to cater for all these students. As a result I struggle to complete syllabus always".*
>
> (Interview, 14 February, 2011).

The effects of this multi graded class are far reaching because those who are at the advance level find the classes to be too easy and boring and they end up absenting themselves from attending classes. According to respondent 5, those students who are at the lower level of competence, they sometimes find the content to be too high for their level and they struggle to understand the content. The high level of absenteeism at this campus is mainly attributed to this factor (Respondent 5, Interview, 14 February, 2011).

The wide variation in ages within the NC (V) classes of this campus was also highlighted as affecting the performance of the NC (V) programme. According to respondent 4, the age difference of students in his class varies between 16 and 30 years old. The respondent maintains that it was difficult for him to accommodate the needs of younger and older students simultaneously in the same class. The young cohort of student is regarded to be immature and very difficult to deal with The According to the respondent 4, lecturers in this campus

> *"are using a lecture method which is more text book oriented in nature. These students on the other hand cannot use text books; they want to be spoon fed with little details".*
> (Interview, 14 February, 2011).

The challenge alluded to above is indicative of the fact that there has never being a paradigm shift on the part of the lecturer. They are used to offering theoretical classes where “chalk and talk” remains the order of the day (Respondent 4, Interview, 14 February, 2011). The new NC (V) curriculum on the other hand requires lecturers to use an outcome based approach in delivering teaching. The outcome based approach is more practical in nature; it calls on lecturers to assess if they have achieved specified outcomes before continuing with the other topic. If such specified outcomes are not met, then it means learning has not occurred and it is incumbent on the lecturer to ascertain that the intended outcomes are achieved. If all students are not accommodate or if they do not follow what has been done in class they will lose concentration and begin to be disruptive. It is not only the lecturers who perceive this cohort of young students in class to be undisciplined. One older respondent displayed her frustration of having to attend a class with young students by saying

> *“I think it will be best if we can be separated from this bunch of undisciplined students who do not know what they are here for. If we can have separate classes we will be able to learn without any disturbances or difficulty”.*
> (Respondent 6, Interview, 11 February, 2011).

It becomes evident from the statement above by respondent 6 that this cohort of young students is emotionally immature and poses a challenged to be managed in a classroom situation. The real problem here lies with lack of training aimed at preparing lecturers to deal with students from different backgrounds. The problem is not with these students, but it lies with the teaching approach that the lecturers use in discharging their lessons. Lecturers are still using “chalk and talk methods” not the outcome based approach (Respondent 4, Interview, 14 February, 2011). A need for rigorous in-service training cannot be overemphasized by this study.

4.4.5 Conditions of service of lecturers

The effectiveness of any educational institution is heavily influenced by the quality of teaching, and the skills, motivation and commitment of its teachers. Ensuring that learners including the most disadvantaged have access to enough trained and motivated teachers is vital to the delivery of good and equitable education. There is increasing evidence that quality of education can be improved if the conditions of service for education practitioners are improved. Educational reform should always be grounded on motivated teachers (UNESCO, EFA Report, 2005).

The respondents, 1, 2, 4, 5, 6 and 7 registered their dissatisfaction on the conditions of service that the lecturers find themselves having to operate under (Interview, 11 – 25 February, 2011). Working conditions are generally defined as the physical environment in which an employee is expected to complete his job. The respondents indicated that they desire for working conditions that results in greater physical comfort and convenience. The absence of physical comfort and convenience affects negatively on the workers mental and physical well-being. The respondents corroborated this view; they maintained that lack of requisite resources, having to work on long extended contracts and working environment that is not conducive for teaching and learning has resulted in them performing badly. One lecturer expressed his frustration by saying

> *"I am not sure if my contract will be renewed in the next term.*
> (Respondent 4, Interview, 11 February, 2011).

In supporting the EFA Report that calls for a reform that is grounded on motivated staff, respondent 4 maintains that

> *"people are generally not happy in this campus due to uncertainty. Majority of us are college employees and our contracts get renewed every term. How do you begin to be productive if you don't have your own office where you can store your material? We*

don't have offices or a staffroom where we can safely store student books or our books. The whole situation here is frustrating!"
(Interview, 11 February, 2011).

In illustrating the appalling conditions under which lecturers are operating, one student said

"Lecturers use computers that are meant for us. They don't have offices where they can work or their own computers."
(Respondent 5, Interview, 14 February, 2011).

Another respondent went further to say

"We have lost good lecturers before because lectures are not happy with the salaries they get paid by this college."
(Respondent 4, Interview, 11 February, 2011).

All the above respondents agreed that the poor performance of the college should be attributed to poor conditions within the campus. They all wish for Department of Higher Education and Training to take full responsibility of education of their college.

4.4.6 Student Performance

All the respondents agreed in unison of one voice that it is very difficult to determine the success or completion rates at this campus. They blame this to students who are doing different levels of NC (V) at the same time. However, they all agree that the student performance is generally poor. They uphold that there is lack of dedication from lecturers because they are not motivated by the working conditions that they find themselves working under. The issue of the socio-economic background of the students was also raised as a contributing factor for poor performance.

4.4.7 Management and leadership

Management and leadership are central to successful policy implementation. This is one out of all the campuses of the college that is hit by leadership and management

vacuum. The campus manager is the only person who is duly appointed in a campus management post and he is only enjoying the assistance of acting Heads of Departments who are not even paid for acting in these positions. Accordingly, the management structure of the college, a campus is suppose to comprise of the campus manager and five Heads of Departments, each overseeing his or her department. However, this state of leadership or management vacuum has resulted in a number of setbacks for the campus.

There is a lot of mistrust amongst members of staff. Some perceive the appointment of acting HoD's as a sign of favouritism by senior management of the college. This view is supported by respondent 4 who said

> *"People appointed in these positions are "yes men and women", who supports irrational decisions taken by senior management. We cannot trust them because we are not sure what they tell senior management about us. If you hold a view different to what senior management wants, you will be victimized and chances are your contract won't be renewed."*
> (Respondent 4, Interview, 11 February, 2011).

Staff members at this campus prefer to raise issues that concern them through student leadership. A respondent who is a student corroborated this view when he said

> *"Some members of staff are using us as students to fight their battles. They in most of the time influence us to do certain things as a way of spitting some of their colleagues."*
> (Respondent 5, Interview, 14 February, 2011).

The respondent 1 and 5 agree that some of the acting HoD's fail to apply corrective measures when there are misdemeanours by members of staff because they are not sure if they will be appointed permanently in the future in these positions. They prefer to watch things happening without taking any necessary actions. This has resulted in lack of discipline within the campus by members of staff.

4.4.8 SUMMARY

There is evidence in this report to suggest that students were denied access into this campus (Campus A) due to their socio-economic background. When the FET College Act was formulated it never considered the individuals who were coming from impoverished backgrounds, the focus was on detaching the state responsibility from these colleges. It remains important for government to increase its spending to ensure that all students, irrespective of their backgrounds, are guaranteed access in this campus. Failure by the college council to fill all the vacant posts, to provide required resources, to form relevant partnerships, to develop staff and to provide for better conditions of service for lecturers at this campus proves beyond reasonable doubt that a fact that the council lack capacity to successfully implement the FET College Act of 2006.

The evidence provided by the respondents corroborates the view that the college council has failed in providing this campus with required resources aimed at improving the quality of education. Failure by the council to provide this campus with necessary resources has also diminished a dream of providing students of this college with equal opportunities. The researcher has discovered through observation that lack of required resources for teaching and learning and bad teaching and learning environment results in poor performance by students. The researcher has also discovered that the results at this campus are poor due to lack of basic resources and appalling working conditions that lecturers are exposed to.

The evidence brought by respondents who participated in the focus group also supports the view that the NC (V) curriculum has got a number of challenges ranging from poor selection of students, lack of teacher development, and multi graded classes. This consequently calls for the curriculum to be reviewed.

4.5 CAMPUS B – PERCEPTIONS AND EXPERIENCES OF POLICY IMPLEMENTERS

4.5.1 Campus Profile

This campus is located in the southern part of Pretoria, a fairly affluent community of City of Tshwane metropolitan. On average, socio-economic conditions in this part of Pretoria are better than those in the northern part of the metropolitan area. This is where most of the city's affluent individuals are found.

4.5.2 Socio-economic background of students

According to the college record, this campus enrolled 2 628 students in 2 011, of which 1782 are males and 846 females. There campus is multi racial and enrolled 207 white students, 36 Indians and 58 Coloureds in the 2011 academic year (Data Analysis, 17 February, 2011). This campus consists of a blend of relatively low number of students from poor family backgrounds and it is predominantly characterised by students from privileged families. Majority of the students who has enrolled NATED programmes are send by the industry, meaning, that their education is funded by companies around Pretoria. The respondents maintain that the students at this campus generally perform well because of their socio-economic conditions. They attributed good performance or overachievement to factors such as well-to-do background, language advantage, funding and good resources and infrastructure (Respondent 12, Interview, 17 February, 2011).

This campus generates its income from the student fees, bursaries, sponsorships or donors. Majority of the students at this campus, about 40%, are reliant on financial aid. Unlike other campuses of the college, this campus managed to collect R 28 million from students in a form of fees in 2010. The campus has recorded R 600 000. 00 as students debt incurred in 2010. As a result, this campus is not experiencing financial problems like other campuses of the college. The campus manager has got

records of those students who have paid the college and those who have not paid in 2010 (Respondent 12, Interview, 17 February, 2011).

4.5.3 Teaching and Learning Environment

This campus is characterized by availability of adequate facilities for teaching and learning. Though it has got old buildings, the external environment of the campus is attractive and well kept. The campus is clean; classrooms have adequate light and low level of noise. Though not in all classes, some do have visual coding such as posters on the walls. The observation made by the researcher reveals that this campus has a friendly teaching and learning environment. The campus has more than seven computer labs and two new ones that were just established.

The observation also revealed that the campus has a hall and auditorium that are frequently used for examinations or meetings. This campus also has a cafeteria that is fully operational. As a result, the campus is not experiencing a problem of low turn-up of students after lunch (Respondent 12, Interview, 17 February, 2011).

The researcher has observed that this campus do have a library, but have a quite learning area where students can study without disturbances. Lecturers in this campus have a dedicated staffroom with storage facility where they can work free in their spare time, according to the observation by the researcher. The campus does have a media center which has got internet connectivity. This campus has eight (8) computer laboratories, two of which are new. One respondent maintained that

> *"We as a campus have more than enough as compared to other campuses. You cannot expect a campus like Odi to have what we have accumulated over the years".*
> (Respondent 12, Interview, 17 February, 2011).

When students are exposed to adequate educational resources they learn without difficulties and the benefits are more. Good teachers avoid teaching at schools with inadequate resources. This point is substantiated by the results that this campus has

obtained in the previous years. The results here are good because the lecturers are also content with the learning environment that they find themselves working in (UNICEF, 2000).

4.5.4 Curriculum delivery

This campus according to college records, like all the campus of the college, is offering National Certificate (Vocational), Skills and the Report 191/ 190 NATED programmes. Out of the 2 628 students, 1 835 students are enrolled for NATED programmes, followed by 794 enrolled NC (V) and 13 enrolled for Skills programmes (Data analysis, 17 February, 2011). These statistics are important because they indicate that majority of the students preferred to do NATED programmes as compared to NC(V) and Skills programmes. The respondents have indicated that the decision to do NATED programmes emanate from a belief that NC (V) is a waste of time because majority of the students enrolled in this programme has completed metric. These students they have already completed certain learning areas like fundamentals and having to start NC (V) at level 2 to them is repeating the levels they have already passed. The practice of allowing students who have successfully completed grade twelve (12) is regarded as a disinvestment and lacking substance (Respondent 2, Interview, 25 February, 2011). Respondent 2 further said

> *"The Minister for Higher Education and Training should seriously consider removing the fundamentals for students who have completed Grade 12. The students who want to do vocational subjects should be credited for the fundamentals they would have acquired and they should be placed on an accelerated NC (V) programme"*
> (Interview, 25 February, 2011).

This campus like all other campuses of the college is struggling to grow its NC (V) enrolment because there is a large number of students who are trapped in the

pipeline because they have not completed number of subjects required to complete the NC (V) qualification. Over and above this, the learners in classes of this campus is a mixed batch of those who have completed grade 12 and those who have completed grade 09 but learning in the same class. This makes it difficult for lecturers to deal with these students with multiple levels in one class (Respondent 2, Interview, 25 February, 2011).

The campus under review has also failed in meeting the minimum requirements for fulfilling the policy dictates in relation to exposure of students to practical components of the curriculum. The campus does not have simulation room(s) for students to acquire practical skills for Office Practise and for Finance, Economics and Accounting programmes (Respondent 2, Interview, 25 February, 2011).

This campus has established relationships with industry with regards to training of its employees. Some of the companies that have partnerships with this campus include BMW, Volkswagen, SAAB, etc. The campus also has partnerships with public entities like the South African Defence Force and University of Pretoria (Respondent 6, Interview, 11 February, 2011).

The students who are doing the NATED programmes and NC (V) engineering at this campus conduct their practicals in well resourced workshops. They are afforded with the opportunity to conduct their practical and to gain workplace experience. Consequently, students will be well prepared when they go to the industry because they would have acquired necessary experience and knowledge (Respondent 2, Interview, 25 February, 2011).

There is increasing evidence from the observation by the researcher that the educational amenities in this campus are better as compared with other campuses. The campus is not experiencing a problem of lecturers' absenteeism like in other campuses. The majority of lecturers in this campus are permanently employed. The pass percentage has constantly being above 50% for the past three years. Lecturers

at this campus complete a bigger part of the syllabus before the examinations annually (Respondent 2, Interview, 25 February, 2011).

4.5.5 Conditions of service of lecturers

Like other campuses of the college, this campus is also characterized by unhappy lecturers when it comes to appalling conditions of service the lectures are exposed to. Having to work on long extended contracts was attributed to as the main cause of this discontent. The respondents generally agreed that the poor performance of the campus should be ascribed to unhappy working force. They all wish for Department of Higher Education and Training to immediately take full responsibility of education for FET Colleges with the purpose of guaranteeing job security. The unhappiness of staff is said to be contributing to lecturers delivering on inferior quality of education (Respondent 12, Interview, 17 February, 2011)

4.5.6 Student Performance

All the respondents agreed that it is very difficult to determine the success or completion rates of students due to the nature of NC (V) programmes. The decisions by government to allow students who have failed a number of subjects to proceed to the next levels have caused the campus a nightmare when it comes to determining the success rate **(**Respondent 12, Interview, 17 February, 2011). The records of this campus reveal that the pass rate for NC (V) has always being between 50% and 55% in the past three years. Respondent 4 believe this to be a poor performance (Interview, 11 Feb, 2011). He maintains that if conditions of service for lecturers can be improved, the quality of the results will also improve.

4.5.7 Management and leadership

Unlike with other campuses, this campus is the most stable of them all. This campus was able to fill three (3) posts of the six (6) posts for HoD's. The campus, though not

having a full complement of campus management, shows signs of planning and coordination aimed at enhancing student performance and functionality of the campus. There are signs of unity and strong leadership by campus management. However, the instability in most of the campuses of the college do threaten the stability of this campus. The campus manager does not want to involve herself with issues affecting other campuses; her concentration is more on her campus. There is a high level of discipline within this campus. Some respondents are attributing discipline to history of the campus. This campus was previously a white's only college and integration between different racial groupings is not that much because majority of the lecturers are still white (Respondent 2, Interview, 25 February, 2011).

4.5.8 SUMMARY

There is increasing evidence from the respondents who participated both in the focus group and in the interviews above that this campus is performing better than the other campus and possibly because it's financially stable; it has better and adequate resources and teaching and learning environment that is conducive. The evidence provided proof a point that the availability of resources together with environment that is conducive for learning results in good performance for students.

CHAPTER FIVE

ANALYSIS AND INTERPRETATION OF RESULTS

5.1 INTRODUCTION

The purpose of the study was to investigate the implementation of the FET College Act of 2006 whether it has achieved its outcomes of promoting quality education and the expansion of equal opportunities at two campuses of the same college. This section of the study presents an analysis of data presented by relating it to literature sources. Data collected is grouped into following themes:

1. Policy Formulation
2. Decision Making
3. Policy Implementation – The quality imperative

The themes above were identified is an attempt to analyze the case studies of two campuses with the aim of assessing if the implementation FET College Act of 2006 was successful in achieving its intention of promoting quality education and expansion of equal opportunities for students attending at these two campuses.

The results of this study should be interpreted in the light of its methodological limitations. The study findings cannot be generalized to other campuses or colleges as it was not a representative sample of all colleges. Most of the information was self reported by key respondents and hence based on their perceptions of policy formulation and implementation processes. The findings contained in this report therefore reflect mostly the perspective of frontline implementers (managers and lecturers) and there was no input from other key stakeholders or actors such as decision-makers (policy makers) from Department of Education as well as external council members. The investigation also measured the effect of the policy on its intended beneficiaries, being the students.

Despite these study limitations, the findings of this study provide important insights into how the policy was formulated and the current implementation process of this policy. It is one of the few policy implementation studies done in recent years and the in-depth qualitative methods allowed the researcher to explore the complexities and contradictions of policy formulation and implementation in post-apartheid South Africa. This study makes an important contribution to process evaluation of a major policy initiative and to documenting the perspectives of front-line implementers.

5.2 POLICY FORMULATION

It is very important to start our discussions by first looking at how the FET College Act of 2006 was formulated before we can look at the effects of its implementation. The way a policy is implemented tells more on how that policy was formulated. Policy formulation is the act of correct analysis aimed at finding optimal solutions to complicated societal problems (Hayes, 2004). If a policy fails to achieve what is was intended for, improving the lives of people, then such a policy was not carefully formulated. Policies that are carefully formulated they use adequate data, sound projections or assumptions, such policies will succeed and those that are carelessly formulated are doomed to fail (Kraft and Scott, 2004: 85).

Grindle and Thomas (1989) maintain that public policies are informed and influenced by the way the policy makers think, their environment and the ideology that they hold. Therefore, the FET College Act should be understood from this background. It was influenced by the context of the policy writers. Mc Lennan (2007) assists us as students of policy analysis to locate the era under which the FET College Act was formulated. She maintains that the policies that were formulated in South Africa after 1996 were influenced by neo-liberalism, an ideology that placed more emphasis on decentralization of power to the grass roots. This ideology was supported by the government GEAR strategy that advocated for less role of government in development and service delivery. This by implication meant that the state was no

longer responsible for direct provisioning of education and training in FET Colleges (Mc Lennan, 2007).

The FET College Act of 2006 should be understood from this background. It was a move by government to break away from direct control service delivery and development. This act promulgate College Councils as responsible for responsible for provisioning of quality education within FET Colleges. The data presented in the previous chapter has revealed that, between 2006 and 2010, Tshwane South College has been in a state of flux marked by instability instead of being a more functional, stable and vibrant college. According to all the respondents, the main reason behind this instability was attributed to the government actions of decentralization of education into the hands of 'private' individuals who had no capacity to run the college.

According to Makwana (2006), the decision of the state to privatize essential services like education is basically incorrect and irrelevant when considering the functions and purpose of the state. The decision to decentralize education was fore grounded on the claim by the neo-liberals that the privatized services are more efficient than those run by the state. Essential services are provided to citizens by their governments to meet basic public welfare needs such as the provision of water, education and healthcare. The provision of these services is a human right, and whether they are profitable is not a concern for the vast majority of people around the world. There are many relevant arguments against privatization, and little empirical evidence to support that privately run services are either more efficient or better value to their customers.

The researcher holds the same view as that of Makwana and those of the respondents that education is a basic human right. It is a service that should directly be provided by the state and not by the college council. The provision of this expensive and essential service it cannot be left to chance, it cannot be left into the hands of the few private hands to manage. The college councils are not in a position to can provide such an expensive service to impoverished communities like the one

in Mabopane. Impoverished communities all over the world cannot afford to pay for water services, what more when it comes to education? The community of Mabopane lives on less that 1 dollar a day. It is therefore not a wise decision to have to pay for this most wanted service. Publicly owned and managed education service, with their primary focus on meeting welfare needs, is best placed in the hands of the state than those of private individuals.

The research reveals that the FET College Act of 2006 was influenced by policy advocated who were deeply committed to neo-liberal ideals of liberalization, stabilization, and privatization. Their emphasis was on the importance of education to economy without interrogating the notion that economic development can reduce poverty and improve lives of the majority. In a scenario where the neoliberal model is practiced, the public life depends at the mercy of market forces, as the extracted profits benefit the few (Makwana, 2006). In his article, Makwana maintains that the neoliberal experiment rejects the role of the state and discourages government intervention into economic, financial and even social affairs. By so doing the state promotes extreme poverty and it exacerbates global inequality and hampers development efforts. At the same time it fails to create economic efficiency and social well-being. This is true to the effects that the FET College Act of 2006 have to the society in general. Signs of neo-liberalism are seen through the declaration of FET Colleges in the country as autonomous. This meant that government was now having a lesser regulatory role in education and college council had to make decisions without accounting to anyone.

The policy shift by government to reduce public spending should be seen as central to Public FET Colleges' failure from providing students with quality education. This meant that the government relinquished its responsibility of providing essential infrastructure, equipment, learning materials and human resources required to deliver high quality vocational programmes to individual citizens in a form of college council. Unlike majority of the policies that were formulated under the democratic dispensation, the FET College Act of 2006 was a policy that advocated for the decentralized role of the state in development and service delivery. The attention of

government was now directed towards reducing the state funding. This in itself compromised service delivery in light of country's huge social needs and its state capacity. The FET College Act of 2006 should be understood within this context. It was a break of government control on direct provisioning of vocational education and training in South Africa.

Looking at two campuses of Tshwane South College, the researcher comes to a conclusion that the college council for Tshwane North College has failed to bring real improvements when it comes to the quality of education being provided and equalization of opportunities for students, thus the FET College Act of 2006, has failed in meeting its outcome of providing quality education and equalization of learning opportunities.

The situation as it stands at Tshwane South College shows that not much has been achieved. Since the promulgation of the Act in 2006, there are significant levels of inequality that were observed and unearthed at both campuses of the college. The observation and the interviews conducted have proved that the college is in a dysfunctional state.

The discontent displayed by the respondents is indicative of the fact that the FET College Act of 2006 had major unintended consequence. The researcher had discovered that not only the respondents, but everyone within the college was not happy with council being the main governance structure of the college. This unhappiness has resulted in very competent lecturers leaving the sector and being replaced by less competent cohort of lecturers. This has significantly compromised the quality of education within the college and the country in general.

5.3 DECISION MAKING

Oliver, Trieb, Bahr and Falkner (2007), they maintain that there are global trends that are tried and tested on how decision making should unfold in the public policy arena.

Hyden (2007) identified three of these modalities as evolution, diffusion and insulation. These models, according to these proponents, assist the decision makers in making sure that the formulate policies that are informed. They provide decision makers with the requisite knowledge on policy making or decision making. These models provide knowledge of the way local communities, institutions, power dynamics and political process work before policy formulation. Evolution postulates that before any policy or decision is made, there is a need to explore if institutions are ready or congenial to progress or evolve in the direction of the intended outcome. Diffusion model entails identifying the individuals within the institution who can make the policy to succeed. This model is clear that where there is no capacity, the intended outcomes will not be achieved. The insulation model assumes that there should be a tripartite between actors involved. This model emphasizes the importance of consultation when the policies are formulated. It is firm on it's believe that where there is no buy-in, there won't be any success (Hyden, 2007).

The two case studies of Tshwane South College paint a picture of general unhappiness by the respondents when it comes to the FET College Act of 2006. This unhappiness is indicative enough that they were not involved or consulted when this policy was formulated. The context within which the college operates in was not considered when the policy was formulated. There are two campuses that are different in all respects and there was no attempt by government to close the gap that exists between these campuses before merging them or taking them into the hands of councils. These campuses were not on par with each other when the Act was promulgated, hence the disparities that were there prior to 1994 are still evident and conspicuous. According to the effusion model, policy reform was not supposed to have been initiated if these disparities were not addressed first by government. The discontent that is prevalent within the college about council being an employer is an indication that members of the college community were not involved when this policy was formulated. The diffusion model is clear that where there is no will, the won't be any success. There is clear evidence that there is no buy-in from lecturers and mangers on the idea of the council being the main actor when it comes to education.

The researcher supports the idea of held by Hyden (2007) that when polices are formulated, the context of where the policy is going to be implemented should be reviewed before reforms are initiated. The inequalities that prevail within the campuses of Tshwane South College are a proof that these differing contexts were not considered. A possible explanation for the stark disparities in the nature and scope of two campuses of Tshwane South College is the amount of resources that campus posses between when the FET College Act was introduced until 2010. For instance, Campus B the historically advantaged campus was already endowed with more resources e.g. halls, auditorium, functional cafeteria, 'extra' rooms in the campus while the historically disadvantaged campus had none of those facilities.

5.4 POLICY IMPLEMENTATION – QUALITY IMPERATIVES

Educational institutions according to Bastian, etal (1986), should be endowed with necessary means to enable all students to be educated, employable, socially informed, and capable of participating in community life and towards developing their own talents and interests. The UNESCO, EFA Report of 2005, maintains that the educational environment that the students are exposed to is one dimension that is used to measure the quality of education (2005). This report emphasizes the fact that lack of educational resources makes learning extremely difficult. However, Van der Berg, contradicts this thoughts by saying educational resources do not always generate educational improvements. She maintains that issues like teacher subject knowledge to have a bearing on the outcome of education. I support both views suggested by Van der Beg and the EFA Report because they are a reflection of what is transpiring in FET Colleges in South Africa.

The data presented by this study reveals that that the FET College Act of 2006 was introduced in an environment of dawdling and asymmetrical society and as a result policy reform was muddied by these inequalities. Despite the government having achieved a lot in the past three terms of democratic rule, the effects of the FET

College Act of 2006 have not succeeded in improving the quality of education and equalization of educational opportunities at Tshwane South College. A possible explanation for the stark disparities in the nature and scope of two campuses of Tshwane South College was the amount of resources that campuses posses between when the FET College Act was introduced until 2010. For instance, Campus B the historically advantaged campus was already endowed with more resources e.g. halls, auditorium, functional cafeteria, 'extra' rooms in the campus while the historically disadvantaged campus had none of those facilities. The availability of more resources at one campus as compared to the other will provide the students with the opportunity to perform better. The students at Campus A will outperform those at Campus B because they will be exposed to more learning opportunities. Despite the issue of resources, Campus A has few lecturers that are employed permanently as compared to Campus B. This by implication means Campus B has more content lecturers as compared to Campus A, hence the results of Campus B are always good when compared to those of Campus A.

Therefore, the researcher aligns himself with the view that students' performance is always dependent on the availability of adequate resources or facilities. The campus without resources or facilities finds it very difficult to provide students with opportunities aimed at improving their performance and thus the quality of education provided will be of inferior nature. It is very important for the college council to ensure that resources at both campuses of the college are on par to ensure that students are provided with equal opportunities. Therefore, as long as there are these glaring disparities in availability of resources between different campuses of the same college, it will take a long time for the FET College Act to bring about equitable and quality education and training to students from these two campuses.

Chan and Mok (2002), maintains that what the state puts in education is important in ensuring the quality of education that the students will receive. They maintain that the success of any policy is dependent on sufficient financial resources. The researcher agrees with this view and maintains that adequate funding remains an important requirement for effective implementation the FET College Act of 2006.

According to the data presented by the respondents, the current funding model that is implemented by Council for all campuses of Tshwane South, it is widening a gap between the campuses that are located in sub-economic backgrounds and those located at high economic quintiles. This funding model expects campuses that are unequal in nature to rely on budgets that are more informed by the socio-economic economic backgrounds of students. This approach creates a problem for campuses that generate less income because they are attended by students from impoverished backgrounds. The college council should consider the historical background of campuses when developing budgets and campuses from previously historically disadvantage due to apartheid policies should be prioritised during the budget development process. The model endorsed by the College Council is only benefiting the few and exacerbating inequalities.

According to Secada (1982), institutions of learning should create effective learning environments for all students, including adequate facilities that will ensure the achievement of uniform goals and objectives. Such institutions are declared to be promoting equal access to all. The research has found that this is not the case when it comes to Tshwane South College. There is a dissonance that exists between the students coming from two different socio-economic backgrounds attending at the two campuses when it comes to benefits derived out of a partnership that exists within a college. Campus B has established relationships with industry as compared to Campus A. Students from Campus B, benefit from these relationships in terms of amenities and sponsorships provided by their business partners. It should be borne in mind that the students attending at this campus are from privileged families and the college council has not done enough in ensuring that Campus B establishes partnerships of this nature that will benefit students coming from impoverished backgrounds. Though the intention of the FET College Act of 2006 is to address the inequalities of the past, in practice it is seen to be working in contrary to the founding intend, being to create equal opportunities for all those involved in the FET Colleges in South Africa.

The availability of adequate human resource personnel is a critical requirement for the effective implementation of policies. The failure by the college council to fill critical management post at both campuses has compromised the delivery of quality education. The effects of this has resulted in those in position of power to compromise on the quality of their work because they will have to do extra work that is not meant for them. This practice starches their capacity of the appointed managers because they end up doing what they can reasonably cope with and thus compromises the duties they were duly appointed for.

The data presented indicate a dissonance on the availability of leadership and management regarding the implementation of this policy. Lack of leadership and management skills within the sector observed in some campus managers and heads of department is seen as a major area of concern and a potential weakness in the policy implementation process. It is therefore essential for government to ensure that policy implementers are equipped with appropriate skills before the policies of government are implemented. Success of implementation of the FET College Act is dependent on the leader's understanding of their role in their implementation of policy.

The unequal distribution of management post within a college is another factor that contributes to policy dearth and is seen as perpetuating inequalities within the college. The data presented indicates that Campus B has more management positions filled by the college council as compared to Campus A. This disparity will keep the status quo between the two campuses to remain unchanged. Thus students attending at Campus A will always perform worse as compared to those attending at Campus B and thus the poor students will continue to be perceived as inferior by their counterparts.

The researcher has also discovered that the college council lacked capacity to deal with the main things that are affecting the college. The typical example is the instability that besieged the college for a number of years and the inability of the council to resolve this conundrum.

The researcher also discovered that the college council was interfering on management issues rather than playing an oversight role. The researcher has discovered that if the council members were informed and capacitated in understanding their roles and responsibilities, they will be able to govern the college well and improve the quality of education. They will be in a position to can make genuine and informed decisions on issues that are affecting the college.

The researcher also discovered an important omission on representation that was made when the FET College Act was written. The fact that campus managers were not included as members of the college council left little to be desired. The college council is said to can perform much better with the inclusion of campus managers within the council. The investigation by the researcher had discovered that the implementation of the FET College Act of 2006 has failed in achieving its outcomes of promoting quality education and expansion of equal educational opportunities because of the discoveries alluded to above.

The researcher found out that the principal – agent relationship between the National Department of Education (principal) and Provincial governments (agents) was not clearly defined when the FET College Act was formulated and implemented. Lack of clarity has resulted in FET Colleges being funded less than the schools by the agent. This has resulted in FET Colleges starving when it came to allocation of resources and this consequently compromised the quality of education provided to students at this college. The researcher found out that the policy in question was not effectively implemented because the provincial department of education did not provide necessary support to the college, but created a regulatory burden at the college without adding any value. The researcher also discovered that the council did not implement some of the provisions made by the act. For example, the FET College Act is clear that the FET Colleges are expected to publish annual reports in respect of how the resources of the college were utilized. However, the researcher discovered that Tshwane North College has never published an annual report since 2006. The FET College Act of 2006 was therefore not implemented fully by both the council and the GDE.

Sayed and Jansen (2001) summarizes this analysis well by maintaining that for all dazzle of post-apartheid education policies, there was considerable distance between policy and practice. The purpose of the FET College Act of 2006, like any policy that was promulgated in the country after the apartheid rule, was to dismantle unequal educational structures that were meant to serve the interest of the white minority by institutionalizing principles of equity, redress and access, whilst on the other hand ensuring quality provision of education to all students. Though the intention of the FET College Act of 2006 is to address the inequalities of the past, in practice it is seen to be working in contrary to the founding intend, being to create equal opportunities for all those involved in the FET Colleges in South Africa.

The current policy position taken by the state continues to leave the footprints of disparities and poor quality of education in the colleges and these poor quality and inequalities are visible between campuses of the same college. As long as government continues to implement the FET College Act in the current form, these colleges will be immune to change; they will not be in a position to provide quality education. The reason for this thinking is because these institutions by nature were highly unequal and in retrospect this will mean the outcomes will continue to be unequal if the policy is not correctly formulated.

The poor quality of education that is prevalent within the campuses of Tshwane South College still replicates the apartheid regime. Campuses do not have competent lecturers, adequate teaching and learning resources and infrastructure,
The FET College Act of 2006 has therefore failed to meet its objective of promoting equity and redress by providing essential service to the students.

Lastly, the researcher has discovered that the FET College Act was formulated without checking if the country has necessary capacity to implement this policy. The problem of leadership starvation that has been experienced by Tshwane South for years is indicative of the fact that the country is lacking requisite leadership capacity to lead the sector.

According to Meier and Stiglitz (2001:5) it is important for government to consider its absorptive capacity before it can develop new policies. They hold that if the absorptive capacity of countries in transition is not taken into consideration, then models or ideas of the developed world will come to naught if they are imposed on developing or states in transition. Guys (2004), maintains the same is true if the policy reform is forced into the citizens of a country without considering their situation. He maintain that governments that are not in touch with the consequences of their own actions encounters the risks of persisting in failed policies and becoming incapable of governing effectively. What these policy proponents have been preaching is true. If the South African government considered the local context before introducing the FET College Act, the education of the "African child" could have not been compromised the way it happened.

5.3.4 SUMMARY

The purpose of this study was to explore if the FET College Act of 2006 have resulted in a significant improvement of quality of education and the equalization of access and redistribution of educational resources to achieve equity within the two campuses of the same college. The literature review defined quality education as the character of set of elements in the input, process and output of the school that provides services that completely satisfy both the internal and external constituencies by meeting their explicit and implicit expectations. The findings of this study are clear that all the respondents are not satisfied with what is happening within the college as compared to their expectations.

The literature review further defined equality in education as a situation where the different learner needs count equally in determining expectations, resources and services. The definition further calls for educational institutions to be endowed with necessary means to enable all students to be educated, employable, socially informed, and capable of participating in community life and towards developing their own talents and interests. However, looking at both campuses of the college, one discovered that disparities are prevalent.

Since the FET College Act of 2006 was imposed on the environment without due consideration of the political economy context, the FET College sector in South Africa is marked by intricacies, stickiness and stumbling blocks that makes it difficult for government to achieve the set objectives. The evidence provided by the findings of this study confirms that the sector is marked by inadequacies that are adversely affecting the quality of education provision. The poor provision of education will result in the poor people to be worse off and the rich becoming richer. The policy effect of the state in transition should improve the conditions of the poor. It must improve the conditions of people at the bottom of the quintile whose talents are not fully natured because of the poor quality of education.

The FET College Act of 2006 seems to legitimize and uphold the progress of the better-off segment of the society's population at the expense of the poor at the bottom segment of the quintile. This practice will have adverse effect towards development and stability in the long-run. The transformation of the college sector was considered to be pro-poor, but the effect is the contradictory, for the rich and the middle class benefit more than the poor. The reduction of inequalities should be a focus of policy reform, it should aim at improving the quality of education to those who are at the bottom segment of the quintile, and this will remove inequality. A situation that allows those who are rich to be richer will exacerbate inequality.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1 INTRODUCTION

The primary purpose of the study is to explore if the FET College Act of 2006 have resulted in a significant improvement of quality of education and redistribution of educational resources to achieve equity within FET Colleges in South Africa.

The primary research question was what are the challenges faced by FET Colleges to ensure that students receive quality and equal opportunities within South Africa? The research was conducted in the form of a case study to enable inferences as to why some students from one campus of the same college are exposed to better educational opportunities while others from a different campus are not. The Tshwane South College, like many other colleges in the country, is currently under severe stress, it is surrounded by myriad of challenges ranging from instability, campuses that are unequal, disparity when it comes to distribution of personnel, lack of required infrastructure for exposing students to simulated practicals, etc. However, at the center of these problems is the perpetuation of the old practice of providing education and training of inferior quality to students leaving in sub-economic backgrounds. This practice is unconstitutional and it requires immediate intervention from those in positions that can influence change. The results of denying students equal education opportunities or providing them with poor quality of education is perilous for it perpetuates the status quo of the local history of poverty and inequality. It widens a gap between the poor and the rich and thus the government will fall short of achieving its priority goal of eradicating inequalities in South Africa.

6.2 CONCLUSION

Based on the results of the study, the following conclusion can be made:

6.2.1 It has become evident enough from the data presented and the analysis presented by the study that the FET College Act of 2006 has resulted in provisioning of poor quality education.

6.2.2 That the FET College Act of 2006 has failed to provide equal opportunities to all students thus it contributed in widening the disparities between students coming from different backgrounds.

Based on these findings, it is important to conclude this study by putting forward that the FET College Act of 2006 has significantly failed to provide quality education and further failed to expand equal opportunities for students studying at these institutions.

6.3 RECOMMENDATIONS

The recommendations are drawn from the findings of this study and take into account suggestions made by the study participants on improving the provision of quality education and equalisation of educational opportunities. Suggestions for future research topics are also listed below.

This study recommends that the government should consider the socio-economic backgrounds of the communities when formulating policies in the future. It is recommended that a study be conducted on the impact that the FET College Act had on the Public FET Colleges in South Africa. The study calls for students of public policy to persuade a study on the impact that the FET College Act of 2006 had on the education of the ‘African child’.

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APPENDICES

APPENDIX 1

SENSITISATION SESSION

Purpose:

1. I am completing my Master degree in Public Policy at the University of The Witwatersrand and as such I am conducting an inquiry exploring if the FET College Act was successful or not within FET Colleges in South Africa.
2. This study will be conducted in your FET College during teaching or learning time or during your office work.
3. I am interested in learning if your campus or college is providing students with the same quality of education and resources as compared to other campuses of the same college.
4. I want to find out about factors that affecting teaching and learning in your college or campus.

Procedures:

1. Your participation is totally voluntary.
2. You do not need to take part in this research as part of your job or studies.
3. This research will require you to offer suggestions as to what factors you believe effect on your college or campus success.
4. This research will also require me to observe and probe into issues around your campus success.

Participation:

1. You can decide not to participate at any point in the research project without any consequences.
2. You can refuse to answer any question or offer any information at any point in the research process.

3. Your refusal to take part will have no effect on your studies or employment.

Benefits and Risks:

1. Your participation could help with future provision of learning at FET Colleges in the country.
2. Research findings could improve practice and provision at your college or campus.

Confidentiality:

1. Any information that you exchange in this research is confidential and it will not be made available to your campus management or lecturers or employer.
2. To protect your confidentiality, no identifying information about you will be recorded in the research findings.
3. Research records will only be used for the purposes of this study and for the writing up of my masters' research report.
4. You are participating in this research on a voluntary basis – remember that you can refuse to answer a particular question at any time or withdraw from the research process at any time.
5. If you have any questions about this study or your rights as a research participant, you may contact:

- Dr Horacio Zandamela at 082 365 2595 / 082 365 2598
- Dr. Nazir Carrim, Chair of the Research Ethics Committee on 011 717 3059. This committee exists to protect the welfare of research participants.

Compensation:

1. There is no compensation for participating in this study questions and answers.

APPENDIX 2

CONSENT AND CONFIDENTIALITY

Part A: Letter of Consent

(to be signed by all research participants)

I …….have consented to participate as a research subject in Charles Pule's Master of Public Policy studies. I understand that the data collected and analysed as a result of the research will form part of the main body of his Master's Research Report to be submitted to the Graduate School for Public and Development Management at the University of the Witwatersrand. I also understand that his studies will be used for educational purposes. I understand that I will be guaranteed anonymity during the actual research process as well as in the final research report.

By signing this letter of consent, I consent to the following – [Tick (_) the relevant blocks]:

- € The researcher being present at our campus or college
- € The researcher observing the infrastructure
- € The researcher observing the college relationships
- € The researcher taking field notes
- € Lessons being audio-taped
- € Taking part in interviews
- € Completing questionnaires
- € Engaging in focus group interviews
- € Engaging in ad hoc discussions with the researcher
- € I expect to be given a copy of this consent form to keep.

…….. ……

Signed Date

APPENDIX 3

CONSENT AND CONFIDENTIALITY

Part B: Guarantee of Confidentiality

I, Charles Pule, hereby guarantee anonymity and confidentiality to _____ in his / her participation in my Master of Public Policy research at the Tshwane South College.

This confidentiality will be guaranteed both during and after the research process as well as in the final research report.

_____

Researcher: Charles Pule

Date: _____

APPENDIX 4

Letter of Approval – Tshwane South College

TSHWANE SOUTH COLLEGE
FOR FURTHER EDUCATION AND TRAINING
"achieve the future"

TO: Mr C Pule

DATE: 2011/02/10

RE: Approval in respect to conduct research

Your correspondence received is hereby acknowledged.

Permission is hereby granted for your research to be conducted but you are requested to arrange with the Campus Managers at ODI campus, Mr Nkosi and with the Campus Manager at Centurion campus Ms Adriaanse when this research will be one and you are further requested to inform this office.

This confirmation must be produced to the respective Campus Managers and should you experience any challenges, please feel free to contact this office.

Yours in Education

PJ KRAFT
Acting CEO/Principal

PRINCIPAL'S OFFICE
RECEIVED
10 -02- 2011

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APPENDIX 5

Letter of Approval – GAUTENG DEPARTMENT OF EDUCATI

UMnyango WezeMfundo
Department of Education

Lefapha la Thuto
Departement van Onderwys

Enquiries: Nomvula Ubisi (011)3550488

Date:	24 May 2010
Name of Researcher:	Pule Makoko Charles
Address of Researcher:	1895 Dr Nkomo Street
	Boipatong
	1901
Telephone Number:	0113550597/0822925438
Fax Number:	0866016385
Research Topic:	Comparative Case Study of Inequalities in Public Further Education and Training Colleges after 1994 in South Africa
Number and type of schools:	1 FET Institution
District/s/HO	Tshwane South

Re: Approval in Respect of Request to Conduct Research

This letter serves to indicate that approval is hereby granted to the above-mentioned researcher to proceed with research in respect of the study indicated above. The onus rests with the researcher to negotiate appropriate and relevant time schedules with the school/s and/or offices involved to conduct the research. A separate copy of this letter must be presented to both the FET College (both Principal and Council) and the District/Head Office Senior Manager confirming that permission has been granted for the research to be conducted.

Permission has been granted to proceed with the above study subject to the conditions listed below being met, and may be withdrawn should any of these conditions be flouted:

1. *The District/Head Office Senior Manager/s concerned must be presented with a copy of this letter that would indicate that the said researcher/s has/have been granted permission from the Gauteng Department of Education to conduct the research study.*
2. *The District/Head Office Senior Manager/s must be approached separately, and in writing, for permission to involve District/Head Office Officials in the project.*
3. *A copy of this letter must be forwarded to the FET College Manager and the chairperson of the Council that would indicate that the researcher/s have been granted permission from the Gauteng Department of Education to conduct the research study.*

Office of the Chief Director: Information and Knowledge Management
Room 501, 111 Commissioner Street, Johannesburg, 2000 P.O.Box 7710, Johannesburg, 2000
Tel: (011) 355-0809 Fax: (011) 355-0734

SECTION C: OBSERVATION SHEET .

This observation sheet seeks to explore the kind of facilities that students and lecturers at this campus are exposed to.

CA. Outdoor - Physical Facilities Attributes	YES	NO	REMARKS
1. Campus have large and comfortable classrooms	X		They are big & good to study in them.
2. Campus have large and modern cafeteria		X	Is so dirty, I dont even buy food.
3. Campus have better landscaping		X	Is not even a pure grass they have.
4. Campus have enough parking area and drop-off area		X	Is a limited area.
5. Campus have large hall(s)		X	They use classrooms as halls.
6. Campus have gymnasium		X	They dont even know what is a gym.
7. Campus have auditorium	X		Is not used
8. Campus have more daylight		X	I dont think they even know they exist.
9. Campus have quite outside area for eating		X	You have to eat sitting in a grass or flo
10. Campus have quite reading area outside		X	Nothing at all.
11. Campus have public area fostering a sense of community		X	I never heard of it if they do.
12. Campus have media center with access to internet	X		But you use it when the lecture allows you.
13. Campus have access to communication (phones)	X		For lectures and public phones for student
14.Campus have friendly learning environment to students		X	Is a joke by day to be taught.
15. Campus have friendly teaching environment for lecturers		X	They always have personal issues

CB. FACILITIES – INDOOR	YES	NO	REMARKS
1. Enough space for individual learning styles		X	They are no private room where you can study alone
2. Stimulating classroom atmosphere for learning	X		The classes are big enough
3. Appropriate space for learning	X		You can sit freely in classes.
4. Natural light through the window	X		Too many windows per class.
5. Enough computer lab	X	X	They dont have one
6. Enough workshops		X	They are too small to work in them.
7. Enough lecturer workspace		X	They tend to put books everywhere.

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CC. USAGE OF FACILITIES

1. Lecturers at this campus use existing buildings and effectively
2. Lecturers at this campus use existing teaching and learning resources effectively
3. Lecturers at this campus use existing teaching and learning resources adequately

YES	NO	REMARKS
X		They are the only things they have.
X		Because theis not enought to work on.
	X	Their is no enough resources.

TABLES

Table 2: Interview schedule

Table 1: Summary of Visits to Tshwane South College and its campuses

VISIT NUMBER	DATE OF VISIT	PLACE	PURPOSE OF VISIT	DURATION
1	29 January 2011	City Center Pretoria	Seek permission from the College Principal	1 hour
2	01 February	Mabobane	Seek permission from the Odi Campus Manager	30 minutes
3	16 February	Centurion	Seek permission from the Centurion Campus Manager	30 minutes
4	11 February	Odi	Pilot Study	3 hours
4	14 February	Odi	Interviews with campus manager and lecturers. Group interview with students	7 hours
5	17 February	Centurion	Interviews with Campus Manager, Head of Department, Lecturer. Group interview with students (the SRC President and a student)	7 hours
6	23 February	Pretoria	Interviews with College Deputy Principal Academic Affairs	2 hours
6	25 February	Pretoria	Interview College Principal	3 hours