

University of KwaZulu– Natal

**CONSTRAINTS IN THE IMPLEMENTATION OF THE NATIONAL  
CERTIFICATE VOCATIONAL (NCV) POLICY**

by

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## DEDICATION

This work is dedicated to my children;

***Ayanda and Aphiwe***

my strength and inspiration

## **Abstract**

Policy changes within the Further Education and Training (FET) sector have been debated by scholars like Simon McGrath (2006), Cloete (2009) and Papier (2009). McGrath (2006) examined policy development within the FET sector and how that relates to the broader policy development within the South African context. McGrath further investigated the extent to which policy has been implemented and highlighted challenges remaining for the sector, post-policy implementation. Papier established a range of factors that caused poor performance of the National Certificate Vocational (NCV) Policy learners in 2007 and 2008. Other Scholars like Cloete (2009) have revealed in their study that FET Colleges have low levels of institutional autonomy and are a provincial competency which is also a hindrance to effective implementation of the policy.

Further Education and Training Colleges are the delivery arm of government to skill the nation whose skills deficit remains worryingly high. The FET Act 16 of 2006 led to the implementation of the National Certificate Vocational (NCV) Policy whose intention was to increase the impact of FET colleges in skilling the nation. It is now five years since this Act was promulgated and since the NCV policy was implemented.

Based on studies by McGrath (2006), Cloete (2009) and Papier (2009), this research investigated how the NCV policy was implemented and the implications thereof. The research focused attention on the constraints that affected effective implementation of NCV policy given the history and context within which FET Colleges operate. The view in this research was that lecturers, though key strategic players and a critical component of the College system were not ready to implement the NCV Policy.

The research identified constraints that affected effective implementation of NCV policy framework; the role played by the College and, in addition, ascertained causes of policy implementation failures. Against this backdrop, the research

determined the pros and cons of the implementation process and the effects that some of these had on employee morale. Specifically, the research targeted Elangeni College for FET, which consists of eight (8) Campuses. By closely examining NCV policy implementation, together with the implementation of FET ACT 16 of 2006 which resulted in qualified and competent staff leaving the sector, the research shed new light on this area, which has not been thoroughly researched.

## DECLARATION

I, **Petronella Duduzile Goba**, do hereby declare that this dissertation submitted to the University of KwaZulu-Natal for the degree of Master of Public Administration is the result of my investigation and research. It has not been submitted in part or full for any degree to any other University.

Signed by me on 22 June 2013

Signature: \_\_\_\_\_

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Ms PD Goba

## **ACRONYMS AND ABBREVIATIONS**

<b>DHET</b>	Department of Higher Education and Training
<b>FET</b>	Further Education and Training
<b>ICASS</b>	Internal Continuous Assessment
<b>ISAT</b>	Integrated Summative Assessment Task
<b>NATED</b>	National Technical Education
<b>NCV</b>	National Certificate Vocational
<b>OBE</b>	Outcomes Based Education
<b>POA</b>	Portfolio of Assessment
<b>POE</b>	Portfolio of Evidence
<b>UMALUSI</b>	Quality assurance body for General and Further Education

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## **CHAPTER 1: BACKGROUND AND RESEARCH OVERVIEW**

### **1.1 Introduction**

In this chapter a brief background of transformation in the South African Further Education and Training (FET) Colleges is presented. The focus is on implementation of the new curriculum called the National Certificate Vocational (NCV). The structure of the NCV and rules regarding combination of NCV subjects is also highlighted. It is common cause that for any curriculum policy to be implemented, a state of readiness has to be determined to ensure successful implementation. The question that is posed here is whether or not FET lecturers as key strategic players in the implementation of NCV policy, were ready for implementation. The objectives of the study, its significance and research methodology are also presented.

### **1.2 Background**

Since 1994, the South African education system has been undergoing continuous transformation which has an impact on the quality of teaching and learning. The type of education offered by Colleges since 1994 was not outcomes based (OBE) and not applicable to all occupations. National Technical Education (NATED) courses ensured that learning merit was maintained due to the fact that professionals trained by industry were facilitators and the type of occupation offered by Colleges then was very much hands on. The FET sector has mostly been characterised by changes that are very structural in nature. For example, the National Sector Plan for FET Colleges (1998:6) talks about the establishment of 50 multi-site and diverse public FET colleges from the 152 inequitable technical colleges.

There have, however, been very few interventions focused on improving teaching and learning at FET Colleges. Now, in line with the schooling sector and world trends, government has introduced new ideas and approaches in South African

FET Colleges. This was done through transformation of curricula and introduction of outcomes-based education to ensure that colleges are in line with the needs of business and the curricula they offer is responsive to industry requirements. This would assist in developing competent young people who could take their place in a rapidly changing technological world. Hence the NCV was introduced.

The new curriculum (NCV) was characterised by outcomes- based teaching and learning approaches, as well as standardised assessments and examinations, quality assured by Umalusi. Papier (2009:42) argues that the NCV commenced with a country-wide shortage of text-books and that many educators were not adequately prepared for the new content and methodology. He further indicates that outcomes- based education was an unfamiliar terrain for most educators.

This research seeks to examine constraints in the implementation of National Certificate Vocational Policy at FET Colleges. This will include constraints related to policy interpretation, lecturer capacity building, students, facilities and infrastructure.

## **1.2. Outline of the research problem**

The aim of this study was to identify some constraints that affected effective implementation of the NCV policy in FET Colleges. An FET College, like any institution, has to prepare itself thoroughly when it is expected to implement a curriculum related policy. In particular, a new curriculum policy called the National Certificate Vocational was introduced with the rollout of 11 programmes at Level 2 in 2007, Level 3 in 2008, and at Level 4 in 2009. The implementation of the NCV policy necessitated that the College prepared itself for effective implementation including provision of expertise to interpret the policy, creation of a state of readiness for the implementation and making resources available.

In terms of the NCV policy framework, the policy replaced all previous NATED report 190 and 191(N1-N6 courses). This meant that a process had to be undertaken by FET Colleges to phase out NATED courses. The Elangeni FET College in KZN had to practically implement the NCV policy within the National Policy Framework. The key question to ask was whether or not FET College lecturers, as key strategic players in this policy implementation, were ready to implement the policy. It, therefore, became necessary to identify constraints that FET Colleges encountered when the NCV policy was implemented. The research questions that followed were: what role was the College expected to play in order to have an effective and efficient implementation of the NCV Policy? Secondly, what were the causes or reasons for failure to implement the NCV policy at FET Colleges?

The intention of the research was to identify constraints that affected effective implementation of the NCV policy framework, the role played by the College and finally, ascertain the causes of failure to implement. First, however, a discussion of the NCV structure and design is necessary.

### **1.3 The structure and design of the National Certificate Vocational level 2 to 4 on the NQF**

The NCV programmes were developed by government with the aim of addressing issues of curriculum relevance and quality within the FET sector. The main area of focus within the NCV curriculum is mainly, priority skills within the South African economy and consists of 14 subfields within the qualification. Further to that, the NCV programme comprises two components: namely, the fundamental component and the vocational component. In terms of the Draft Policy for the National Certificate Vocational Qualifications (2006:5) the fundamental component is an essential part of the qualification and comprises three subjects, namely:-

- 1) A language obtained in one of the South African official languages determined by the South African Constitution, 1996 (Act 108 of 1996). The

provision is that this should be a language of teaching and learning in that college.

- 2) Mathematics or Mathematical literacy and
- 3) Life orientation

The vocational component is what defines the qualification. It will, therefore, indicate the area of specialisation for that particular programme (Draft Policy for the National Certificate Vocational Qualification, 2006:6-9).

The duration of NCV at each level for full time students is 1 year, unlike the NATED courses, which are on a semester or trimester basis. Entrance requirements at level 2 include a grade 9 certificate or Abet level 1 or any other equivalent qualification at NQF level 1. This is then followed by levels 3 and 4 respectively. The qualification consists of both theory and practical component where the practical assessment is subject to external moderation by Umalusi. The external assessment also comprises a written assessment and a practical component set by national examiners within the Department of Education and moderated by Umalusi or any other ETQA (Policy for the National Certificate Vocational Qualification, 2006:6-9).

### **Structure and rules of combination of subjects for the NCV**

Table 1.1 reflects the structure and combination of subjects as applicable at every level of study of the qualification, that is, level 2, 3, and 4.

**Table 1.1 National Certificate (Finance, Economics & Accounting)**

Fundamentals	NQF Levels (Vocational subjects)		
	2	3	4
Language	Applied Accounting	Applied Accounting	Applied Accounting
Maths OR Maths Literacy	Financial Management	Financial Management	Financial Management
Life Orientation	Economic Environment	Economic Environment	Economic Environment
<b>Optional Subject/s</b>	New Venture Creation OR Language 2	New Venture Creation OR Language 2	New Venture Creation OR Language 2

**National Certificate ( Primary Agriculture)**

Fundamentals	NQF Levels (Vocational subjects)		
	2	3	4
Language	Plant Production	Plant Production	Advanced Plant Production
Maths OR Maths Literacy	Animal Production	Animal Production	Animal Production
Life Orientation	Soil Science	Soil Science	Farm Planning and Mechanism
<b>Optional Subject/s</b>	Agri-business OR Language 2	Agri-business OR Language 2	Agri-business OR Language 2

Source: Adapted from NCV subject guidelines (2007:7)

The subject combination in the NCV programme provides a high degree of specialisation for a particular sub-field as indicated in table 1.1.

From the four compulsory vocational subjects, the fourth subject may be chosen from any vocational programme to provide the student with either high level of specialisation, or the opportunity for broader training. Generally, the first three vocational subjects listed for each programme are compulsory subjects, and others fall into the optional pool.

Duncan (2009) argues in the FET Round Table and Summit (2010:27) that the NCV was introduced as a mechanism to deal with the issue of poor quality and low relevance of the NATED programmes, as well as the low cognitive skills of FET graduates. It was for this reason that the NCV had to incorporate such fundamentals as Mathematics and language, and also pay particular attention to integration of theory and practice. The NATED courses (of the old curriculum) had no practical requirements since they had been historically linked to apprenticeship. The FET Round Table and Summit (2010:28) further states that an error with the NCV programmes was the fact that they were introduced as a replacement for the previous N programmes, when they could have been presented to serve different purposes. This was evident in the shifting enrolment figures for the period 2006 to 2009 as indicated in Table 1.2:-

**Table 1.2: Enrolment in N course and NCV 2006-2009**

<b>Programme</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>Total</b>
N courses	523 852	498 768	456 657	397 314	<b>1 876 591</b>
Estimated N enrolments	209 540	199 507	182 662	158 925	<b>750 634</b>
NCV		26 451	67 512	122 921	<b>216 884</b>

Source: Adapted from FET Round Table Working Document (2010:29)

The shift in enrolment figures, as well as industry support of the NATED courses,

necessitated that the phasing out of the NATED courses be extended. The Minister of Education approved an extension of the phasing out process by two (2) years (Round Table and Summit (2010:29).

#### **1.4. Preliminary literature study and reasons for choosing topic**

The rationale for this research was to identify some constraints that confronted FET Colleges when the NCV policy was implemented and to suggest a solution thereto. It was also necessary that the researcher identified the existing knowledge relevant to this research. Pressman and Wildavsky (1978: xv) argue that there are five important variables to consider before implementing a policy that determines the readiness of the policy to be implemented. These variables are capacity building, content, context, commitment and the client. The five variables outlined by Pressman and Wildavsky (1978: xv), were discussed and applied in this research as a theoretical framework for effective implementation of the NCV policy. During the investigation, relevant literature covering policy implementation and NCV related knowledge was consulted. The emphasis in the review of literature was on how these constraints occurred and the manner in which they have been dealt with by previous scholars.

McGrath (2006) examined policy development within the FET sector and how that relates to the broader policy development within the South African context. McGrath further investigated the extent to which policy has been implemented and highlighted challenges remaining for the sector, after policy implementation. Other scholars like Cloete (2009) have revealed in their study that FET Colleges have low levels of institutional autonomy and are a provincial competency which is also a hindrance to effective implementation of the policy.

In 2007, College educators were afforded the opportunity to either remain with the Department of Education or enter into a new employment contract with the College. In essence, this meant that the College Council would become the

employer of all staff with the Provincial Education Department providing a supportive role. At that very moment in 2007 the new curriculum called the NCV was introduced in the FET Colleges. This research, however, did not probe further into issues of autonomy and transfer of staff from State to Colleges, but focused mainly on the actual implementation of the NCV policy.

The NCV programme was launched in 2007 with an intention to provide both academic knowledge and theory, integrated with the practical skills obtained in a simulated workplace environment (Government Gazette, 2006: Policy for the National Certificate Vocational Qualification: 12). It replaced the old Nated courses that were linked to apprenticeship. The NCV examination results of 2007 and 2008 were disappointing nationally. This was indicated by Papier (2009:9) wherein He indicated a national certification rate of 10% in 2007. The poor performance of NCV learners resulted in an enquiry commissioned to investigate factors that caused poor performance among the NCV learners. The Further Education and Training (FET) institute was tasked to undertake an investigation into factors that contributed to poor performance of NCV learners in 2007 and 2008.

Papier (2009:4) argued that the new curriculum (NCV) was accompanied by a shift to outcomes based-teaching and learning methods, which was an unfamiliar terrain to FET educators. Papier (2009) further argued that many educators within the FET sector were not adequately prepared for the new content and methodology. The core of Papier's (2009) argument was that implementation of the NCV policy had constraints.

It was also clear from media exposes that FET Colleges were not performing to the required standards, suggesting challenges with the NCV. Newspaper articles referring to low pass rates in the NCV programme arose all over the country (Mail & Guardian, September 2010, Business Day; 2010). Initially, the NCV policy stipulated that learners had to pass all seven (7) subjects in the programme to

proceed to the next level. Given the high failure rate, concessions were made and learners allowed carrying up to 3 subjects to the next level (Papier, 2009:4).

It is important and relevant to indicate that the NCV policy was only implemented in January 2007. Consequently, the literature available was limited. The researcher wishes to confirm that this investigation was built on the strengths of scholars such as Papier (2009), McGrath (2006) and Cloete (2009). The outcome of this research will be of great benefit to FET Colleges in South Africa because the researcher worked on the assumption that these constraints affected all FET Colleges in South Africa. A limitation of the study was that the researcher focused on only one FET College called Elangeni in Durban. As a large FET College, Elangeni services both semi-rural and urban communities, thus the result of the study would equally apply to many such Colleges

### **1.5. Research problems and objectives**

From the foregoing discussion, it is clear that the NCV policy implementation faced numerous challenges.

The objective of the study was therefore:

- To identify the constraints that affected the effective implementation of the NCV policy at FET Colleges.
- To ascertain whether there was a state of readiness on the side of the College, whether resources were available for effective implementation and whether lecturers were adequately prepared for the task of implementing the NCV policy.
- To make recommendations for future policy implementation

Constraints refer to all existing factors which militate against effective implementation of the NCV policy at the FET Colleges. These may relate to the attitudes and perceptions of lecturers with regard to leadership style of management staff at the College, resources, equipment, departmental policies, prescriptions made by Department of Education and Training, funding for staff

development and curricula. The researcher was of the view that effective implementation of the NCV policy was not possible unless these constraints were alleviated.

The particularisation of constraints was presented in four sections:

- Constraints related to students
- Constraints related to lecturing staff
- Constraints related facilities and equipment
- Constraints related to policy interpretation

The presentation was then followed by the examination of consequences, as well as the rationale for using examination results as evidence of constraints.

### **1.5.1 Key questions**

- Which constraints affected the effective implementation of the NCV policy at Elangeni FET College?
- Was there any capacity building strategic framework for the College to prepare lecturers for the effective implementation of the NCV programmes?
- Were College resources (physical and financial) being optimally utilized when preparing the staff?
- Was equipment, space and learner teacher support material (LTSM) available?
- Was the College capable of effectively interpreting and implementing the NCV policy in terms of expertise?
- Did management provide leadership and monitoring mechanism in order to ensure effective policy implementation?
- Generally, was the College ready for implementation of the NCV policy?
- Which guidelines can be prepared to improve future curriculum policy implementation at Elangeni College?

## 1.6 Research design

The research design has to be compatible with the needs of the research to enable the researcher to attain the research objectives. Mouton (2005:56) states that research design focuses on the kind of study being planned and the results aimed at. In addition to this, it includes the problem statements and type of evidence required to address the research question. Cooper and Schindler (2003:146) refer to the three research paradigms, the quantitative or positivistic, the qualitative or phenomenological and the mixed research or triangulation paradigm. According to Cooper and Schindler (2003), quantitative research has a deductive approach thereby testing hypotheses and theory through data collected quantitatively. This approach often attempts to study behaviour under controlled conditions. Qualitative research studies behaviour in natural environments and adopts an inductive approach, thereby generating new hypothesis and grounded theory from qualitative data collected during fieldwork. Mixed research is a general type of research in which quantitative and qualitative methods and techniques are mixed in one overall study.

This research leaned towards a phenomenological research paradigm since it was very exploratory with the purpose of describing and explaining processes. One of the reasons for using this approach was its strength to provide complex textual descriptions of how people experience a given issue. The researcher used both qualitative and quantitative research design paradigms. Quantitative data in the form of student results were retrieved and analysed and a questionnaire was administered. The reason for using both paradigms was to ensure that they supplement and enhance each other in order to ensure reliability and validity of data. This is referred to as triangulation.

**Triangulation design** is a mixed method design where the researcher uses both qualitative and quantitative methods. Triangulation is most suitable when the researcher wants to collect both types of data on a topic at the same time

Ivankova, Creswell and Clark, (2007:266). The researcher applied triangulation in this study because it is a strategy for improving the validity and reliability of evaluating curriculum (Nieuwenhuis, 2007:80). Triangulation or mixed method was, therefore, suitable for this study because it focuses on both methods that are applied.

The researcher was only able to identify these constraints from experiences of staff who were present during NCV policy implementation. It is for this reason that the study targeted respondents who had been with the College sector prior to NCV implementation. The research focused on respondents who joined the College during the NCV implementation and sought responses from other members of staff who are in management and curriculum experts in the College.

### **1.7 Research methodology and methods**

It was necessary for the researcher to distinguish between the two concepts; research methods and research methodology as defined by a number of scholars, since this had an impact on the study conducted. Methodology refers to the overall approach evident in the research process from the theoretical foundation to the strategies that are used in the collection and analysis of the data (Hussey and Hussey, 1997:54). Mouton (2001:56) argues that research methodology focuses on the research process and the type of tools and procedures that will be used to answer the research question. Hussey and Hussey, in contrast, refer to research methods as the specific means by which data are collected and analysed. According to Mouton (2005:56), research methods are the unbiased deployment of research tools and procedures necessary to achieve the desired research results in a given study.

The research method appropriate for this study was both qualitative and quantitative in nature. Remenyi, Williams and Swart (1998:100), citing Gill and Johnson (1991), argue that once the area of study has been selected, research

topic identified and research question formulated, a relevant approach has to be selected that will answer the research question. Gill and Johnson (1991) explain in Remenyi *et al.* how individuals start at different levels when conducting their research. They suggest that our experiences and what happens around us determine where the research process starts. Remenyi *et al.* (1998:100), citing Gill and Johnson (1991), further conclude that these experiences enable us to differentiate between research methods that are deductive (based on logic) and those that are inductive (based on empirical evidence).

Deduction is based on an idea that has to be tested to reach a specific situation and is, therefore, linked with positivism paradigm, whereas induction works over a specific idea to generalise the situation and is linked with interpretivism paradigm (Crowther & Lancaster, (2009). This research leaned more towards induction and interpretivism, but elements of deduction and positivism are also present. Saunders, Lewis and Thornhill (2007:138) have asserted that by using both approaches it is very easy to estimate a logical and correct result.

### **1.7.1 Population**

The College employs different categories of staff. These are support staff, administrative staff, academic staff (lecturers, senior lecturers and HODs) and management. This research focused on academic staff, management and some administrative staff who work in the curriculum section. The College currently has a staffing complement of 400. The population in this study is 400 and a sample of 40 was drawn from it.

### **1.7.2 Sample and sampling techniques**

The study used stratified sampling methods to categorise respondents. According to Fox and Bayat (2008:55), stratified random sampling is best used when the population being studied is heterogeneous (dissimilar) regarding the

phenomena being studied. It is first divided into a number of natural and non-overlapping groups or strata that are more or less homogeneous regarding the phenomena being studied. In this study, respondents who had been with the College sector prior to NCV implementation and have experienced the process were targeted. The researcher also targeted respondents who joined the College during the implementation process and sought responses from other members of staff in management.

### **1.7.3 Data collection**

The study collected raw data from different pools to facilitate analysis that produced evidence required to address the research question. The first pool of qualitative data was obtained through in depth interviews with different categories of staff as have been mentioned. Quantitative data was also retrieved from College database to assess pass percentages of NCV students from 2007.

### **1.7.4 Data analysis**

In this research enquiry, qualitative data was analysed by first grouping it into themes. These themes were pre-determined and set before the process of interviews. If during the data analysis process there were any other categories emerged, they were added. The data were then transferred into an MS Excel spreadsheet denoting descriptive themes of the investigation. Quantitative data of student pass percentages were reformatted onto Ms Excel in order to facilitate manipulation and eventually generated into bar charts.

## **1.8. Structure of the dissertation**

The dissertation consists of five chapters. Chapter 1 deals with the introduction and background of the study. It gives details of the NCV programmes in terms of the structure. The chapter further outlines the research problem, poses the

research question and discusses the aims of the study and its contribution to research. Lastly, the chapter discusses the research approach, why it was considered suitable as well as limitations of the study

### **1.8.1. Chapter 2: Literature review**

The first part of this chapter covers aspects of previous studies conducted by other scholars in policy implementation. Since the research topic covers the NCV policy implementation process and its effects, this chapter focuses on aspects of policy implementation including different approaches to policy implementation as debated by different scholars, and the important variables to consider before implementing a policy, which determines readiness for implementation.

### **1.8.2 Chapter 3: Research design and methodology**

This chapter addresses the research design and methods used to obtain data for the study. It further discusses the sampling processes as used in the study.

### **1.8.3 Chapter 4: Analysis and presentation of findings**

This chapter deals with analysis of data collected, discussion of primary data and presentation of findings.

### **1.8.4 Chapter 5: Conclusions and recommendations**

This chapter deals with conclusions and recommendations of the study.

## **1.9 Conclusion**

This introductory chapter has provided a background to the research problem as far as the introduction, outline of the research problem, structure and design of the NCV, as well as the objectives of the study are concerned. The chapter also describes the research methodology and design employed in this study. In the next chapter a literature review will provide a summary of transformation in the FET sector in South African context as well as insight into research conducted by FET institute on constraints in the NCV curriculum. Approaches to policy implementation as well as the variables considered important when a policy is implemented are also dealt with in the next chapter.

## **CHAPTER 2: LITERATURE REVIEW AND A CONCEPTUAL FRAMEWORK FOR POLICY IMPLEMENTATION**

### **2.1 Introduction**

The aim of this study was to identify some constraints that affected effective implementation of the NCV policy in FET Colleges. Constraints refer to all existing factors which militate against effective implementation of the NCV policy at FET Colleges. The research aimed to ascertain whether there was a state of readiness on the part of the College, whether resources were available for effective implementation and whether lecturers were adequately prepared for the task of implementing NCV policy.

The purpose of this chapter is to provide a critical assessment of the literature on policy implementation with a view to establish what is already known regarding the NCV policy implementation. The review also identifies gaps in the literature to ascertain the contribution of this research to the knowledge base of the NCV policy implementation.

### **2.2 Defining policy implementation**

As Smith (1973:198) points out, there is always an assumption that “once a policy has been formulated by a government, the policy will be implemented and the desired results of the policy will be near those expected by policymakers”. This is not necessarily always true, especially in government departments where there is often a lack of capacity for implementation. There is very little research into policy implementation in the area of teaching and learning in the FET college sector. This is more so in the area of the NCV since it was only implemented in January 2007.

Much of the recent literature on the NCV is from scholars such as Papier (2009), McGrath (2006) and Cloete (2009). Given that Papier (2009) was tasked to investigate factors that caused poor performance of NCV learners in 2007 and 2008, it is common cause that through implementation of the NCV curricula, some constraints came to light, which might have been the cause for poor performance.

It was necessary to probe into these constraints and also take into cognisance variables that are important when implementing a policy. Pressman and Wildavsky in Sapru (2004:150) argue that there are five important variables to consider before implementing a policy that determines its readiness for implementation. These five variables are:

(1) Capacity building, (ii) Context, (iii) Content, (iv) Commitment and (v) the Client. They were discussed and applied in this research as a theoretical framework for effective implementation of the NCV policy. First however, a definition of policy implementation is given.

Goggin, Bowman, Lester and O'Toole (1990:34) define policy implementation as a "process, a series of....decisions and actions directed towards putting an already decided... mandate into effect." Makinde (2005:64) also define policy implementation as those activities that are carried out in the light of established policies. It refers to the process of converting financial, material, technical and human inputs into outputs—goods and services.

The implication of the above definitions is that the NCV policy implementation had to be viewed within a context of being a process, a series of decisions and actions directed towards putting an already decided mandate into effect. This is also supported by Mazmanian and Sabatier (1983:4), who concur that the concept of policy implementation can be defined as "those events and activities that occur after the issuing of authoritative public policy directives, which include both the effort to administer and the substantive impacts on people and events".

Hargrove in Sapru (2004:151) argues that the policy implementation model remains what he called the “missing link” in social policy. This confirms that there are still implementation gaps in all processes of policy implementation. The literature has, however, highlighted the complexity of the implementation process and the difficulty in trying to understand this complexity. In South Africa, there is still no clarity regarding the beginning and the end of the policy implementation process, suggesting that a common theory is still lacking. This is the reason South Africa is considered to have formulated good policies some of which have failed in the implementation phase.

Policies will vary depending of their purpose, impact and complexity. A distinction can, therefore, be made between various policies. For example, substantive policies which reflect what government should do, regulatory policies specifying rules of conduct with sanctions imposed for failure to comply and redistributive policies which attempt to change allocation of wealth at the expense of others (De Clerque, 1997:127; Jansen, 2001:89). In the South African context, since 1990, most education policies have been symbolic, substantive and redistributive. After the first democratic elections in 1994, South Africa developed a number of policies in the education sector in order to transform the country. These include the establishment of a single National Qualifications Framework (NQF), the White Paper for FET in 1998 and the FET Act No 98 of 1998, to name but a few. The question that arises is whether or not, any attention was given to implementation of these policies and how these policies would translate into desired objectives.

### **2.3 Policy reform in the FET College sector**

McGrath (2006:2) investigated policy development within the FET College sector and how it relates to the broader policy development within the South African context. McGrath further investigated the extent to which policy has been

implemented and highlighted remaining challenges for the FET sector, after policy implementation. The author concluded that much has been done in transforming the sector; however, most of these reforms remain partially implemented.

South African FET College lecturers have faced a number of policy changes in 13 years since 1994, which are briefly referred to in this section. The National Sector Plan for FET Colleges in South Africa (2008:6-9) gives a greater account of these reforms. In 1995, the system consisted of 152 technical colleges located in various education departments. These 152 Colleges were funded, governed and managed in different ways. They also served different population groups and their location was determined by apartheid planning. The challenge for government was, therefore, to transform these racially divided colleges into one system that would address the skills shortage of the country, irrespective of race.

The first step in this transformation was establishment of a single National Qualifications Framework (NQF) which would address integration of the education and training system. This would be under the guidance of the South African Qualifications Authority (SAQA). This was followed by the appointment of the National Committee on Further Education (NCFE) in 1996. The task of the NCFE was to investigate problems in the FET sector and make recommendations for transformation. This resulted in the framework for the transformation of the FET sector in South Africa. The framework formed the basis for The White Paper for FET in 1998 and the FET Act No 98 of 1998 (National Plan for FET Colleges 1998:6).

The FET Policy guided and governed the development of FET Colleges and set up a framework for transforming curriculum, teaching and learning, qualifications and institutional arrangements. In 2000 came the establishment of a National Landscape Task Team which had a mandate to develop an overall national strategy for the re-organisation of the sector. The recommendations of the Task

Team were published in July 2001 as A New Institutional Landscape for Public Further Education and Training Colleges. This document recommended the establishment of 50 multi-site and diverse public FET Colleges from the 152 inequitable technical colleges. The recommendations included a determination of how many sites should be established per province and which sites should make up each of these colleges. Further, the document recommended that these colleges would be declared public colleges with new names and established councils. This process was completed in 2003 with the declaration of the FET colleges in provincial gazettes (National Plan for FET Colleges, 1998:6).

The National Plan for FET further details how the merger process was to be consolidated. This was done through training and development of college councils, appointment of principals at each of the 50 colleges and development of common administration and management systems across the various sites of the 50 colleges. An allocation of R1.9 billion for the re-capitalisation of colleges was approved in 2005. These funds were allocated to support delivery of priority skills programmes from 2007. What followed was infrastructure development, procurement of equipment; development of administrative systems, staff development, as well as curriculum development to support the new Curriculum to be introduced called the National Certificate Vocational (NCV).

These developments necessitated drafting of the new FET Act (No 16 of 2006), which supported the vision of a vibrant FET College system responsive to the needs of the 21<sup>st</sup> century. The FET policy of 2006 stipulated that all public FET colleges would become autonomous bodies with their own councils, thus partially removing this responsibility from the provincial departments of education. Table 2.1 shows a timeline of changes that led to the existing scenario in FET Colleges.

**TABLE 2.1: A summary of the transformation of FET Colleges in South Africa**

YEAR	ACTIVITY
1995	National South African Education and Training system established
1995	South African Qualifications Authority Act enacted
September 1996	National Committee on Further Education (NCFE) established
August 1997	Framework for the transformation of FET in South Africa established
August 1998	White Paper on FET A programme for the transformation of FET Published
November 1998	Further Education and Training Act enacted
July 2001	A new institutional landscape for Public Further Education and Training was in place
August 2003	50 Public Colleges declared in Gazette with Councils
August 2004	Re-Capitalization Plan for transforming FET Colleges approved by Government
March 2005	Government announcement of R1.9 billion for FET College Re-Capitalization
March 2006	Qualification Framework for FET Colleges gazetted-National Certificate Vocational
December 2006	Promulgation of the FET Act
January 2007	Implementation of the NCV programmes at 50 FET Colleges

Source: Adapted from National Sector Plan (1998:10)

Concurrent with the implementation of the FET policy of 2006, where college educators were afforded the opportunity to either remain with the Department of Education or enter into a new employment contract with the College, the new policy called the NCV was introduced in the FET Colleges.

If one takes into consideration the intergovernmental nature that existed within the South African FET College system, policy implementation occurred at both provincial and institutional level, while policy standards and norms were set nationally. To what extent then, could policies developed and planned nationally be implemented as required across different levels of government? The implication of reforms referred to is that government had to fulfil its mandate to reform South African policies to a redistributive and substantive nature. Implementation of these policies was left to implementers at a lower level without considering the context where policy will be implemented and the commitment of

implementing actors. As a result, performance in these colleges was poor and the results disappointing.

#### **2.4. Research conducted by the FET Institute**

The Further Education and Training Institute of the University of the Western Cape (UWC) is a training, development and research unit with a special focus on the FET College sector. The institute has its roots in the National Access Consortium Western Cape (NACWC) established in 1996 and funded by Danish Development Agency to increase access to learning and employment when new policies in education were initiated. The NACWC was instrumental in building capacity of college educators to satisfy the requirements of SAQA framework. Anecdotal evidence abounds as to the reasons for poor performance of NCV learners in the first rollout of the new curricula, hence the Western Cape Education Department's (WCED) was tasked with ascertaining empirically, what could have been reasons for poor performance of NCV learners (Papier, 2009:4).

The research conducted by the FET institute was, therefore, commissioned as a result of the outcry nationally, regarding the poor performance of NCV learners in 2007 and 2008. Official NCV policy requirements for promotion had initially stipulated that learners were to pass all 7 subjects in the programme in order to proceed to the next level, but given the high failure rate, concessions were made and learners were allowed to carry up to 3 subjects to the next level (Papier, 2009:4).

According to the National Sector Plan (2008), the Department of Education (DoE) set huge enrolment targets for each college to achieve, which meant that colleges had pressure to meet their targets. The admissions policy did not clearly state the enrolment criteria since there were no specific requirements for each programme. Any learner that passed Grade 9 or any other qualification equivalent to NQF level 1 could be accepted. Learners were given unlimited

access so that colleges could reach targets set by National Department of Education and, at the same time, secure funding. The year 2007, which was the first year of implementation, proved challenging for college educators, managers and learners (Papier, 2009:4).

Papier (2009) further states that in the Western Cape, focus group sessions involving subject matter experts revealed that structural problems existed regarding the NCV curriculum. Some of these problems referred to the content being pitched too high for learners exiting Grade 9. Also, the level descriptors and range statements of the subjects were vague (Papier, 2009:29-42). These were meant to guide educators in terms of the scope and depth of the content. This investigation by (Papier, 2009) was commissioned as a result of poor learner performance in the NCV programmes and the findings indicate that there were constraints during the NCV policy implementation.

## **2.5 Approaches to policy implementation**

Khosa (2003:49) argues that discrepancies between policy and implementation are largely caused by unrealistic policies, and a lack of managerial expertise. The author further states that policy implementation has suffered from absence of a people-driven process. Insufficient coordination of policy implementation is cited in virtually all sectors, and has significantly hampered the implementation of policies. In addition, Khosa explains that insufficient staffing and capacity of all three spheres of government, as well as the linkages between them, have largely worked against successful implementation of policies (Khosa, 2003:49). Khosa's findings would have an adverse effect on successful service delivery and, therefore, need to be taken into consideration when policies are implemented.

In the literature on policy implementation, a number of obstacles were identified that have hindered successful implementation. However, there is also evidence of a number of common findings as well as recommendations by scholars of

implementation literature. According to Pressman and Wildavsky (1973: xiii-xvii) as cited in Sapru (2004:152), as implementation research evolved, two schools of thought developed as the most effective methods for studying and describing policy implementation: top-down (Technical-rational) and bottom-up (Mutual adaptation). Realising the limitations of these two, researchers then saw an opportunity to look at the interconnections and relationships between the two schools of thought, hence sense-making and co-construction method came into effect. These three approaches are discussed in the following sections.

### **2.5.1 Technical-rational**

According to Skies, Schneider and Plank (2009:348) the technical-rational is built on classical management theory and focuses on planning, organising, coordinating and control. The key assumption underlying this approach is that authority and responsibility should flow in a clear unbroken line from highest executive to lowest operative. According to the technical-rational approach the sequence of change will travel in one direction, that is, from policy designers to implementers. This means that it tends to lean on a top-down approach to policy implementation and focuses on the procedural aspect of a policy and less on the context where the policy will be implemented. Technical-rational approach is what Elmore (1980), as cited in Skies, Schneider and Plank (2009:348) calls “Forward Mapping”, which assumes that policy makers have control over the organisation, political and technical processes affecting implementation of policies. Furthermore, because technical-rational scholars treat policy design and policy implementation as two separate processes, they assume that failure of a policy is always linked to poor implementation, rather than formulation phase. The assumption is that execution, not formulation of a policy, is the root of unsuccessful outcomes (Sykes *et al*, 2009:348). In a pure top-down world, policy implementation would, therefore, depend on how well those at the top communicated their policy intent to those at the bottom who are supposed to implement.

### **2.5.2 Mutual adaptation**

The mutual adaptation approach reflects a different approach from technical-rational, which has been criticised for not being sensitive to the context where the policy will be implemented. According to Anderson and Looney (2002:46), mutual adaptation takes into consideration local level implementation and adaptation. This means developing capacity where policies should be implemented and assisting in improvement of services at a local level, while monitoring the behaviour of implementing officials. This model assumes that the closer one is to the actual problem, the better the ability to influence and subsequently change it. Berman and McLaughlin as cited in Skies *et al.* (2009:349) found that although policies can enable preferred outcomes as determined by policy makers, even fully planned and organised policies will ultimately depend on how individuals within that local context interpret and applied them. This refers to managers who are supposed to interpret and educators that are supposed to implement the policy. The author further argues that implementation should be seen as a mutually adaptive process between the user (educators) and the institution (government, manager's etcetera) setting specific project goals. This approach, therefore, tends to lean towards the bottom-up design. It draws attention to the previously neglected aspect of policy implementation. Research on policy implementation has shown that pressure from the top can provide direction for change, rather than guarantee effective implementation. The local context where policies are implemented becomes critical to reaching the desired policy outcomes.

### **2.5.3 Sense-making and co-construction**

The technical-rational and mutual adaptation approaches have been the two most commonly debated approaches to policy implementation, that is, top-down vs. bottom-up. Realising that there are limitations between these two dichotomies, researchers acknowledge the need to examine the relationship

between policy design and implementation as cited by Cohen and Goldin (2007); Matland (1995); Mclaughlin (1990) in Anderson and Looney (2002:46). The understanding is that there is mutual dependence between policy and practice. In essence, this means that policy relies on implementers realising their goals, while practice depends on policy to frame action and produce required outcomes.

The sense-making and co-construction approach is built upon the importance of context in mutual adaptation through emphasising the interrelationships between actors (policy makers, managers and educators) and explaining just how context shapes policy implementation. Frederick (1941), cited in Skies *et al.* (2009:350), states that “Public policy is a continuous process, the formulation of which is inseparable from its execution. It is being formed as it is executed, and likewise being executed as it is formed”. The implication here is that policy implementation becomes a dynamic process involving negotiation between different actors operating at different levels within and between different organisations. Sense-making and co-construction is, therefore, a combination of policy implementers engaging the policy taking into consideration their context, while considering the political environment and acknowledging the role of power. In essence, this means that there is a continuous engagement at all levels of government as the policy is implemented, which might eventually lead to certain changes being made in the original policy document.

In conclusion, by analysing the three approaches to policy implementation discussed, this study intends to establish what approach would most appropriately apply to NCV implementation. This analysis is done within the theoretical framework of the five variables in policy implementation, discussion of which follows.

## **2.6 Presentation of five policy implementation variables as theoretical Framework for effective implementation of the NCV Policy**

Pressman and Wildavsky (1978) argue in Sapru (2004:151), that policy implementation is seen as a tension generating force in society. He confirms that tensions are generated between and within four components of the implementation process, being the idealised policy, implementing organisation, target group and the environmental factors. The author further states that these tensions result in transaction patterns that may or may not match the expected outcome of policy formulators. The researcher will argue that by applying this model, policy makers may attempt to minimise disruptive tensions which may result in failure of policy outcomes.

Whilst the researcher can confirm that policies will differ depending on their purpose and how they are implemented by different organisations, scholars like Pressman and Wildavsky (1978:xv) in Sapru (2004:151), Grindle (1980:28) and O'Toole (1986:203) suggest, in Fox and Van Rooyen (2004:41), that critical variables which shape the direction in which that policy should be implemented are identifiable. These five variables are important causal factors that determine the direction of a policy and include the content, context, capacity, commitments and clients and coalitions. These variables are discussed in the following sections.

### **2.6.1 Content**

Lowi (1963), cited by Fox and Van Rooyen (2004:42), provides for the classification of policy content and characterises policy as distributive, regulatory or redistributive. Lowi defines distributive policies as those that create public goods for general welfare, regulatory policies as those specifying rules of conduct with sanctions imposed for failure to comply and redistributive policies as those that attempt to change allocation of wealth at the expense of others.

Fundamental to Lowi's view is the assumption that policies determine politics and the fact that governments coerce. The content of a policy is, therefore, a function of the level of coercion by government and is critically important since it determines the end itself and chooses specific means to reach those ends. Other scholars like Pressman and Wildavsky (1973: xv) argue in Sapru (2004) that policy implementation is a process of interaction between the setting of goals and the actions to achieve them. This argument confirms that both Pressman and Wildavsky (1978: xv) in Sapru (2004), and Lowi (1963) agree end and means are the content of policy.

This research identifies from the above statements that policy content will inform implementers about (a) the policy intent, that is, the aim or what the policy sets out to do (b) how the policy considers what it sets out to address as a problem (c) how it aims to solve the perceived problem. It is critical to not only analyse the aim of the policy, its causal characteristics and methods that will affect policy content, but also how these will impact the other variables. For example, in the case of the NCV policy, what the policy aims to achieve may not have been the problem, but the fact that the phasing in of the NCV would result in the phasing out of Nated courses, may have influenced lack of commitment on implementers such as lecturers. The makeup of coalitions among different stakeholders opposing the policy (Business, lecturers) may have had an influence on the administrative capacity of managers to implement the policy as desired.

### **2.6.2 Context**

The focus here is on the institutional context where policy will be implemented as this is also affected by the larger political, social and economic environment. Berman (1980), cited by Fox and Van Rooyen (2004:42), argue that the institutional corridor within which policies pass have an impact on the implementation process. Within the institutional corridor where the policy passes,

there are different actors for example educators, managers, politicians, as well as clients (learners) that need to be considered when implementing policies.

This implies that some tasks relating to the institutional context need to be performed before a policy is implemented, for example identifying key institutional actors that are influencing or are being influenced by the policy and also trace their power and interests within the institution. This will assist in determining those actors who have the power to influence the implementation process from those who have little impact. That way, plans and strategies can be in place to militate against those influences.

In the case of the NCV policy implementation, implementing actors were lecturers of the college system. It is important to recognise that these lecturers cannot be treated like objects that will carry instructions as issued. They are people who face the reality and diversity of their institutional context. In most circumstances, they are capable of making appropriate decisions within their context which they understand better than policy formulators or politicians. Implementers will always apply their own meaning and interpretation to the intended policies and use their discretion to alter the original goals of policy makers, considering the context within which policies are implemented. It is vital therefore, for policy makers to anticipate implementation problems and strategise to minimise these influences.

### **2.6.3 Commitment**

Berman (1980), as cited in Fox and van Rooyen (2004:42), argues that even if governments have the most logical policies, if those responsible for carrying them out are unwilling or unable to do so, little will happen. Berman's statement is particularly true and often supported by bottom-up scholars like Warwick (1982). Implementer commitment is a critical variable for policy implementation and both bottom-up and top-down perspectives concede to that. The top-down

perspective would view implementer commitment critical in that it will be shaped by content of the policy and its capacity to ensure availability of resources, which is controlled at the top. Bottom-up scholars would view implementer commitment as a process that is gained while policy is formulated since there is engagement from the bottom. It is also influenced by the institutional context and coalitions. This confirms how critical implementer commitment is, when policies are implemented. It can be concluded that commitment is important at all levels through which policy travels, not just at the street level. Also, commitment will be influenced by and will influence all the four remaining variables: content; capacity; context; and clients and coalitions. This means that, to implement the NCV policy effectively, Elangeni College had to ensure that these linkages are taken cognisance of. The College had to ensure that there is willingness and implementer commitment to the NCV policy. Commitment is critical at the street level as well as at all other levels of the implementation process. Since South African government institutions tend to lean towards a top-down approach to policy implementation, it is important to ensure that implementer commitment is achieved through consultation since implementers understand the context better. In the case of the NCV policy, implementer commitment refers to the commitment of lecturers who were supposed to implement the NCV policy and commitment of managers, who had to ensure that resources were available for implementation.

#### **2.6.4 Capacity**

According to Grindle (1980:28), capacity building is a total structural, functional and cultural transformation of government, in order to mobilise available resources to achieve policy objectives. Grindle further states that the administrative, economic, technological and social environments within which action is taken must also be conducive to successful implementation. In the context of this research, the capacity of the public sector is conceptualised as the ability to implement the policy objectives or to deliver public services aimed at

raising the quality of life of citizens. It refers to the availability of and access to human, financial, technological and other logistical resources necessary to implement a policy. Capacity will also include requirements like leadership, motivation, commitment and other attributes needed to transform a plan into action.

It is clear that successful implementation will require administrative and other abilities to do the job. The critical question in understanding how capacity may influence effective implementation is not only what is required and where, but also how this capacity can be created and utilised. Most of the studies conducted by O'Toole (1986:189) feature resources as a critical variable. What is important to note is that scholars like Grindle (1980:28), and O'Toole (1986:189) consider capacity to be the administrative capacity to implement a policy, but it is important to note that commitment and motivation also play an important role.

### **2.6.5 Clients and coalition**

Rein and Rabinovitz (1978:314) argues that "a power shift among the different outside interest groups produces a corresponding shift in the implementation process". Rein and Rabinovitz further argue that support of clients and outside coalitions is the final critical variable. Their argument is supported by Elmore (1980:610), who concedes that implementation is affected in a critical sense by the formation of local coalitions of individuals affected by the policy. These arguments imply that coalitions of interest groups, opinion leaders, and other outside actors who are affected by the policy implementation process, can hamper successful implementation. As with the other variables, the first task is one of determining potentially influential clients and coalitions from the other actors in the implementation arena. This is vital because identifying those actors that are impacted on enough for them to have the ability to influence the implementation process will distinguish them from minor actors.

Smith (1973:204) refers to clients as those actors whose behavior is targeted by the implementation. By this, Smith implies those who must change to meet the demands of the policy. The author further argues that coalitions refer to those interest groups whose individual behavior may not be affected, but have sufficient motivation and ability to seek particular outcomes. It is important to ensure that a buy-in from the intended clients is received. This is critical because no amount of success on all other policy implementation processes can make up for rejection of a policy by its intended clients.

Like all the other variables, clients and coalitions have a linkage to the other four. For example, lack of implementation capacity can strengthen opposing clients and coalitions, while implementing actors are more likely to be committed to implement a programme that has a strong client support.

All these five variables are linked to and influenced by others to varying extents depending on the specific implementation situation. For example, implementation capacity of Elangeni FET managers is likely to have been linked to all the remaining four variables: the NCV policy content may, or may not, have made it possible for managers of Elangeni FET College to provide resources for capacity building; the institutional context of Elangeni College may have hindered or helped with such capacity enhancement; the commitment of implementers (educators) to the NCV policy, may make up for the lack of such capacity; or the coalition of actors opposed to effective implementation may hinder the capacity which might otherwise have been sufficient. The task is, therefore, to ascertain the strength and influence of each variable on specific policy implementation process and then identify linkages between them on the basis of their strength and weaknesses, thereby enhancing the effectiveness of that particular implementation process.

This model of policy implementation (five variables) linked with the sense-making and co-construction approaches which recognise that public policy is a

continuous process formulated as executed, can assist institutions when implementing policies and also serve as a yardstick for effective policy implementation.

## **2.7. Conclusion**

A systematic literature review was carried out to provide a critical assessment of the literature on policy implementation with a view to establish what is already known regarding policy implementation. A systematic literature review is a means of identifying, evaluating and interpreting available research relevant to a particular research question, or topic area, or phenomenon of interest (Tranfield, Denyer & Smart, 2003: 209).

Evidence from the literature indicates that a number of factors are important for a policy to be implemented successfully. These include, among others:

- (a) the in-depth understanding of principles, procedures and processes for policy implementation;
- (b) developing organisational readiness;
- (c) management and implementer commitment and capacity;
- (d) external and internal support of the policy by its clients and coalitions;
- (e) communication and engagement;
- (f) A strategic approach to implement the policy; and
- (g) teamwork and timing of implementation.

The literature, therefore, supports the argument that for effective implementation of the NCV policy, it was critical for the College to identify and understand all the processes that will ensure effective implementation. These would include provision of resources required, capacity building for staff, implementer commitment, which includes management and staff and the content of the policy itself. Finally, the College had to monitor and evaluate all implementation actions to ensure that the desired results of the policy were achieved. These findings

from the literature correlate with constraints that were found during the data collection process and the analysis conducted in Chapter 5, analysed these constraints as well as the five variables that were used as a theoretical framework for effective implementation of the NCV policy.

## **CHAPTER 3: RESEARCH METHODOLOGY**

### **3.1 Introduction**

The purpose of this chapter is to outline the research methodology that was used in this research. The chapter includes a narrative account of the research design that was used, including the methodology selected and sampling methods. It further details data collection methods used, including questionnaires, structured interviews and quantitative data of students results gathered from records. This enquiry was mostly phenomenological (qualitative), having been based on people's experiences during the NCV policy implementation, but the positivist approach was also applied since raw data in the form of results had to be retrieved and analysed to reach valid conclusions.

### **3.2 The Research objective**

The objective of this study was to identify constraints that affected effective implementation of the NCV policy at Elangeni College for FET. It was also to ascertain whether there was a state of readiness on the side of the College to ensure effective implementation. These constraints were categorised into four sections in order to achieve the research objective, that is:

Constraints related to policy implementation and interpretation

Constraints related to lecturing staff

Constraints related to facilities and equipment

Constraints related to students

The answer to the research objective determined whether Elangeni College was ready to implement the NCV policy.

### 3.3 Research methodology versus research methods

It was necessary to distinguish between the concepts, research methods and research methodology, as defined by a number of scholars since this had an impact on the study conducted. Methodology refers to the overall approach evident in the research process from the theoretical foundation to the strategies that are used in the collection and analysis of data (Hussey and Hussey, 1997:54). Mouton (2001:56) argues that research methodology focuses on the research process and the type of tools and procedures that will be used to answer the research question. Echoing the above sentiments, Brynard and Hanekom (1995:28) state that research methodology is a process of research which includes the decisions that the researcher has to undertake in order to execute the research project.

Methodology is a way the researcher systematically solve the research question which includes the steps to follow as well as the logic behind them. Hussey and Hussey (1997:54) in contrast, refer to research methods as the specific means by which data is collected and analysed. According to Mouton (2005:56), research methods are the unbiased deployment of research tools and procedures necessary to achieve the desired research results in a given study. They are those scientific tools the researcher uses to execute research in order to reach valid conclusions. These tools are used in all research designs including empirical and non-empirical designs, where quantitative and qualitative methods are applied.

Gill and Johnson argue in Remenyi *et al.* (1998:100), that once the area of study has been selected, research topic identified and a research question formulated, a relevant approach has to be selected that will answer the research question. Gill and Johnson further argue in Remenyi *et al.* (1998:100) that there is a vast amount of research strategies, techniques and tools that can be utilised by

researchers to answer the research question. This makes it imperative that a suitable and relevant approach or theory be selected for the research. Gill and Johnson utilised the Kolb's learning cycle as depicted in Figure 3.1 to explain the research approach.

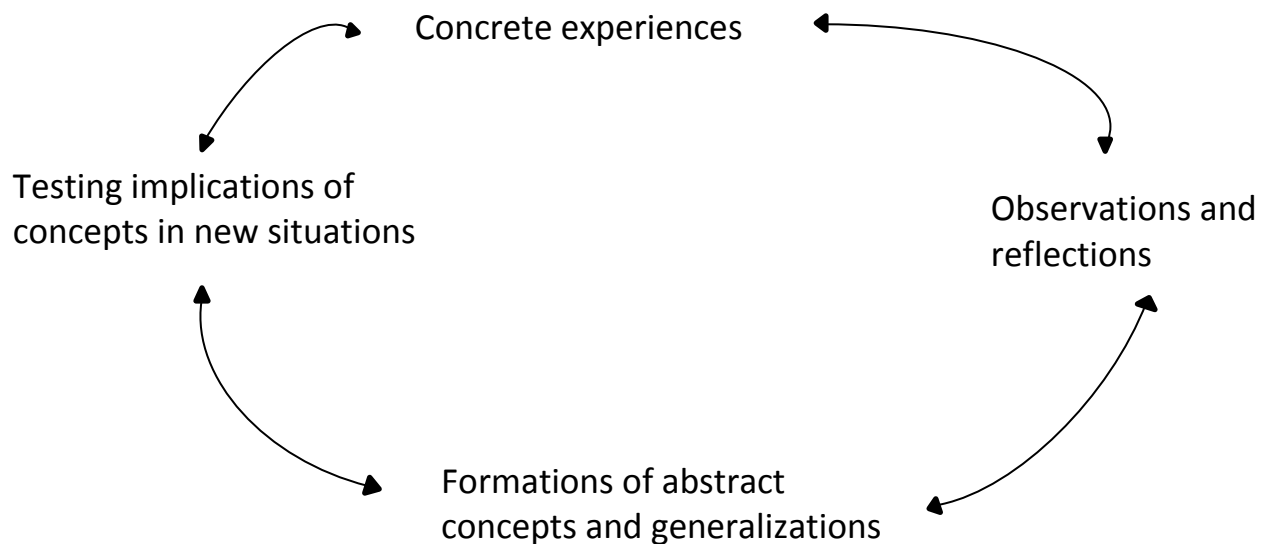


Figure 3.1 Kolb's experiential learning cycle

Source: adapted from Remenyi, Williams, Money and Swarts (1998:100)

Gill and Johnson (1991) explain, in Remenyi *et al.* (1998:100), how individuals start at different levels of the cycle when conducting their research. They suggest that our experiences and what is happening around us will determine where on the cycle the research process starts. Gill and Johnson (1991) further conclude that these experiences enable us to differentiate between research methods that are deductive (based on logic) and those that are inductive (based on empirical evidence).

Induction, for Gill and Johnson cited in Remenyi *et al.* (1998) is learning by reflecting upon previous experiences and then formulating abstract concepts and theories that will explain the past and predict future experience. Gill and Johnson

suggests that through induction, conclusions can be drawn from observations and reflections, implying that induction relates to the right hand side of Kolb's learning cycle in Figure 3.1

Deductive research methods require that a conceptual structure be developed first before it is tested through empirical observation, corresponding to the left hand side of Kolb's experiential learning cycle. This means allowing the researcher to establish a hypothesis by using theory, and then collecting data to confirm or reject the hypothesis (Remenyi *et.al.*,1998:100).

Deduction is based on an idea that has to be tested to reach a specific situation and is linked with positivist paradigm, whereas induction works over a specific idea to generalise the situation and is linked with interpretivist paradigm (Crowther and Lancaster 2009). This research leaned more towards induction and interpretivism, but elements of deduction and positivism are also present. Saunders, Lewis and Thornhill (2007) assert that by using both approaches, it is very easy to estimate a logical and correct result.

### **3.4 Research design**

The research design has to be compatible with the needs of the research in order to enable the researcher to address the research question. Mouton (2005:56) states that research design focuses on the kind of study being planned and the results aimed at. In addition to this, it includes the problem statements and the type of evidence required to address the research question. Mouton (2005:56) further states that, research design can be utilised to "plan, structure and execute" the research to maximise the "validity of the findings".

Echoing the above sentiments, Cooper and Schindler (2003:146) define research design as the plan and structure of investigation conceived to obtain answers to research questions. The research design, therefore, guides the researcher on the

selection of sources, the types of information to collect and also outline procedures for every research activity. A research design forms the framework of the entire research process.

Cooper and Schindler (2003:146) refer to the three research paradigms, the quantitative or positivistic, the qualitative or phenomenological and the mixed research or triangulation paradigm. According to Cooper and Schindler (2003:146), quantitative research has a deductive approach, thereby testing hypotheses and theory through data collected quantitatively. This approach often attempts to study behaviour under controlled conditions. Qualitative research studies behaviour in natural environments and adopts an inductive approach, thereby generating new hypothesis and grounded theory from qualitative data collected during fieldwork. Mixed research is a general type of research in which quantitative and qualitative methods and techniques are mixed in one overall study.

This research leaned towards a phenomenological research paradigm since it was very exploratory with the purpose of describing or explaining processes. One of the reasons for using this approach was its strength to provide complex textual descriptions of how people experience a research issue. However, the research used both qualitative and quantitative research design paradigms. Quantitative data in the form of students results were retrieved and analysed and a closed-ended questionnaire was also administered. The reason for using both paradigms was to ensure that they supplement and enhance each other in order to ensure reliability and validity of data. This is referred to as triangulation.

**Triangulation design** is a mixed method design where the researcher uses both qualitative and quantitative methods. Triangulation is most suitable when the researcher wants to collect both types of data about one topic at the same time (Ivankova, Creswell and Clark, 2007:266). The researcher has applied triangulation in this study with the intention of ensuring validity and reliability of

data, because, triangulation design is a strategy applied to improve the validity and reliability of evaluating curriculum (Nieuwenhuis 2007:80). Triangulation or mixed method is, therefore, suitable for this study since it focuses on both methods that are applied.

### **3.5 Target population**

Welman, Kruger and Mitchell (2006:52) state that a population is the study object consisting of units of analysis about which the researcher wishes to make specific conclusions. For this study, the target population comprised staff from Elangeni FET College in KwaZulu-Natal. The College employs different categories of staff among which are support, administrative, academic (lecturers, senior lecturers and head of departments) and management. The research focused on academic staff, management and some administrative staff in the curriculum section. The College had a staff complement of 400 at the time the study was conducted.

### **3.6 Sample and Sampling Techniques**

According to Fox and Bayat (2008:54), a sample consists of those elements of the population drawn for the purpose of being studied. The sample should therefore be representative of the population being studied. Fox and Bayat (2008) distinguish between two categories of sampling, namely: probability and non-probability sampling. Probability sampling is reliable and objective, as it uses random selection procedures. With probability sampling, the probability of each case being selected from the population is usually equal for all cases. Non-probability sampling is subjective and purposive, as it deals with criteria other than those of random sampling. With non-probability sampling, the probability of each case being selected is not known. By virtue of this distinction, it is possible to make statistical inferences about the characteristic of the whole population from the sample chosen by probability sampling.

The nature of the research questions and objectives, as well as the research strategy for this study, indicated the use of probability sampling. Stratified random sampling techniques were applied as respondents were categorized according to different strata or groups. According to Fox and Bayat (2008:55) stratified random sampling is best used when the population being studied is heterogeneous (dissimilar) regarding the phenomena being studied. It is first divided into a number of natural and non-overlapping groups or strata, which are more or less homogeneous regarding the phenomena being studied. In the study, the intention was to target respondents who had been with the College sector prior to NCV implementation and had experienced the process (2007 and prior).

In selecting the sample, the researcher identified staff from all eight campuses. Selection of staff members was done on the basis of the length of time they had been with the institution. In particular, the selected staff had to have been with the college prior to June 2007. This was necessary so that the researcher gains insight into the circumstances prior and post the NCV policy implementation. From this group, four lecturers were then randomly selected from each of the eight campuses. The random selection was done based on availability. The researcher also collected responses from six members of management on the basis of their involvement in the selection and monitoring of performance in the college. Further, two curriculum experts who had been with the college prior to 2007 were also randomly selected.

The sample therefore consisted of 4 lecturers per campus out of the eight campuses of Elangeni College, six members of management and two curriculum experts.

In summary the sample would look as follows:

4X8 Lecturers

6 Managers

2 Curriculum experts  
**TOTAL: 40 Respondents.**

### **3.7 The research instrument**

Data collection methods are an integral part of the research process and a number of them can be identified including interviews, which can be done face-to-face, by telephone or computer questionnaires which can be personally administered, sent through mail or electronically and observation of individuals or events with or without video or audio recording (Sekaran, 2003:223). Kumar (2005:118) asserts that there are two major forms of data, namely: the primary and secondary data. Primary data refers to the data gathered first-hand from the respondents, while secondary data refers to data obtained from documents for example, study of literature. This study utilised both methods of data collection. The specific tools or instruments that were employed in this study included the study of literature, surveys and interviews.

The research strategy adopted by the researcher required that the research instrument chosen be both qualitative and quantitative. A questionnaire with open-ended questions was used to obtain qualitative data in the form of interviews. The questionnaire contained 12 questions as shown in appendix A. A closed questionnaire was also used to obtain quantitative data and consisted of 27 questions as shown in appendix B.

The biggest advantage of the questionnaire as a means of data collection is its versatility as it can adapt itself to almost any research problem. A wide range of problems can be studied by asking people questions about them. This knowledge, opinions, motivations and intentions can only be tapped through questioning and are not open to observation (Sekaran, 2003: 224).

### **3.7.1 Questionnaire construction**

Bless and Higson-Smith (1995:107-8) assert that questionnaires must satisfy a certain number of criteria, such as a set of questions with fixed wording and a sequence of presentation. Questionnaires encompass a variety of instruments in which the subject responds to written questions to elicit reaction, beliefs and attitudes. The researcher chooses a set of appropriate questions and asks the subject to answer them, usually in a form that asks the subject to check the response. It is a common technique for collecting data in educational research. However, the questionnaire is not necessarily easier than other techniques and should be employed carefully (McMillan & Schumacher 2001:40).

### **3.7. 2. Closed question items**

McMillan and Schumacher (2001:260-261) emphasise that closed questionnaire items (also called structured or selected responses) are items in which a respondent is provided with a list from which he/she is asked to select an answer. These items are easy to process because of their uniformity in responses. The research used a closed questionnaire, consisting of 27 questions where the respondents had to respond on a Likert scale. A Likert scale according to Maree and Pieterse (2007:167) requires respondents to indicate whether they agree or disagree with the statement. A Likert scale with five categories was used namely, “strongly agree, agree, uncertainty, strongly disagree, and disagree”.

- Strongly Agree
- Agree
- Uncertainty
- Strongly disagree
- Disagree

The questions were divided into four sections as follows:

**Section A:** This section contained questions on constraints related to policy interpretation and implementation. This section addressed the issue of understanding the requirements for effective policy implementation, especially from the management perspective. The respondents were expected to respond to how they perceived the roles and responsibilities of management or leadership in the policy implementation process.

**Section B:** This dealt with constraints related to lecturing staff during the process of policy implementation. It consisted of six (6) questions (Q1- Q6). The objective of these questions was to find out how the respondents rate the importance of staff understanding of the NCV policy requirements, to ensure effective policy implementation. These included issues of staff development, lack of understanding of the policy and issues of availability of resources.

**Section C:** This section dealt with constraints relating to availability of infrastructure and equipment to ensure effective implementation of the NCV policy. It consisted of six (6) questions (Q1-Q6). The objective of this section was to go deeper into the issues of textbook availability, unavailability of machinery in workshops, the lack of expertise of some newly-appointed lecturers in using the infrastructure available effectively and non-balignment of programmes with infrastructure available to determine the effects this had on effective policy implementation. These questions invited the respondents to identify the barriers to effective NCV policy implementation in the sector.

**Section D:** This section dealt with constraints relating to students admitted to do the NCV programmes. It consisted of six (6) questions (Q1-Q6). The objective of this section was to find out from respondents the issues of students admitted to the NCV programmes, whether the admission requirements contributed to the caliber of students, the barriers in terms of language and mathematics and

whether these had an effect on implementation and absenteeism and the availability of student support services.

In constructing the questionnaire, the researcher ensured that the information elicited by the questions would meet the research objectives. All the questions used in appendix A are close-ended to ensure that the respondent's answers are structured as well as to ensure subsequent coding and analysis of data. The wording of the questions was kept as simple as possible.

### **3.7.3. Open question items**

Babbie and Mouton (2001:23) assert that the advantage of open-ended questions is that the information gathered by way of responses is more likely to reflect the full richness and complexity of the views held by the respondent. This is because open-ended questions leave the respondent to decide the wording of the answer, the length of the answer and the kind of matters to be raised in the answer. This research instrument allowed respondents to be probed when a response given was not clear and also use follow up questions.

#### **3.7.3.1 Interviews**

The most common approaches with respect to interviewing, according to Cresswell (2002:205), are structured, unstructured and semi-structured. Cresswell further argues that both one-on-one and focus group interviews are highly effective in collecting first-hand data and both are highly flexible and allow the researcher to access substantive content of verbally expressed views and opinions. Babbie (2004:302) echoes these sentiments and states that both one-on-one and focus interviews allow sampling from a large population at low cost, produce speedy results and allow researchers to gain deeper insight of the phenomenon being researched from the respondents' perspective.

Babbie and Mouton (2001:289-293) also describe three basic types of interviews. The first type is an open or explanatory interview, which allows the respondents to speak objectively rather than to provide them with a battery of predetermined, hypotheses-based questions. The second type is an in-depth individual interview. During in-depth interviews, the researcher is not that interested in the content of the conversation, but rather in the process by which the content of the conversation has come into being. The third type is focus group interviews. These interviews can be conducted by choosing eight to twelve respondents and placing them in a circle.

This study the researcher employed the first type of interview which is explanatory, through the use of an open ended questionnaire.

### **3.8 Data analysis**

Leedy and Ormrod (2001:150) provide guidance in the area of data analysis which they state, typically involves the following:

- Organisation of details about the case. The facts are arranged in a logical order.
- Categorisation of data. Categories are identified that can help classify data into meaningful groups.
- Interpretation of single instances. Specific documents, occurrences, and other bits of data are examined for the specific meanings that they might have in relation to the case.
- Identification of patterns. The data and their interpretations are scrutinised for underlying themes and other patterns.
- Synthesis and generalisations. An overall portrait of the cases where conclusions are drawn that may have implications beyond the specific case that has been studied.

This approach was selected in analysing data used in this research enquiry. Qualitative data was first grouped into themes. These themes were pre-determined and set before the process of interviews. During the data analysis processes any other emergent categories that arose were added as they emerged. The data were then transferred into an MS Excel spreadsheet denoting descriptive themes of investigation. Quantitative data from closed questionnaires and of student pass percentages were reformatted onto Ms Excel in order to facilitate manipulation and eventually converted into bar charts.

### **3.9 Data coding**

According to Kumar (2005:241), coding involves assigning codes or labelling of themes by going through responses of the same question and identifying meaning that is common, thereby assigning codes to data relevant to particular themes. This exercise involved identification and classification of each response on a data collection instrument with a designated number, which allowed the researcher to transfer data from the questionnaire to a computer readable excel spreadsheet. This allowed the researcher to analyse both qualitative and quantitative data and this will be presented in the next chapter.

### **3.10 Validity and reliability**

Babbie and Mouton (2001:276) describe reliability and validity of a qualitative study as the trustworthiness of research. They argue that trustworthiness is about how the researcher will persuade the audience that the findings of an inquiry are worth paying attention to or worth taking account of. They further argue that a quantitative study cannot be considered valid unless it is credible and, similarly, a qualitative study cannot be called transferable unless it is credible, and it cannot be deemed credible unless it is dependable. Johnson (2005) as cited in Shelly, Yore and Hand (2009:101), and Sekaran (2003:150-157) make a distinction between external validity, which has to do with the

degree to which results of a study can be generalised to and across the population and internal validity, used to infer that relationship between two variables is causal. The researcher applied both qualitative and quantitative research design on the same sample that was selected to ensure that results are reliable and dependable.

McMillan and Schumacher (2001:11-12) views similar to those in the preceding paragraph by arguing that if the study entails qualitative exploratory research that is supposed to propose theory, the proposed theory could be verified with designs using quantitative approaches. This is called triangulation. Denzin (2009:300-301) asserts that triangulation serves as confirmation of data by employing more than one approach of data collection, more than one source of data analysis and more than one perspective. The author advocate the use of triangulation to avoid bias on the part of the researcher in terms of the influence the researcher might have on the behaviour of participants and bias the researcher might bring into the conduct of the research. Triangulation should therefore, overcome both these potential sources of bias, though they would not be totally eliminated.

### **3.11 Ethical considerations**

Mouton (2005:240) asserts that social science researchers have to adhere to the highest standards of academia or the scientific community. This implies that, while researchers are searching for the truth, they have to ensure that no harm is done to participants. This is echoed by Cooper and Schindler (2003:120-125) who state that the goal of ethics in research is to ensure that no one is harmed or suffers adverse consequences from research activities. Cooper and Schindler (2003) argue that participation in research should be voluntary and highest confidentiality should be ensured. The researcher ensured that all participation in this research was voluntary and participants signed an informed consent form (Appendix E) explaining the purpose of the research and ensuring confidentiality.

### **3.12 Limitation of the study**

It is important and relevant to indicate that the NCV programmes were only implemented in January 2007. Consequently, the literature available is limited. The researcher wishes to confirm that this investigation was built on the strengths scholars such as Papier (2009), McGrath (2006) and Cloete (2009). The outcomes of this research will be of great benefit to the FET Colleges in South Africa, indeed the researcher is working on the assumption that these constraints affected all Colleges in South Africa.

### **3.13 CONCLUSION**

From the discussion, it is quite clear that research methods cannot be used in isolation. It is advantageous if a multi-method approach is used to ensure both validity and reliability of the data. The effect of this is to correct the deficiencies that may emanate from certain methods as they have their strengths and weaknesses. The researcher has successfully presented the main research paradigms, design, justified the choice of the research strategy and described the research process in detail.

In the next chapter data collected through a questionnaire is analysed and commented on.

## CHAPTER 4: ANALYSIS AND INTERPRETATIONS

### 4.1 Introduction

The statement of results from the questionnaires and interviews is presented in this chapter. The premise behind this presentation is its usefulness in providing a resolution to the research problem. A survey questionnaire was used to collect quantitative data and was distributed to staff across all campuses, including those in the central administration office of Elangeni FET College. Face-to-face interviews were also conducted at all sites.

The raw data was then analysed with the purpose of reaching valid conclusions. This chapter focuses on the presentation and analysis of data collected from all delivery sites of Elangeni College. The secondary findings were then linked with the primary findings with the intention of satisfying the aims, objectives and research questions of this study. The Cronbach's alpha measure was used when quantitative data was analysed. According to Tavakol and Dennick (2011; 2:53-55), Cronbach's alpha is a coefficient of reliability that is commonly used to measure internal consistency or reliability of a test score. The findings of the qualitative data are presented in the sections that follow. First, however; a description of Elangeni FET College is useful.

Elangeni College is a public Further Education and Training institution situated in the greater Durban area of KwaZulu-Natal. The College provides integrated theoretical and practical teaching to the community through its eight (8) campuses. The programmes offered by the College are customised and responsive to the needs of learners and the industry they service.

## 4.2 Statistics for sample

Table 4.1: Survey questionnaire for sample

	INFORMATION	TOTAL
1.	Population size	400
2.	Sample population	40
3.	Questionnaire administered	40
4.	Spoilt copies	0
5.	Responses used by researcher for this study	40

## 4.3 Descriptive statistics

This section details data obtained from the sample drawn from various campuses. It is important to note that the questionnaires were designed to indicate gender, years of service and position which were used as independent variables to determine their influence on the responses in each category. Figure 4.1 depicts percentage of participation per campus.

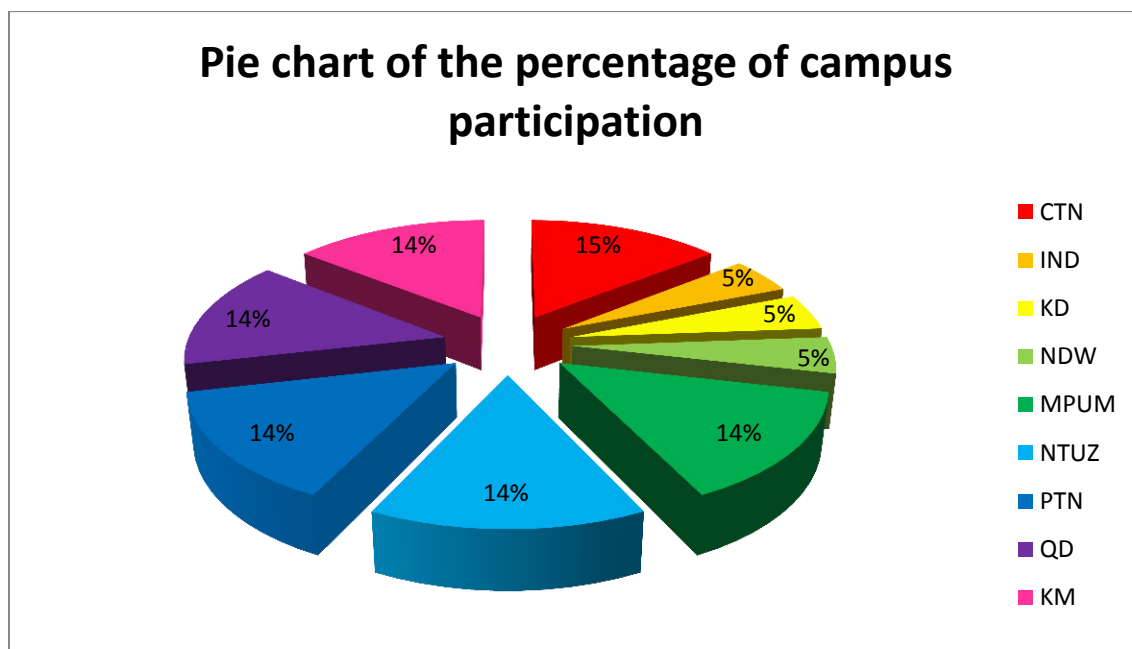


Figure 4.1: Participation rates per campus

KM = KwaMashu Campus.

Ntuz = Ntuzuma Campus.

PTN = Pinetown Campus.

MPUM= Mpumalanga Campus.

CTN = Central Administration Office

IND = Inanda Campus.

KD = KwaDabeka Campus.

QD = Qadi Campus.

NDW = Ndwedwe Campus.

It is important to note that Inanda and KwaDabeka campuses were still fairly new campuses of Elangeni College when the study was conducted. That explains why the samples from these two campuses were relatively smaller.

#### **4.3.1 Summary of years of service**

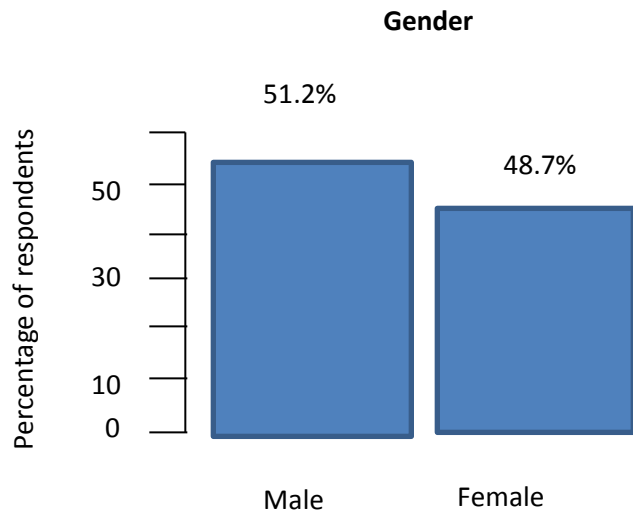
The number of years' service is indicated in Table 4.2. The maximum number of respondents in this study had between 5 and 8 years' experience, with 5 years ranging at 22.5% and 6 and 8 years' service at 12.5%, respectively. The study also determined whether the number of years' service had any effect on the four categories of constraints identified.

**TABLE 4.2: Summary of years of service**

<b>No of years' service</b>	<b>No of respondents</b>	<b>Valid percent</b>
<b>3</b>	3	7.5
<b>5</b>	9	22.5
<b>6</b>	5	12.5
<b>8</b>	5	12.5
<b>9</b>	3	7.5
<b>11</b>	3	7.5
<b>14</b>	3	7.5
<b>15</b>	3	7.5
<b>17</b>	3	7.5
<b>18</b>	3	7.5
<b>Total</b>	40	100

### 4.3.2 Gender

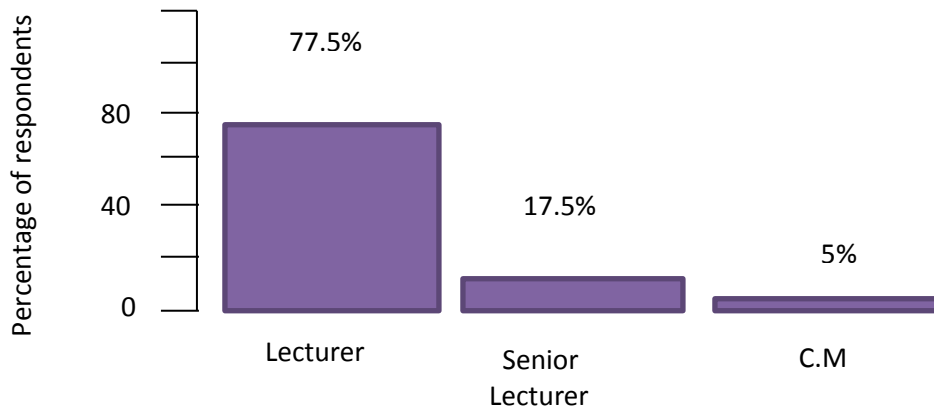
Figure 4.2 indicates that there are 20 male respondents at 51.2% and 19 female respondents at 48.7%. From the sample of 40 questionnaires, one respondent had not indicated gender. The graph indicates that there is almost a balance between male and female respondents as indicated below:-



**Figure 4.2: Gender distribution of respondents**

### 4.3.3 Occupation

The graphic presentation in Figure 4.3 depicts percentage of respondents per job description. This is only in relation to questionnaires which targeted mostly lecturers. The graph indicates that 77.5% of the 40 respondents were lecturers, 17.5% managers and 5% curriculum specialists. This confirms the response rate in this research was 100%, inclusive of both lecturers and management. Important to note, is that there is a higher percentage (77.5) of lecturers than management (17.5). The reason is that lecturers were responsible for the actual implementation of NCV policy, while management had to provide leadership and monitoring.



**Figure 4.3: Occupational distribution of respondents**

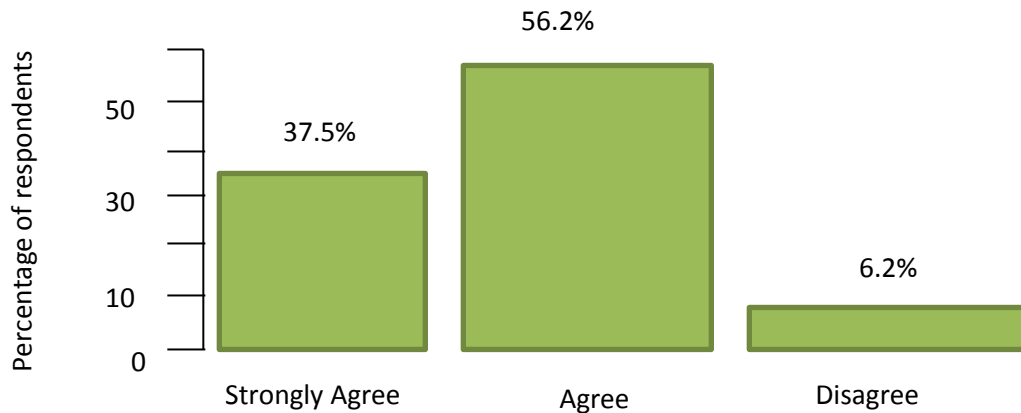
#### **4.4 SECTION ANALYSIS**

This section deals with analysis of data per section and includes both quantitative and qualitative data.

##### **4.4.1 CONSTRAINTS RELATED TO POLICY IMPLEMENTATION AND INTERPRETATION (Section A)**

##### **Importance of the principal in the NCV policy interpretation and implementation**

The head of any organisation provides leadership on how well a given policy is implemented. It was important for this research to establish the views respondents had with regard to the role of the Principal in interpretation and implementation of the NCV policy. The results are shown in Figure 4.4



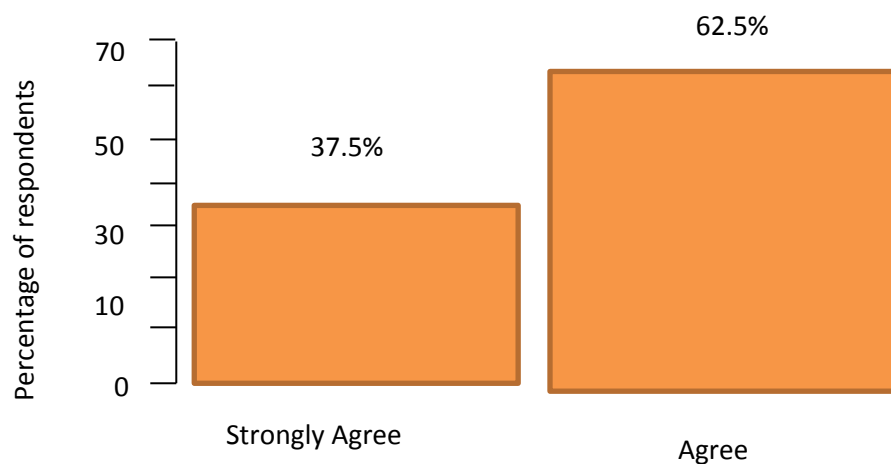
**Figure 4.4: Importance of the principal in NCV policy interpretation and implementation**

Figure 4.4 indicates that 37.5 % of the respondents strongly agreed that the Principal was important when interpreting and implementing the NCV policy. This was confirmed by 56.2 % of the respondents who also agreed with the statement. The result was that 93.7% of the respondents confirmed the importance of the principal in the implementation of the NCV policy. In agreement with the 93.7% of the respondents, Speculand (2009:8) confirms that a leader is best placed to provide direction and clarity on a policy being implemented. Speculand (2009) further states that leaders should communicate the policy goals, its rationale and also champion the policy to ensure effective implementation.

Nine respondents (6.2%) did not agree with the statement that the principal was important when interpreting and implementing the NCV policy. The findings depicted in this figure confirm the importance of leadership during policy implementation.

## Importance of the principal in ensuring an environment conducive for policy implementation

The Principal has to create an environment which enables all staff members in a college to achieve organizational objectives. It was, therefore, important for this research to solicit views of respondents regarding the role of the Principal in ensuring that the environment was conducive to policy implementation. The results are shown in Figure 4.5



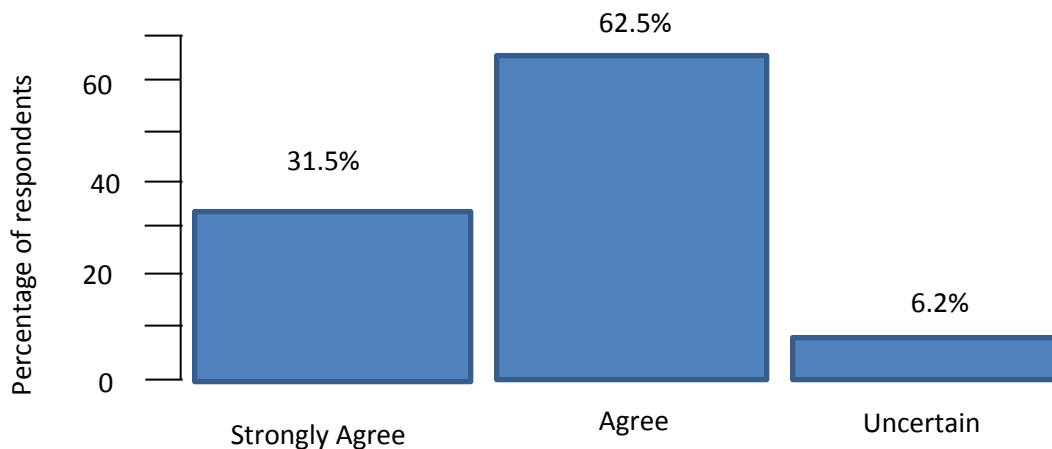
**Figure 4.5: Importance of the Principal in ensuring an environment conducive to policy implementation**

Findings in Figure 4.5 indicate that 37.5% of the respondents strongly agreed that the Principal had to create an environment conducive to effective implementation of the NCV policy. This is further confirmed by 62.5 % of the respondents who also agreed with the statement. Levine (1991) argue, in Honing (2006), that policies that facilitate change in the organisation should provide greater economy at the organisational level which will foster collaboration among staff, provision of adequate resources, communication and staff development that will be championed by the leaders in the organization. Evidence from Levine (1991) and Figure 4.5 leads to the conclusion that the Principal of Elangeni

College had to ensure that the environment was conducive for the NCV policy to be implemented.

### **The principal as a leader during the NCV policy implementation**

It is the responsibility of the FET College leader to guide all activities and decisions, inspire and motivate the entire workforce, encourage all employees to make inputs, develop and learn to be creative and innovative when policies are implemented. It was important for this research to establish views of respondents on the leadership role played by the Principal when the NCV policy was implemented. The results are indicated in Figure 4.6.

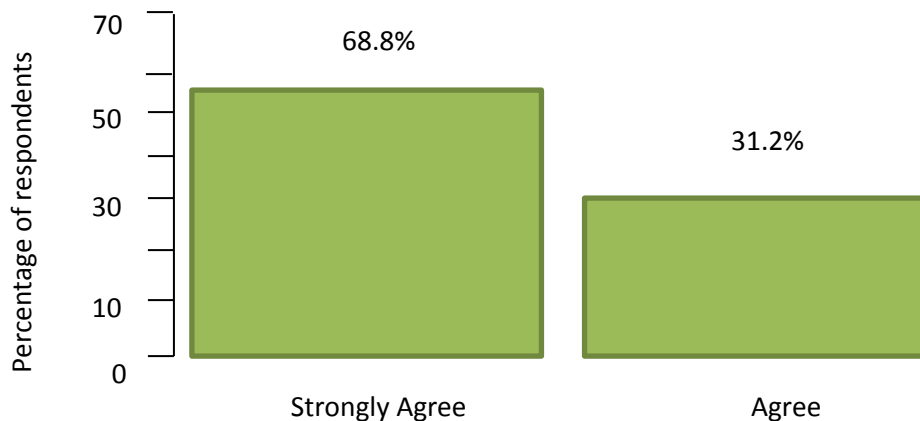


**Figure 4.6: Principal has to provide an effective leadership role when implementing NCV policy**

Evident from Figure 4.6 is that 31.5% of the respondents strongly agreed that the Principal had to provide effective leadership role when the NCV policy was implemented. This was confirmed by 62.5% of respondent who confirmed the importance of Principals as leaders for successful implementation. It can be inferred that leaders are catalysts who should provide guidance and leadership when policies are implemented. This study, therefore, concluded that the Principal of Elangeni College had a responsibility to lead the implementation of the NCV policy.

## Development of staff in handling NCV issues

The staff in any organisation have to know about their role and importance. The leader must make sure that all people are empowered and developed to play an active role when policies are implemented. It was important that this research establish whether employees of Elangeni FET College were empowered in preparation for implementation. The results are depicted by Figure 4.7.

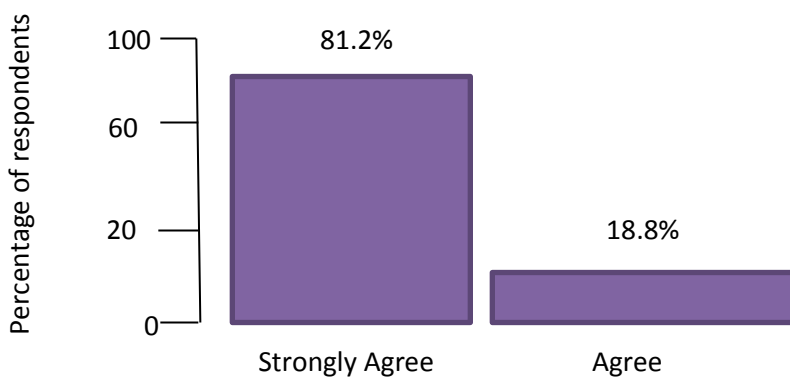


**Figure 4.7: Development of staff in handling NCV issues**

Figure 4.7 indicates that 68.8% of the respondents strongly agreed that managers must develop staff to be able to implement the NCV policy. This was confirmed by 31.2% who agreed that management must develop staff to implement the NCV policy. Thus, all respondents (100%) agreed that managers must develop staff in handling the NCV implementation. Manitoba (2003:8) stresses the importance of investing in staff to strengthen their capacity to effectively implement a policy. Manitoba (2003:8) further states that leaders have to demonstrate their commitment to prepare staff for effective implementation through preparing a training plan. The Elangeni College leaders were expected to prepare a plan to capacitate their staff to effectively implement the NCV policy.

## Provision of resources and equipment required for effective implementation of NCV

Implementing the NCV policy at the FET College is a major task that requires the provision of resources and equipment to ensure effective implementation. The research had to establish whether staff of Elangeni felt that resources and equipment were adequately provided to ensure effective implementation. The results are depicted in Figure 4.8.



**Figure 4.8: Provision of resources and equipment required for effective Implementation**

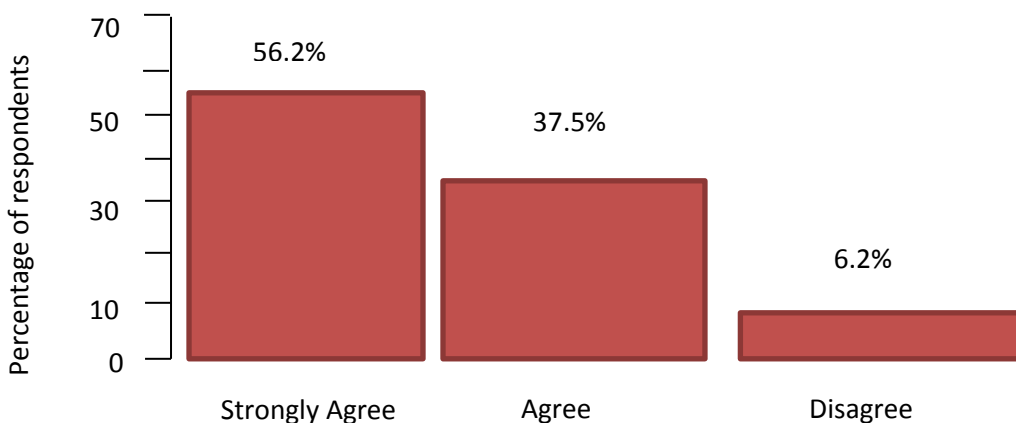
Figure 4.8 shows that 81.2% of the respondents strongly agreed that managers must provide relevant resources and equipment to ensure effective implementation of the NCV policy. This is supported by 18.8% of the respondents who also agreed with the above statement. Also evident from the qualitative results of this study (Table 4.5) is that 80% of the respondents indicated that there was shortage of resources, especially textbooks.

Flowing from this point above is that managers had to demonstrate their commitment to ensuring excellence in the implementation of NCV policy by providing the necessary resources required. From this, it can be concluded that resources and other challenges constrained effective implementation of the NCV

policy. This is confirmed by Papier (2009:42) who argues that the NCV commenced with a country-wide shortage of text books.

### **Personal involvement of managers in the implementation of the NCV policy**

Without the active personal involvement of managers in a central role, successful implementation is impossible. The reason is obvious. An effective policy implementation requires focus and aggressive exercise of power (Covey, 1990:102). Within an FET College, the levers of power are uniquely concentrated in the hands of the Principal, who is the leader at the College. It is within this context that this research had to establish the involvement of managers when the NCV policy was implemented as indicated by the results in Figure 4.9



**Figure 4.9: Personal involvement of managers in the implementation of NCV policy**

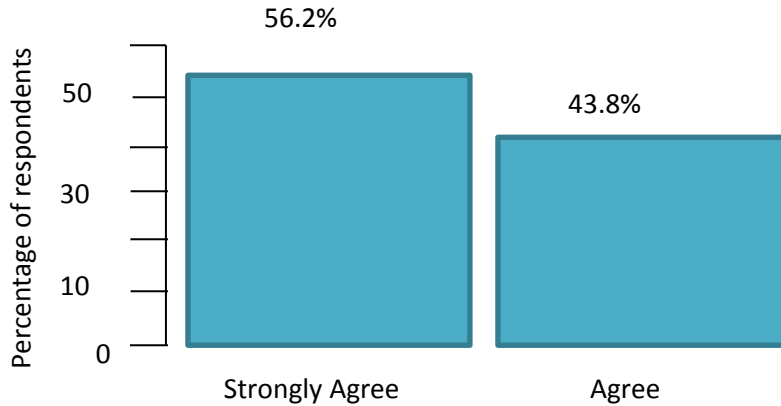
With regard to Figure 4.9, it is interesting to observe that 56.2% of the respondents strongly agreed that managers must be personally involved in the implementation of the NCV policy and 37.5% confirmed this. Thus, majority of respondents, 93.7%, agreed with this statement. This is supported by Heizer and Render (2006:199), who claim that successful implementation of a policy or any programme is clearly related to strategic direction of a company and a firm buy-in

of a leader who is capable of demonstrating a commitment and a visible role in setting example for others. It is a management-directed, team-based and an expert-led approach. It goes without saying that if managers of Elangeni FET College spent enough time in the implementation of NCV policy, they would have had the results required. Indeed, successful NCV implementation required major dedication, time, commitment, resources and support from top management.

In Figure 4.9 there is evidence that 6.2% of the respondents disagreed that had management spent enough time in the implementation of the NCV policy, they would have reached the desired results. Qualitative results indicate that 25% of the respondents are in agreement that had managers spent enough time in the implementation of the NCV policy, they would have reached the desired results. Noticeable from both quantitative (6.2%) and qualitative(25%) results, is that there is an insignificant number of the respondents who are opposed to the idea of managers being personally involved, which then suggested that their involvement was crucial.

### **Importance of a framework and guidelines for effective NCV policy implementation**

Bhat (2002:391) argues that one of the reasons for the failure to implement policies is the lack of constancy of purpose and that implementers often have conflicting goals and priorities. The author further states that other common mistakes in implementation include the absence of a framework and lack of focus on customers. It was critical that this research establish the extent of existence of a framework for implementing the NCV policy. The results are indicated in Figure 4.10.

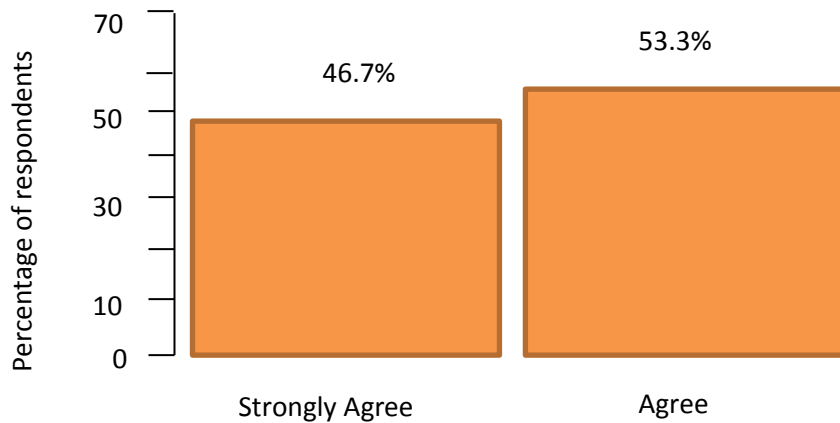


**Figure 4.10: Importance of a framework and guidelines for effective NCV policy implementation**

Findings in Figure 4.10 indicate that 56.2% of the respondents strongly agreed that managers had to create a framework and guidelines for effective implementation of the NCV policy. The other 43.8% of the respondents concurred with the statement, resulting in all respondents agreeing that there had to be a framework to guide implementers. This is confirmed by Brinkerhoff and Crosby (2002:24), who agree that a framework can assist managers to point out potential problems and obstacles to achieving policy reform. An explanation for this situation is that monitoring and evaluation systems, as well as indicators, should be built into the framework.

**Need to monitor and evaluate processes in order to optimise the delivery of NCV programmes**

Implementation of the NCV required systems of monitoring and control. It was necessary that managers develop an effective monitoring and evaluation system that would guide the implementation process and minimise risks. It was important for this research to establish whether there were adequate systems of control in place to ensure effective implementation. The results are shown in Figure 4.11.



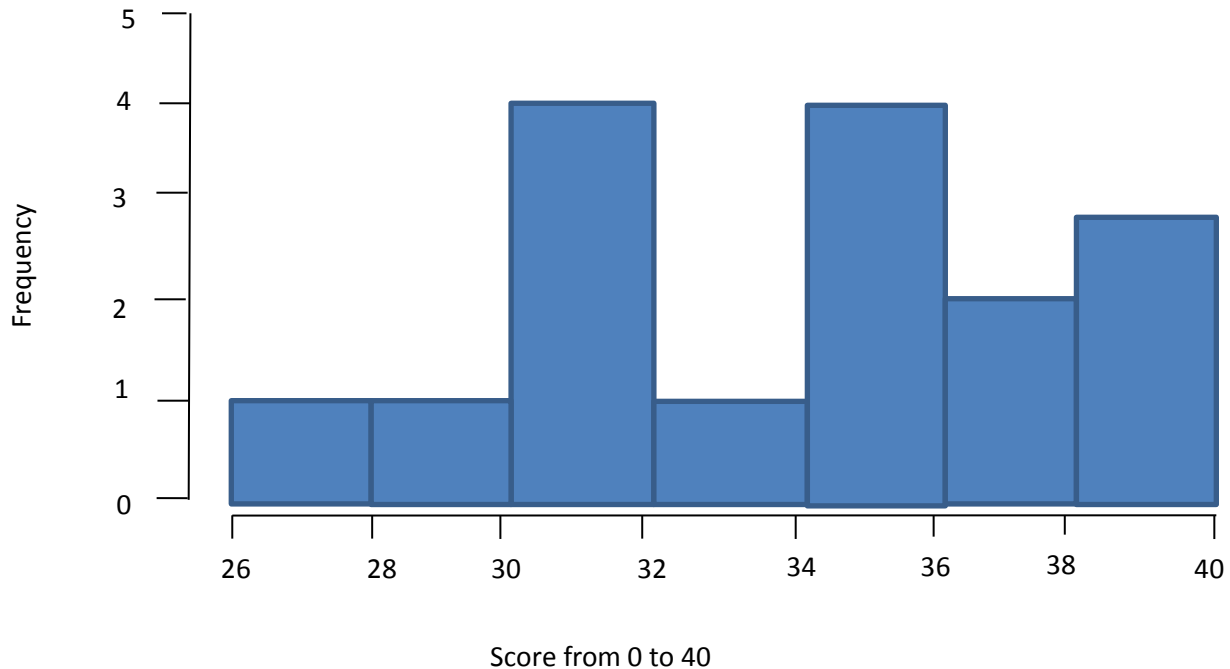
**Figure 4.11: Need to monitor and evaluate processes in order to optimize the delivery of NCV**

Figure 4.11 reveals that all respondents agreed monitoring and evaluation will optimise the delivery of the NCV programmes. This strongly suggests that the staff of Elangeni College had a conviction that monitoring and evaluation processes were critical for effective implementation of the NCV policy. This is supported by Jones (2011:15), who stresses the importance of monitoring and evaluating the influences of a policy through what he refers to as the “theory of change”. The theory is centred around actors, their behaviour, relationships and perspectives which influence the implementation of a policy. The framework that structures monitoring and evaluation this way is outcome mapping, which focuses monitoring and evaluation activities around individuals and groups affected by the policy directly. An explanation for this is that Elangeni FET College had to identify a clear monitoring and evaluation mechanism to guide the implementation of the NCV policy.

**Summary of constraints relating to policy interpretation and implementation**

If we score the responses to each question in Section A (Constraints related to policy interpretation and implementation) from 0 to 4, with 4 being Strongly Agree and 0 being Strongly Disagree, we can sum each respondent’s scores to get an

overall indication of their view of the relevance of Principals and managers to successful implementation of the NVC policy. Since there are 10 questions in this section, the possible values of the scale range from 0 to 40, with 0 indicating zero relevance of Principals and management and 40 indicating maximum relevance of principals and management. This is indicated in the histogram in Figure 4.12.



**Figure 4.12: Management and Principals` Relevance to Successful NCV Policy Implementation**

The Cronbach's Alpha measure for this scale is 0.84, indicating a high level of internal reliability. As shown in the histogram above, all respondents scored over 26 on this scale and most were over 30 (the median value is 35.5). This means that, in general, respondents agreed that Principals and managers are crucial for successful implementation of the NCV policy.

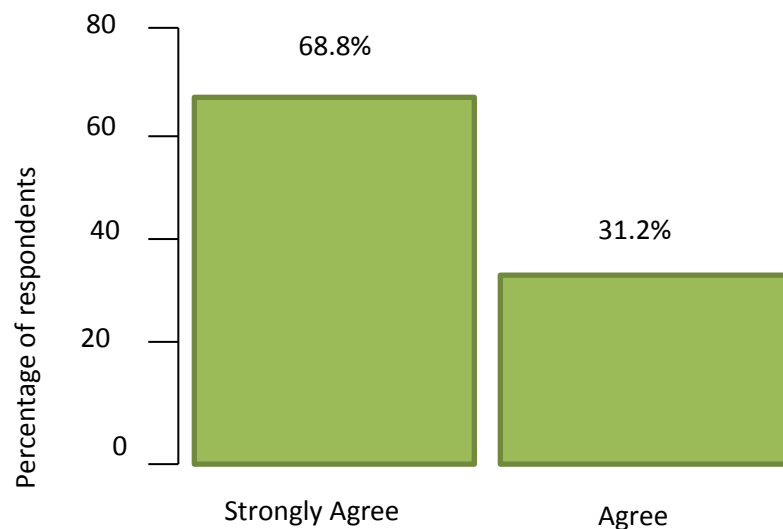
A linear regression analysis with the scale as the dependent variable and gender, years of service and position as independent variables reveal that none of these

variables had a significant effect on perceptions of managers' and Principals' importance to the implementation of the NCV policy.

#### 4.4.2 CONSTRAINTS RELATED TO LECTURING STAFF (Section B)

##### Understanding of the NCV policy content by staff to ensure effective implementation

Every staff member involved in the policy implementation should have access to supporting documents that are needed in the day-to-day duties and an in depth understanding of the content, processes and procedures involved in the implementation of the NCV policy. Important to mention here, is that, the success of policy implementation strongly depends on the strength and an in-depth understanding and a buy in of College personnel and management. It was important for this research to find out the views of Elangeni College staff about the importance of their understanding of the NCV policy to ensure effective implementation. The results are depicted in Figure 4.13.



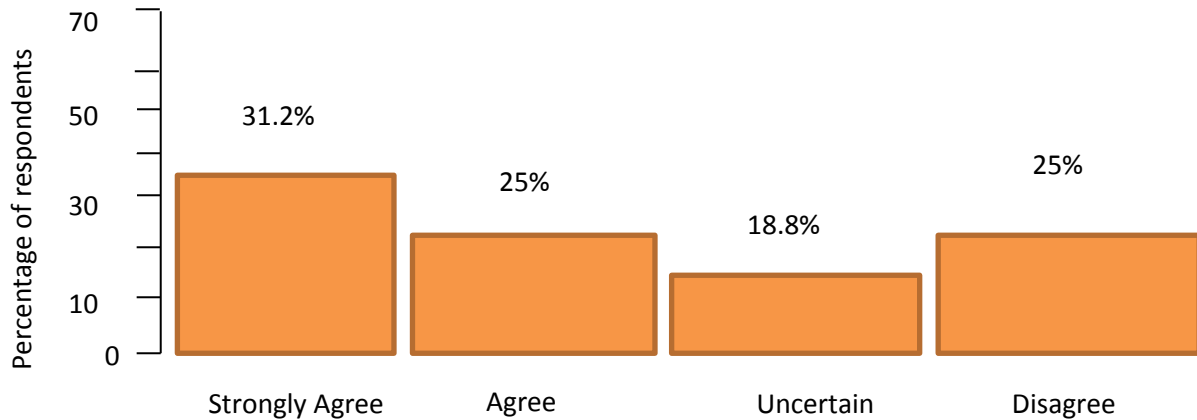
**Figure 4.13: The understanding of the NCV policy becomes critical to staff for effective implementation**

It is interesting to note that Figure 4.13 shows 68.8% of the respondents strongly agreed that staff needed to understand the NCV policy to be able to implement it. This is supported by the remaining of 31.2% respondents, who also agreed that staff needed to understand the NCV policy to be able to implement it. This means all the respondents confirmed the importance of understanding the content of the policy for effective implementation. Flowing from this point is that there was a need for a clear staff development programme to build capacity for in-depth understanding of the content, methodology and the implementation process. This is further supported by Tummers (2009) who associates the importance of understanding policy content with “policy alienation”. Tummers defines policy alienation as the general cognitive state of psychological disconnection from the policy program being implemented by a public professional who, on a regular basis, has to interact directly with clients.

The finding in this research is that the result of policy alienation by lecturers would have led to failure to implement the NCV policy. Thus, on the basis of the evidence in Figure 4.13, it can be concluded that the staff of Elangeni FET College was not adequately trained to implement the NCV policy. This led to policy alienation by lecturers who were responsible for the direct delivery of the NCV programmes to students.

### **Staff resistance to implement the NCV policy**

The key challenge during the policy implementation process was to engage all staff in the process as quickly as possible. Staff not included in the early stages of the implementation process, including training, might lack understanding and also feel alienated. It was against this background that the research had to establish whether the Elangeni College staff were fully prepared to implement the NCV policy. The results are shown in Figure 4.14.



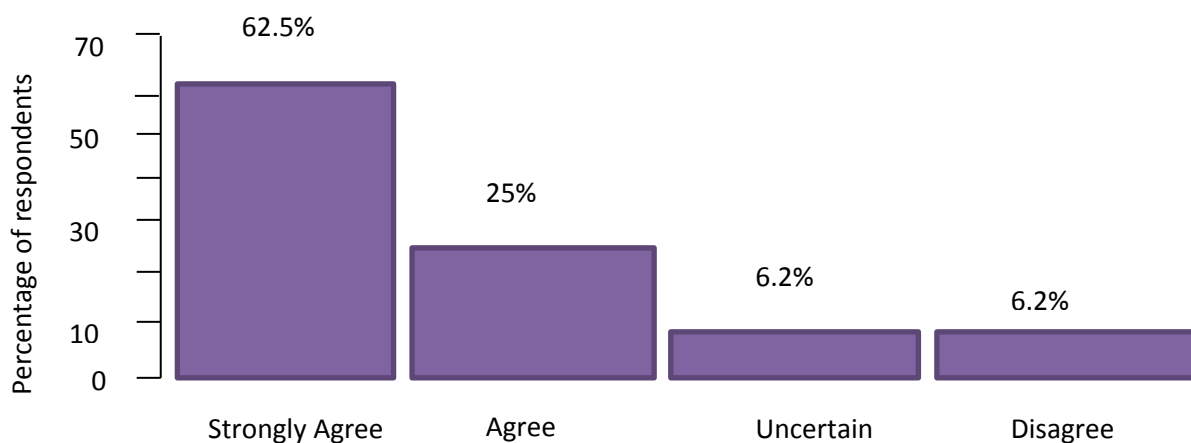
**Figure 4.14: Staff resistance to implement NCV because of being ill-prepared**

Figure 4.14 indicates that 31.2% of the respondents strongly agreed that staff were resistant to implement NCV because of being ill-prepared and 25% agreed with the statement. This means 56.2% of the respondents agreed that staff were ill-prepared, whereas 18.8% were uncertain. Noticeable from Figure 4.14 is that 25% of the respondents disagreed that staff were ill-prepared. Implicit in this figure, is that, overall, the staff of Elangeni College felt strongly (56.2%) that they were ill-prepared and, as a result the implementation of the NCV had constraints.

Papier (2009:42) in his discussion also claimed that educators were not adequately prepared to facilitate the NCV. Papier argued that many educators were not adequately prepared for the new content and methodology. Papier’s findings suggest that outcome-based education was an unfamiliar terrain for most educators, hence the NCV policy implementation had constraints.

## Impact of continuous development on the delivery of NCV programmes

The implementation of a policy begins at the senior management level, but most importantly there needs to be staff development to ensure effective understanding of the policy to be implemented. It is for this reason that a continuous development and improvement plan had to be in place at Elangeni College to ensure effective implementation. The research had to determine whether there was a continuous development strategy at Elangeni College and, if not available, whether they believed it would have optimised the delivery of the NCV programmes. The results are indicated in Figure 4.15.

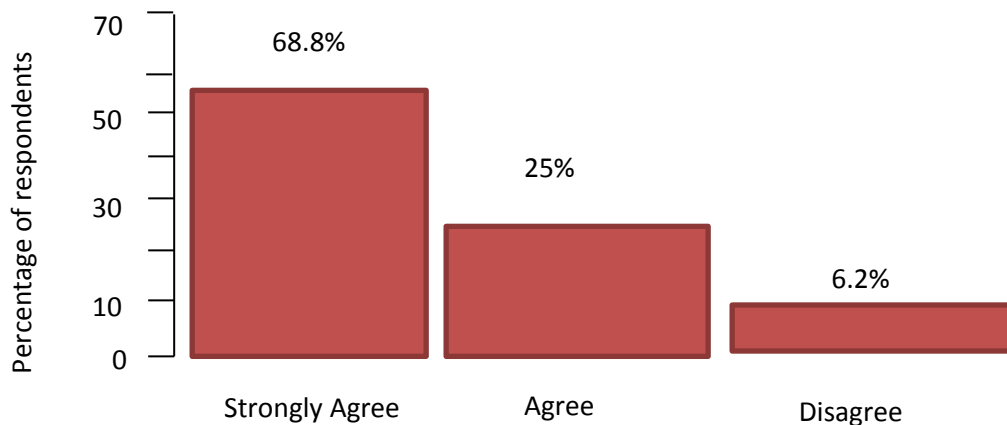


**Figure 4.15: Impact of continuous development on the delivery of NCV programmes**

Findings in Figure 4.15 indicate that 62.5% of the respondents strongly agreed that continuous development of staff would optimise the delivery of the NCV programmes and 25% respondents agreed with the statement. Thus, 87.5% of the respondents confirmed that continuous development would optimise the delivery of NCV programmes. This was also confirmed by qualitative data where 85% of the staff indicated that though the College had a staff development plan, it was not sufficient to enable them to fully understand the NCV policy

About 6.2% of the respondents were uncertain whether continuous development would assist in effective delivery of NCV and another 6.2% disagreed that continuous development will assist them. Judging from the statement, it is only logical to conclude that these staff members lacked understanding of the NCV policy and were uncertain about the advantage of continuous development.

### Impact of staff training on the NCV policy implementation



**Figure 4.16: Impact of staff training on the NCV policy implementation**

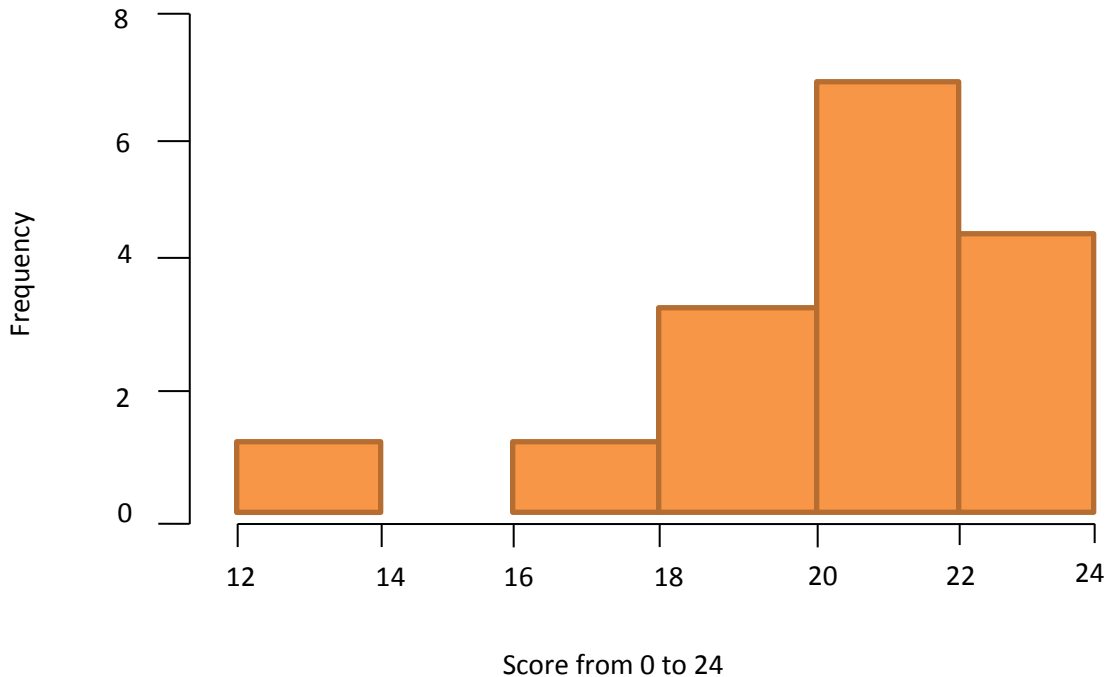
From Figure 4.16, 68, 8% of the respondents strongly agreed that inadequately trained staff would affect the implementation of the NCV policy and 25% of the respondents also agreed with the statement. The result was that 93,8% of the respondents confirmed that staff had to be adequately trained to implement the NCV policy. The finding from qualitative data (75%) is that the training the National Department of Education provided was inadequate. This shows that majority of staff at Elangeni College were ill-prepared for effective implementation of the NCV policy. This is also supported by Papier (2009:29-42) who argues that the lack of sufficient training was due to structural problems within the content of the NCV policy. Papier further argues that the level descriptors and range statements of the NCV subjects were vague whilst these were supposed to guide educators in terms of scope and depth. A further 6.2% of the respondents did not

agree that inadequately trained staff affect the NCV policy implementation, which is insignificant to the study.

### Summary of constraints relating to lecturing staff

If we score responses to each question in section B (Constraints related to lecturing staff) from 0 to 4, with 4 being strongly agree and 0 being strongly disagree, we can sum each respondent's scores to get an overall indication of their view of the importance of lecturing staff to successfully implement the NCV policy. Since there are 6 questions in this section, the possible values of the scale range from 0 to 24.

The Cronbach's Alpha measure for this scale is 0.62, indicating an adequate level of internal reliability.



**Figure 4.17: Lecturing Staff Relevance to Successful NCV Policy implementation**

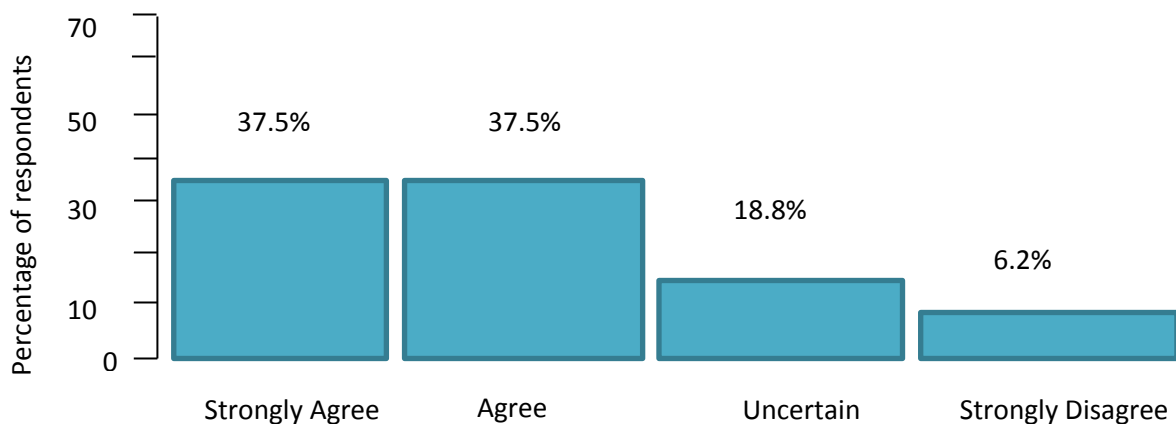
As shown in Figure 4.17 all but one of the respondents scored over 16 and most were over 20 (the median value is 22). This means that, in general, respondents agreed that lecturing staff are crucial to the successful implementation of the NCV policy.

A linear regression analysis with the scale as the dependent variable and gender, years of service and position as independent variables, reveal that gender did have a significant effect on perceptions of lecturing staff importance to the implementation of NCV policy (p-value = 0.03). Women were more likely than men to agree that lecturing staff are relevant to successful implementation of NCV policy.

#### **4.4.3 CONSTRAINTS RELATED TO INFRASTRUCTURE AND EQUIPMENT (Section C)**

##### **Effects of non-alignment of programmes with the required equipment**

FET College leaders should provide resources, equipment, training and a conducive working environment to help subordinates do their work. It is for this reason that this research solicited the views of participants regarding whether or not the equipment Colleges had were aligned with the practical requirements of the NCV programmes. The results are depicted in Figure 4.18.

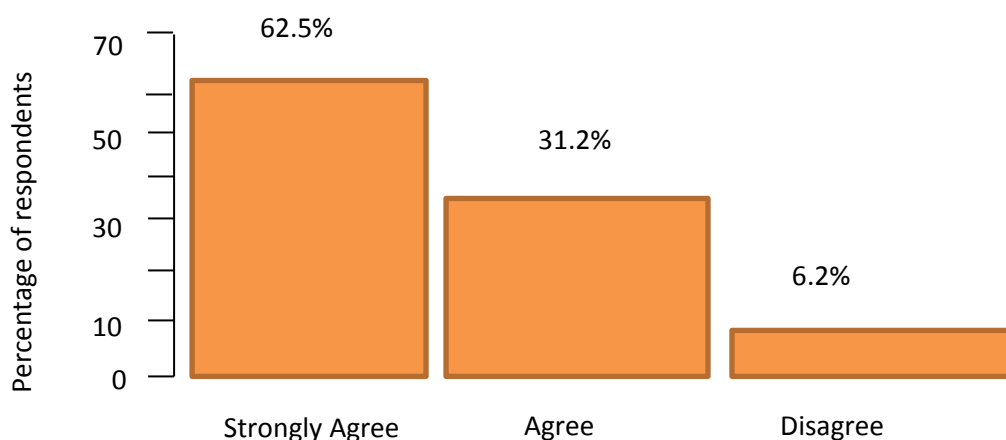


**Figure 4.18: Effects of non-alignment of programmes with the required equipment**

The findings shown in Figure 4.18 reveal that 37.5 % of the respondents strongly agreed that equipment available was not in line with the requirements of NCV programmes, and non-alignment thereof affected implementation. Another 37.5% of the respondents also agreed with the statement. Consequently,75% of the respondents confirmed that equipment available was not aligned with the requirements of the NCV programmes, which ultimately affected the implementation process. Overall it is clear that majority of the respondents (75%) of Elangeni College strongly felt that equipment available was not in line with the practical requirements of the NCV programmes which hindered effective implementation of the policy.

### **Impact of shortage of space and furniture**

It is the responsibility of managers to ensure that adequate space, equipment and expertise are provided when a new curriculum is implemented. It, therefore, becomes important to ensure that the above are guaranteed at the onset. This research had to then solicit the views of respondents on the impact of shortage of resources in effective implementation of the NCV policy. The results are indicated in Figure 4.19.

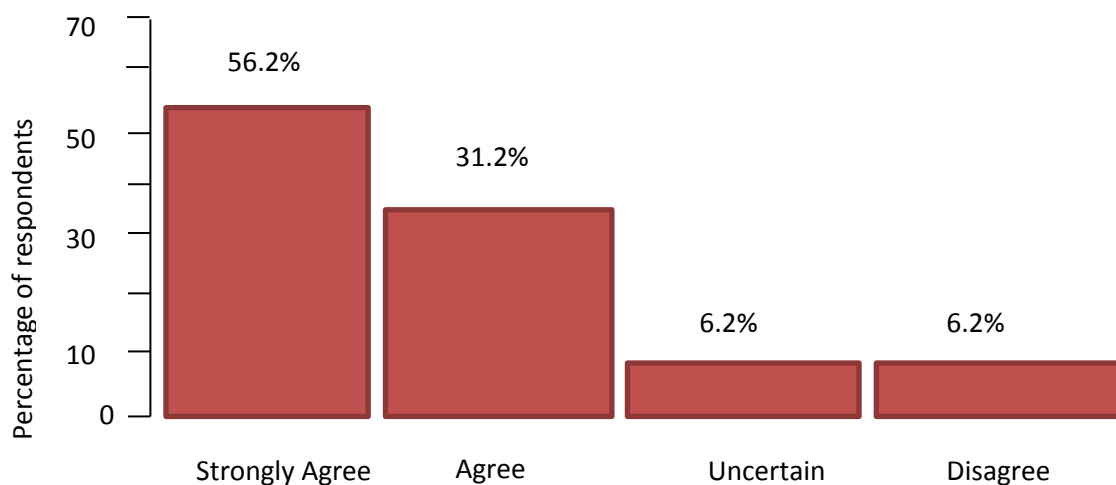


**Figure 4.19: Impact of shortage of space and furniture**

Figure 4.19 reveal that 62.5% of the respondents strongly agreed that unavailability of space and furniture affected implementation of the NCV policy. This was supported by a further 31.2% of the respondents who also agreed with the statement. The findings from figure 4.19 indicate that 92.4% of the respondents agreed that unavailability of space, indeed affected effective implementation of the NCV policy. Evident from Figure 4.19 indicates that 6.2% of the respondents disagree that unavailability of resources impacted on NCV implementation. Thus, on the basis of findings in Figure 4.19, it can be said that unavailability of space and furniture affected effective implementation of the NCV policy.

### **Expertise of staff on the use of equipment**

The important facet of policy implementation within an FET College is empowering and enabling each employee and team to deliver service of good quality required by their customers. It was important that this research establish the views of staff and the impact of their level of expertise on the equipment available to do practical component of the NCV subjects. The results are indicated in Figure 4.20.



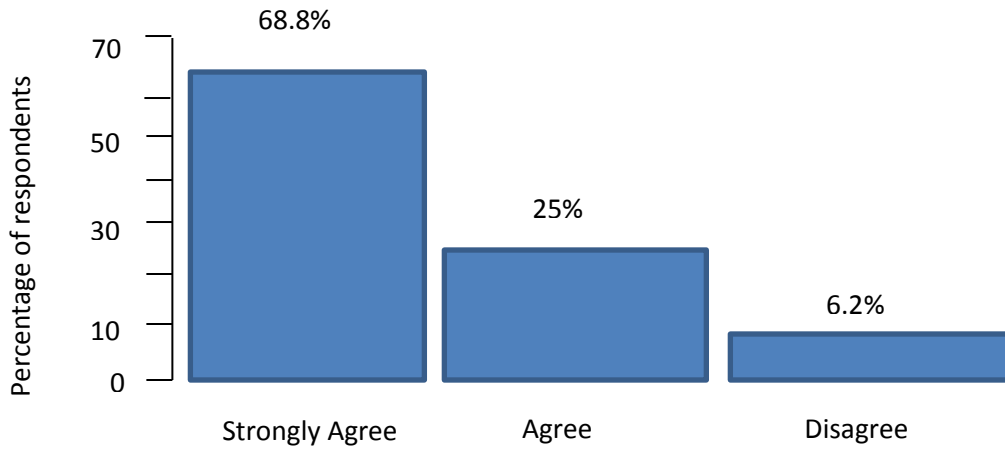
**Figure 4.20: Expertise of staff on the use of equipment**

Emerging from evidence in Figure 4.20 is that 56.2% of the respondents strongly agreed that lack of expertise, especially on the part of newly recruited staff regarding the use of equipment, had an effect on implementation of the NCV policy. This was confirmed by a further 31.2% of the respondents who also agreed with the statement. Altogether, 87.4% of the respondents confirm that lack of expertise, especially by newly appointed staff, affected the NCV implementation. Thus, though Elangeni College had some of the resources required to ensure effective teaching and learning on the NCV programmes, lack of capacity building on the part of lecturers on how to operate this equipment, impacted on implementation of the NCV policy.

It is with noting that 6.2% of the respondents were uncertain and another 6.2% of the respondents disagreed that lack of expertise in the use of equipment had an effect on effective implementation of the NCV policy. Judging from the results, it is only logical to assume that 6.2% of the respondents who were either uncertain or disagreed were not aware of the implications resulting from improper usage of equipment and the effect of that on quality of teaching and learning provided.

### **Non-delivery of textbooks and its impact on teaching and learning**

A critical element of the NCV policy implementation was the availability of textbooks to facilitate the implementation process. It formed an integral part of the implementation process. It was important for this research to determine the views of the respondents on the impact this had on effective implementation of the policy. The results are depicted in Figure 4.21.



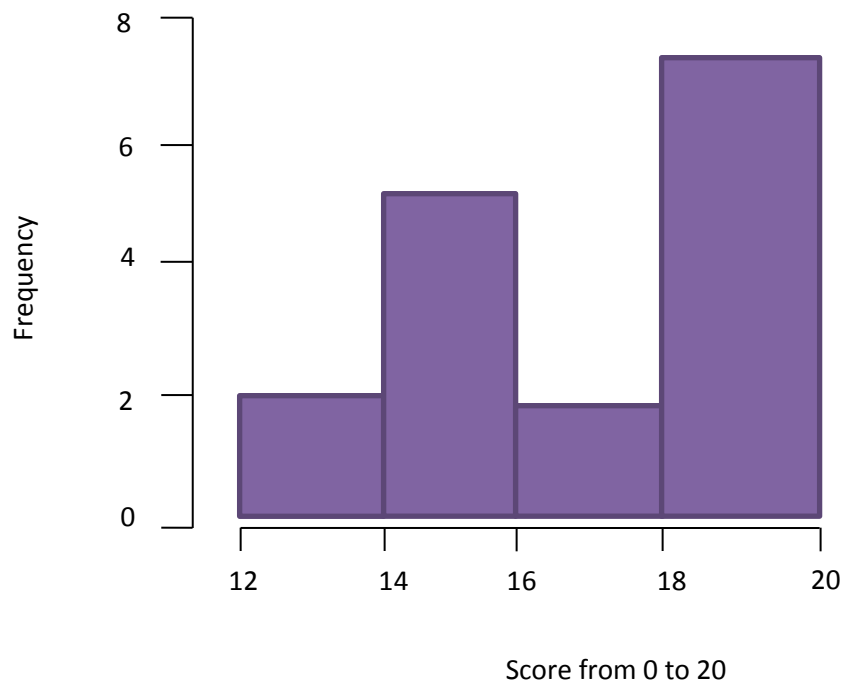
**Figure 4.21: Non delivery of textbooks and its impact on teaching and Learning**

Findings from Figure 4.21 indicate that 68.8% of the respondents strongly agreed that non delivery of textbooks had an effect on effective implementation of the NCV policy. This was further confirmed by another 25% of the respondents who also agreed with the statement. Papier (2009:42) argues that the NCV commenced with a worldwide shortage of textbooks, which also confirms that the shortage of textbooks had an effect on effective implementation of the NCV policy. The findings in Figure 4.21, evidence from Papier’s arguments and qualitative results confirms that shortage of textbooks placed constraints on effective implementation of the NCV policy.

About 6.2% of the respondents disagreed that shortage of textbooks had an effect on effective implementation of the NCV policy. From interviews, 6.2% of the respondents indicated that though there was a shortage of textbooks, as experienced educators, they were able to use the subject guidelines and other resources.

## Summary of constraints relating to facilities and infrastructure

Again, if we score the responses to each question in Section C (Constraints related to facilities and infrastructure) from 0 to 4, with 4 being Strongly Agree and 0 being Strongly Disagree, we can sum each respondent's scores to get an overall indication of their view of the perception that facilities and infrastructure constraints are limiting the effective implementation of the NCV policy. Since there are 5 questions in this section, the possible values of the scale range from 0 to 20. The Cronbach's Alpha measure for this scale is 0.55, indicating a below adequate level of internal reliability.



**Figure 4.22: Facilities and infrastructure constraints on NCV policy Implementation**

As shown in the histogram in Figure 4.22, all the respondents scored over 12 on this scale with a median value of 17.5. This means that, in general, respondents agreed that facilities and infrastructure constraints were hindering the successful

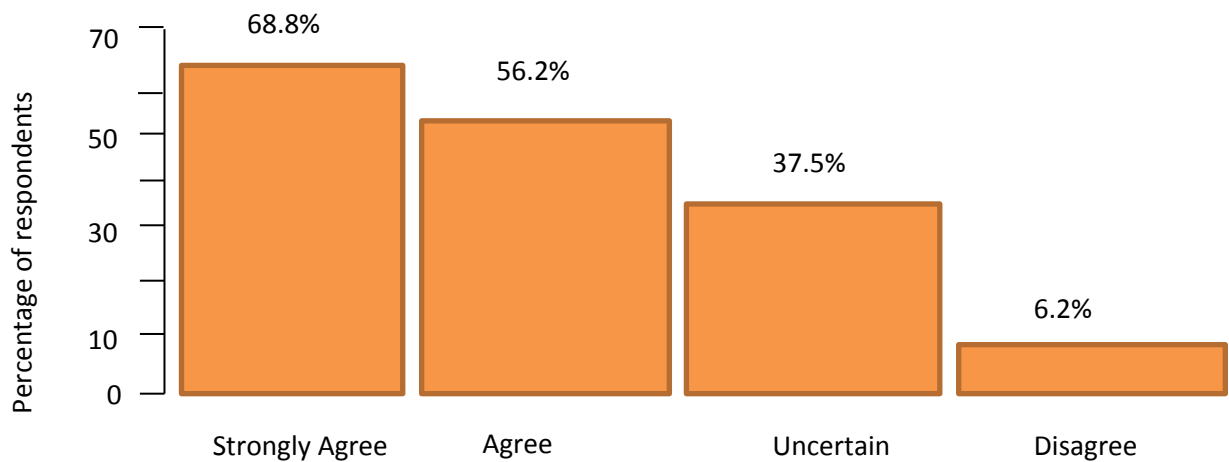
implementation of the NCV policy. A linear regression analysis with the scale as the dependent variable and gender, years of service and position as independent variables revealed that none of these factors had a significant effect on perceptions of the constraining effect of facilities and infrastructure on implementation of the NCV policy.

Similarly, responses from qualitative research indicate that 80% of the respondents agreed that facilities and infrastructure constraints were hindering the successful implementation of the NCV policy.

#### **4.4 CONSTRAINTS RELATED TO STUDENTS (Section D)**

##### **Student difficulty in understanding subject content**

According to Pycraft, Singh and Phihlela (2000:757), the implementation of any curriculum policy places considerable emphasis on the roles and responsibilities of every member of staff within an organisation to influence quality teaching and learning. Pycraft *et.al* (2000:757) further encourages the idea of empowering learners on language acquisition, in order to improve their language for communication and interpretation of knowledge. This means that leaders of Elangeni FET College had to strengthen language capacity building programmes to assist students cope better with the NCV programmes. This research sought to establish from the respondents, whether language barriers had any effect on the implementation of the NCV policy. The results are shown in Figure 4.23.



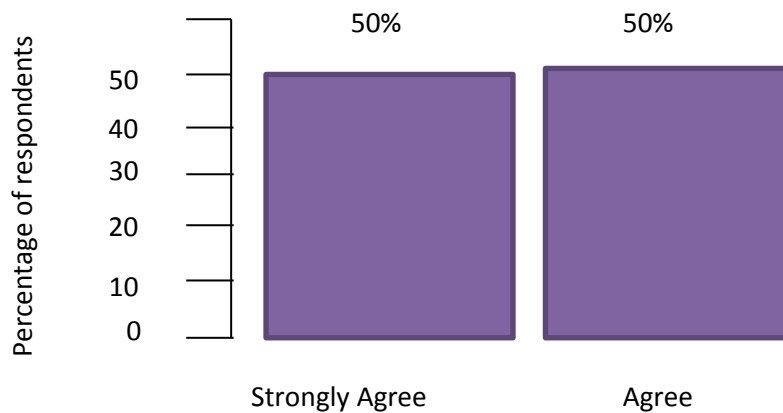
**Figure 4.23: Student difficulty in understanding subject content**

Figure 4.23 indicates that 56.2% of the respondents strongly agreed that students had language problems to understand the content of the NCV policy. This was also confirmed by 37.5 % of the respondents who also agreed with the statement. Qualitative results (80%) of the respondents also indicated that students had language barriers which affected implementation of the NCV policy. The respondents, during qualitative enquiry, indicated that English language was used as a medium of instruction and students were often unable to understand concepts which affect communication between them and lecturers. Papier (2009:31) argues that English, as a language of instruction, was problematic for learners who have English as their second or third language. On the basis of Findings in Figure 4.23, Papier’s arguments and qualitative results, it can be concluded that language barriers affected the effective implementation of the NCV policy.

### **Lack of background in Mathematics**

In terms of the Draft Policy for the National Certificate Vocational Qualifications Framework (2006:5), the NCV programme comprises a vocational and fundamental component. The fundamental component is an essential part of the

qualification and comprises Mathematics or Mathematical literacy, Life Orientation and an official Language. Important to note here is that these three subjects are compulsory for students registering for the NCV qualification. It was necessary for this research to establish from the respondents whether lack of Mathematical background among students enrolled for the NCV qualification had any effect on implementation. The results are displayed in Figure 4.23.

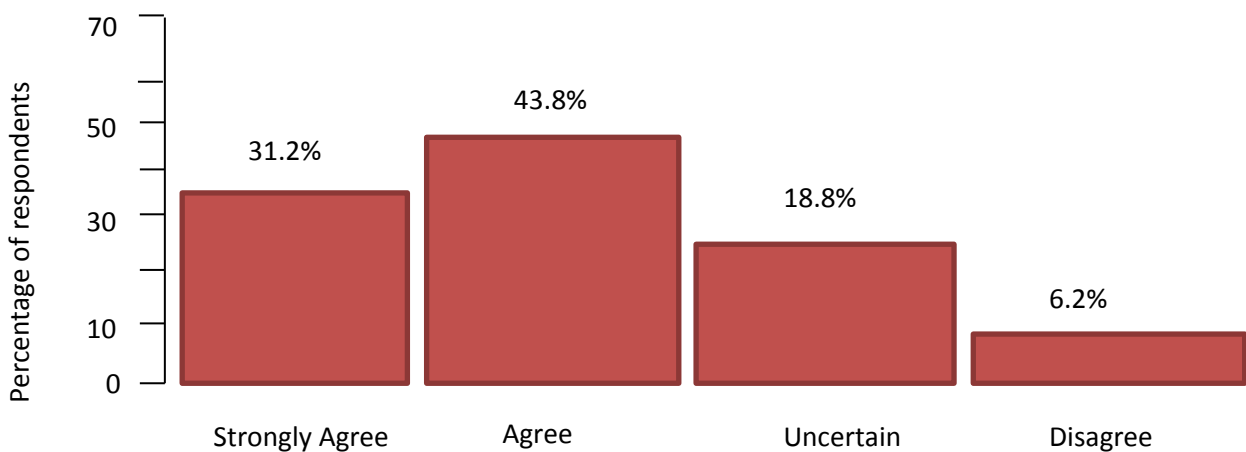


**Figure 4.24: Lack of a good background in Mathematics**

Findings in Figure 4.24 indicate that 50% of the respondents strongly agreed that the lack of a good background in Mathematics had an effect on effective implementation of the NCV policy. This was further confirmed by the other 50% of the respondents who also agreed with the statement. The results indicate that students without a good background in Mathematics experienced problems within the NCV qualification since Mathematics or Mathematical literacy is a compulsory subject within the qualification. It can, thus, be concluded on the basis of findings in Figure 4.24 (100%), that lack of background in Mathematics indeed had an effect on effective implementation of the NCV policy.

## Availability of student support

In the process of implementing a new curriculum, it is important for leadership to ensure that there are student support mechanisms to assist students in coping with the new curriculum. This study established the views of the respondents on the availability of student support services and their impact on the NCV policy implementation. The results are captured in Figure 4.25.



**Figure 4.25: Availability of student support**

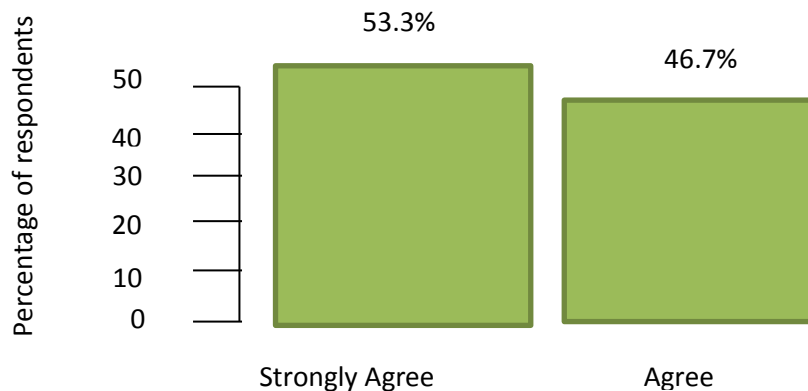
It is, worth, observing that findings in Figure 4.25 indicate that 31.2% of the respondents strongly agreed that lack of student support in the form of career counseling; academic tutoring and learner-teacher support material had an effect on effective implementation of the NCV. This was confirmed by 43.8% of the respondents who also agreed with the statement. Implicit in this table is that, overall, the staff of Elangeni College (75%) felt strongly that lack of student support constrained the implementation of the NCV policy.

Evidence in Figure 4.25 also indicates that a further 18.8% of the respondents were uncertain about the effect of student support programmes on the NCV policy implementation and 6.2% disagreed that it had any effect. Qualitative

results indicated that 38% of the respondents confirmed that student support programmes were available at the College but did not assist the students much and 62% of the respondents confirmed that lack of students support programmes affected effective implementation of the NCV policy. Overall, it can be concluded, on the basis of both qualitative and quantitative data, that lack of student support programmes affected effective implementation of the NCV policy.

### **Impact of student absenteeism on teaching and learning**

According to Segal, Gerdes and Steiner (2010), student absenteeism disturbs the dynamic teaching and learning environment and affects the overall well-being of classes. This is more problematic, especially when a new curriculum is implemented. It was important for this research to establish the views of the respondents regarding the effects that absenteeism had on effective implementation of the NCV policy. The results are indicated in Figure 4.26



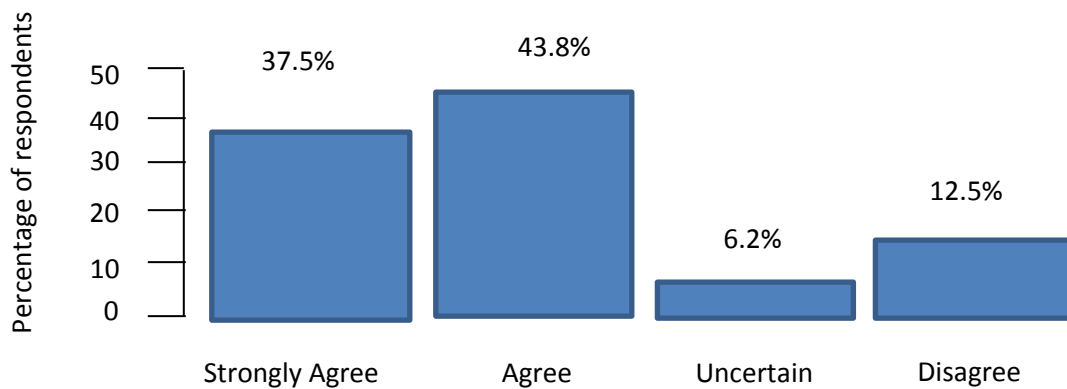
**Figure 4.26: Impact of student absenteeism on teaching and learning**

Figure 4.26 indicates that 53.3% of the respondents strongly agreed that absenteeism had an effect on teaching and learning. This was further confirmed by 46.7% of the respondents who also agreed with the above statement. Thus on the basis of findings from Figure 4.26, 100% of the respondents, the researcher

can conclude that absenteeism had an effect on teaching and learning and consequently effective implementation of the NCV policy

### **Access to learning resources**

Bhat (2002:398) argues that the responsibility of a leader is to provide leadership and ensure that resources and strategies are successfully utilised and executed within the organisation. This means that leadership of Elangeni FET College had a responsibility to ensure that workshops were adequately equipped with up-to-date equipment, consumables and other relevant resources to ensure effective teaching and learning. This research had to establish from the respondents if the College made available all the required resources for effective implementation of the NCV policy. The results are indicated in Figure 4.27.



**Figure 4.27: Access to learning resources**

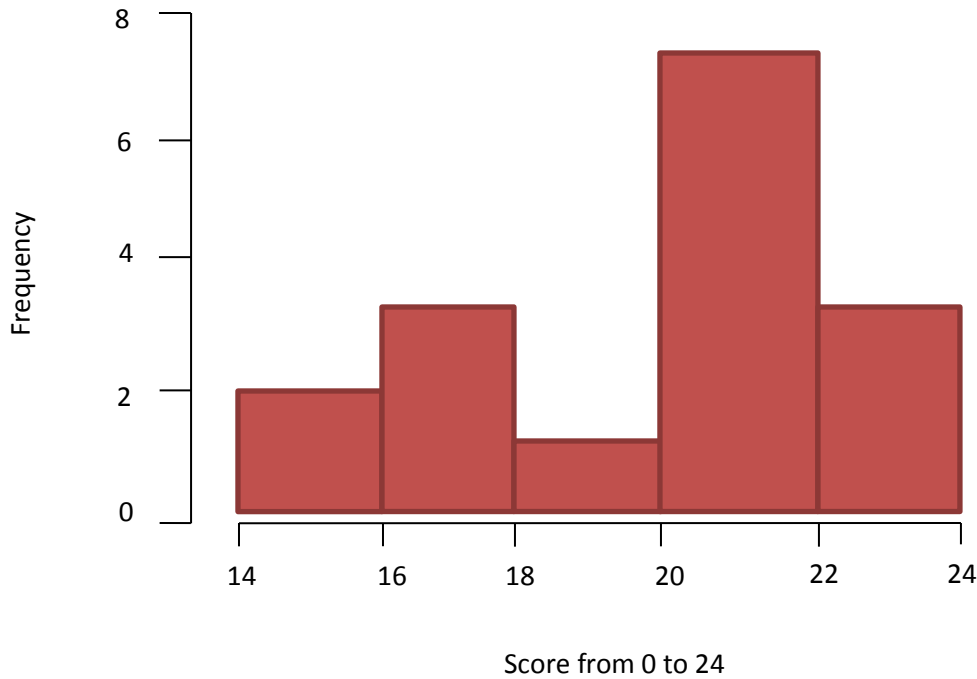
Evident in Figure 4.27 is that 37.5% of the respondents strongly agreed that lack of access to learning resources had an effect on effective implementation of the NCV policy, and this was further confirmed by 43.8% of the respondents who also agreed with the statement. This means 81.3% of the respondents confirmed that lack of access to learning resources placed a constraint on students and consequently effective implementation of the NCV policy. A further 6.2% of the

respondents were uncertain of the impact caused by lack of learning resources, whilst 12.5% of the respondents disagreed.

### **Summary of constraints relating to students**

Again, if we score the responses to each question in Section D (Constraints related to students) from 0 to 4, with 4 being Strongly Agree and 0 being Strongly Disagree, we can sum each respondent's scores to get an overall indication of the perception that student-related constraints limited the effective implementation of the NCV policy. Since there are 6 questions in this section, the possible values of the scale range from 0 to 24. The Cronbach's Alpha measure for this scale is 0.67, indicating an adequate level of internal reliability.

As shown in the histogram below, all of the respondents scored over 14 on this scale with a median value of 21). This means that, in general, respondents agreed that student-related constraints were hindering the successful implementation of the NCV policy. A linear regression analysis with the scale as the dependent variable and gender, years of service and position as independent variables revealed that none of these factors had a significant effect on perceptions of student-related constraints on implementation of the NCV policy.



**Figure 4.28: Students Constraints` effect on NCV Policy Implementation**

#### **4.4.5 INTERVIEWS**

In addition to the closed questionnaire, interviews were conducted with College lecturers and management as per Appendices B and C. Questions asked during the interview were generally based on the implementation of the NCV policy. The responses to these questions were grouped according to the four (4) categories of constraints as indicated in Tables 4.3.to 4.6. Each table indicates responses to questions related to a specific constraint.

**Table 4.3: Summary of interview responses**

<b>Constraints related to policy implementation</b>		
<b>Interview Question</b>	<b>Responses</b>	
1. Have you experienced any problems in the interpretation and implementation of NCV policy?	<b>Yes</b>	<b>No</b>
	75%	25%
2. If yes, what are those problems?	<ul style="list-style-type: none"> <li>-Too much emphasis on the theoretical knowledge at the expense of practical knowledge</li> <li>-Too many assessments</li> <li>-Lot of paperwork</li> <li>-Subject guidelines too complicated</li> <li>-Level of difficulty in all subjects pitched too high</li> <li>-Entry requirements vague</li> <li>-Imbalance of students: grade 9 vs. students failed grade 12 or passed grade 12</li> <li>-Dealing with students who have not been coping in mainstream school who also have perceptions that FET Colleges provide only a skill</li> <li>-Language barriers problematic especially since levels of understanding varied vastly in a given group</li> <li>-Shortage of textbooks</li> <li>-Subject content not clear</li> <li>-Absenteeism of students</li> <li>- College too strict on assessments</li> </ul>	
3. How have you dealt with those problems?	<ul style="list-style-type: none"> <li>-Have to understand student background</li> <li>-Concessions were given to learners</li> <li>-Have attended content workshops</li> <li>-Student absenteeism dealt with by student support services</li> <li>-Formulated way of doing things for specific departments</li> <li>-Trial and error method</li> </ul>	
4. Did you receive support	<b>Yes</b>	<b>No</b>

from College?	70%	30%
Explain.	-Training provided -NCV manual training	
5. Was there a guiding framework prepared by College?	<b>Yes</b>	<b>No</b>
	25%	75%
Explain	NCV manual with all relevant documentation to assist with implementation	
6. Are you satisfied with the progress achieved so far?	Yes	No
	80%	20%
If no/yes why?	-Steady progress but surprisingly results still very low -College introduced a number of initiatives to assist including winter school, academic support guidance, career counselling for students and continuous training for staff	

Whilst 75% of the respondents indicated that there were problems in the interpretation and implementation of the NCV policy, about 25% indicated that they did not experience any problems. There was a variety of problems expressed by the respondents. The following are some of their responses:

- Too much emphasis on the theoretical knowledge at the expense of practical knowledge
- Too many assessments
- Lot of paperwork
- Subject guidelines too complicated
- Level of difficulty in all subjects pitched too high
- Entry requirements vague
- Imbalance of students: grade 9 vs. students failed grade 12 or passed grade 12
- Language barriers problematic especially since levels of understanding varied vastly in a given group

Evident from 75% of the interview responses was that the problems faced by Elangeni College during NCV policy implementation were mainly systemic and beyond control. Also important to note is that 75 % respondents confirmed that there was no framework to guide the implementation process. This implies that Elangeni FET College was not in possession of a clear and well-defined plan for implementation.

From the same responses (75%), in Table 4.3, a respondent indicated that the curriculum came with subject and assessment guidelines which specified the requirements for Internal Continuous Assessment (ICASS) and Integrated Summative Task (ISAT). These were standardised and the practical examination ISAT was prescriptive and set by National Department of Education. These assessments were to be done on dates within the time frame set by National Department of Education. The same respondent further indicated that over and above the ICASS assessments that needed to be conducted, the practical (ISAT) had to be conducted in September and that was followed by trial examination. Two weeks after the trial examination, the final examinations must commence. This made it difficult to implement the NCV curriculum effectively. In addition to that, administration and record keeping requirements for the NCV seemed to take an enormous amount of time.

The implication is that teaching and learning time was hampered by the fact that educators had to conduct a lot of assessments, manage ISAT projects and do administration, yet they were inadequately trained. This is confirmed in Table 4.4 in which 75% of the respondents indicated that the training received prior to and during the implementation process was inadequate. Papier (2009:42) argues that lack of sufficient training was due to a structural problem within the content of the NCV policy. This then suggests that the implementation process had constraints.

**Table: 4.4 Constraints related to lecturing staff**

Interview question	Responses	
1. Do you think staff was sufficiently trained to implement NCV policy? Explain	Yes	No
	25%	75%
	Training was provided by National Department of Education but it was not enough. College also provided training to fill the gaps	
2. Was there a guiding framework prepared by College to assist staff during NCV policy implementation? Explain	Yes	No
	25%	75%
	College prepared NCV manual	
3. Managers were asked if they have encountered any problems of staff resistance during the implementation process. If yes explain	Yes	No
	80%	20%
	-Some staff did not want to teach NCV -Wanted to remain with the Nated programmes. -Level of understanding made them resist to teach level 3 -Complains about inability to teach since books were not available	

Table 4.4 reveals that 75% of the staff confirmed that training received was not sufficient whilst 25% indicated that training received was sufficient. Also noted was that 75% of the respondents further indicated that the College had no guiding framework to assist the lecturers in the implementation. These were some of the responses by lecturers:-

- Training provided by DoE not enough
- Too many gaps in lecturer knowledge
- Unavailability of books complicated self-learning

- Lecturers learning whilst expected to transfer knowledge

From the same 75% responses, one respondent indicated that new lecturers had difficulty in understanding the NCV content, methodology of imparting knowledge and the implementation process. With regard to the experienced lecturers, there is evidence (Table 4.3, Figures 4.13 and 4.15) that they were inadequately prepared, without resources and framework for effective implementation of the NCV policy. Whilst there were efforts, especially by the College to ensure effective NCV policy implementation, it is evident that lack of planning, unavailability of resources and insufficient preparation of staff negatively affected the implementation process. Clearly, Elangeni College did not provide adequate capacity for implementation of the NCV programmes.

**Table 4.5: Constraints related to infrastructure and Equipment**

Interview question	Responses	
1. Were textbooks supplied in time? If not, how did you overcome this challenge?	<b>Yes</b>	<b>No</b>
	20%	80%
	-During 2007 there were no textbooks until June, the workshops were also empty	
2. Were you supplied with adequate resources to be able to implement NCV? Give reasons for your answer.	Yes	No
	30%	70%
	-There were no books to teach - Lecturers had to make copies at times -Resources for practical requirements not available	

With regard to the statement aimed at establishing if textbooks and other resources were supplied in time, a majority (80%) of the respondents indicated that books and other resources were not supplied in time. One of the respondents (see Table 4.5) indicated that the problem with resources was that the textbooks arrived late whilst the subject guidelines were not clear and difficult to comprehend.

This was also confirmed by another respondent (Table 4.5) who indicated that the problem with the NCV was that the subject guidelines were not clear in some areas and the outcomes indicated did not give any direction to them as educators. This made it difficult to do additional research in the absence of textbooks. Figure 4.18 is testimony to the fact that the supply of resources to campuses by the College was inadequate. This situation is suggestive of the fact that Colleges were not provided with adequate resources including textbooks, in order to strengthen the process of implementing the NCV.

#### **Constraints related to students Table 4.6**

<b>Interview questions</b>	<b>Responses</b>
1. What problems did you experience with students?	<ul style="list-style-type: none"> <li>-Language barriers</li> <li>-Absenteeism and late coming</li> <li>-Lack of commitment</li> <li>-Some students come to FET Colleges for bursary with no interest to learn</li> <li>-Some cannot attend classes because of transport problems</li> <li>- Bursary pays too late</li> <li>-Poor work ethic</li> <li>bunking of classes</li> <li>-Lack of understanding mathematics</li> </ul>

While the question in Table 4.6 was intended to find out if lecturers experienced any problems with students, the other motive behind this question was to assess the students' degree of readiness to comprehend the NCV curriculum.

The following are some of the comments the respondents made:

- Lack of mathematics and science
- Language barriers
- Absenteeism and late coming
- Lack of commitment
- Lack of independent reading

One of the respondents indicated that English being used as a medium of instruction in the NCV programme was a challenge, especially for students who had English as a second language. Most of the lecturers also indicated that the NCV curriculum itself was pitched too high for these learners and they were struggling.

The responses in Table 4.6 point to very serious problems in improving organisational performance, throughput rate and certification in FET Colleges. This constitutes a major constraint in the delivery of programmes and effective implementation of the NCV at FET Colleges

This analysis and interpretation is strengthened by the fact that Elangeni College had a low certification rate, that is, in 2007 (12%), 2008 (11%) and 2009 (17%) This is further strengthened by Papier (2009:9) who indicates a National certification rate as 10% in 2007.

On the basis of this information, it can be concluded that a high failure rate in the FET Colleges (see Papier 2009) was a result of the constraints related to policy

implementation, infrastructure and equipment, students and unpreparedness of lecturing staff.

## **5. Conclusion**

On the whole, there was a strong agreement that all four types of constraints (management and principals; lecturing staff; facilities and infrastructure; and students) are relevant to the effective implementation of the NCV policy. This is true in general for both male and female respondents across different positions and levels of experience. This chapter has presented findings from the data gathered through the questionnaire and through face-to-face interviews. The quantitative data were presented in the form of tables indicating frequencies and percentages and discussed. The data were also grouped together on the basis of variables of the study and multiple response results were shown in the form of bar graphs and charts. An in-depth discussion of the findings has been done. The study has been able to identify numerous gaps which were the cause of the failure to successfully implement the NCV policy. These gaps have been identified through the data that were analysed and interpreted in this chapter.

The next chapter summarises these findings and offers recommendations that could assist FET Colleges for future implementation of policies.

## **CHAPTER 5: CONCLUSIONS AND RECOMENDATIONS**

*Rule-making is significant because seldom, if ever, will an adopted policy action, such as law, encompass all the necessary details of how, when, and where the policy is to be implemented. Due to this power, bureaucracy enjoys considerable discretion in interpreting the actual intent, method, and scope of a policy decision. (Theodoulou and Kofinis, 2004:171)*

### **5.1 INTRODUCTION**

The purpose of this study was to explore the constraints that affected effective implementation of the NCV policy. The study specifically focused on Elangeni FET College and was carried out using both quantitative and qualitative strategies. In the previous chapters, detailed research methodology for the study was discussed and statement of findings, analysis and discussion of the questionnaire was done with the intention of satisfying the aims, objectives and research questions of the study.

This chapter gives a summary of the findings, based on literature review and primary research. The findings were used to establish or check whether the research objectives were achieved. The conclusions and recommendations are also offered in this chapter.

### **5.2 SUMMARY OF FINDINGS**

Despite the limited nature of the investigation, there are a number of findings that emerged from the literature study.

#### **5.2.1 Findings from literature**

As Pressman and Wildavsky (1973: xiii-xvii) observe, implementation is not an easy concept to define. As a noun, implementation is the state of having achieved the goals of the policy. As a verb, it is a process—everything that happens in trying to achieve that policy objective. Just because implementation

(noun) is not achieved, does not mean implementation (verb) does not happen. This research was conducted to assess constraints to implementation the verb: what happened after the NCV policy was enacted. Whether that led to the achievement of the desired objectives was the subject of this research. The two, however, are inextricably linked: to achieve implementation (noun) or to evaluate its effectiveness, it is important to first understand the process of implementation (verb) so that we may be able to influence it. Evident from this study is the fact that lack of capacity was the prime reason for implementation ineffectiveness.

However, capacity was not isolated, other variables contributed to capacity deficit including the content of the NCV policy (structural problems), the context in which the policy had to be implemented, the attitude of personnel towards the NCV policy (commitment), unavailability of resources and alignment of clientele (coalitions). This is also confirmed by O' Toole (1986:203), who also provides a list of variables that are a result of implementation ineffectiveness, which include policy characteristics, resources, implementation structure, implementer disposition, implementer client relationship and timing.

The literature analysis suggests that five variables, namely: content, capacity, context, commitment and clients were causes of implementation ineffectiveness of the NCV policy at Elangeni FET College.

The literature analysis further indicated that developing a real culture of continuous development and support at FET Colleges was a factor for successful implementation of the NCV policy. This meant developing an awareness and understanding of process flow and customer value. This could have ensured staff ownership of the NCV implementation process, which was cited as key variable to successful implementation

Analysis of literature highlighted the importance of college readiness for effective NCV policy implementation. The analysis suggested that Elangeni FET College should have considered the type of capacity, context and implementer mindset prior to the NCV implementation process.

Management commitment, in terms of being visible and sustained, is mentioned in literature as crucial in terms of leading and supporting the NCV implementation process, including driving staff development and monitoring programmes.

While there was a wide variation in the level of resources required in carrying out the NCV policy implementation, the literature highlights the need for providing resources at all levels of the implementation process to ensure effective implementation.

In all cases, the literature reveals that an effective and clear communication to ensure participation and engagement at all levels of the FET College is crucial. Communication is a commonly-cited implementation failure in the literature. However, the research analyses indicate that through meetings, workshops and awareness-raising sessions, staff had become aware of the NCV implementation process.

Through literature studies, a wide range of barriers to successful implementation of the NCV policy were identified, including:

- People at all levels of the FET College were a barrier.
- Managers and middle-managers, including the Principal of the College, were accused of lacking ownership of the NCV implementation by not understanding the process they were supposed to be managing, being unwilling to participate or being too focussed on operational matters.

- Failure of leadership was cited as a barrier. Leaders have to be clear about their roles and functions to be able to drive change at the college.
- The literature also reveals that the link between the NCV implementation and the FET College's strategy was weak. This could hamper the embedding of a culture of improvement within the College.
- Lack of resources was cited as a barrier to the effective implementation of the NCV. There were concerns about the lack of capacity, knowledge, experience and skills to drive and to effectively implement the NCV at Elangeni FET Colleges.
- Poor communication was often blamed for failure to implement the NCV. Within the literature, the most frequent barriers are organizational culture, a resistance to change and lack of awareness or knowledge of the policy content.

### **5.2.2 Findings from primary research**

Chapter 2 of this study discussed the five (5) interlinked variables that shape the direction of policy implementation. These five critical variables are relevant to this study and have a very strong link with the findings. Much as a number of scholars differ about the criticality of these five variables and their placement within the technical-rational, mutual adaptation and sense-making and construction approaches, they generally agree that they are key determinants of implementation effectiveness. This viewpoint is argued against by O' Toole (1986:189), who asserts that roughly half of the published studies identify 'content' as key variable and about the same number consider 'capacity' to be crucial. From the analysis and interpretation of data in chapter 4, as well as the survey of the literature, it emerged that five such variables, namely: content, context, capacity, commitment, clients and coalitions are important causal factors of policy implementation effectiveness. It is argued in this research that when the

NCV policy was implemented at Elangeni College, the five key determinants were conspicuously absent, as evident in Chapter 4 of this study. The findings from primary data are presented as per research questionnaire.

#### **5.2.2.1 Constraints related to policy implementation**

Leadership is very important in the implementation of the NCV policy to ensure an effective implementation process. The implementation process has to begin with commitment from senior management and their willingness to provide direction throughout the process. There was an expectation that leaders should be catalysts that provide guidance and leadership when policies are implemented.

The study suggests (Chapter 4, Figure 4.6) that leadership within the FET College was essential during every phase of the NCV policy implementation process. The FET College Rector had to play a leading role in communicating the policy goals, its rationale and also champion the policy to ensure effective implementation. This is confirmed by Skies, Schneider and Plank (2009), who argues that the technical-rational approach to policy implementation is built on the underlying assumption that authority and responsibility should flow in a clear unbroken line from highest executive to lowest operative.

There was an overwhelming support (Chapter 4, Figure 4.5) that Principals of the FET Colleges had to create an environment which fosters collaboration among staff, the provision of adequate resources, communication and staff development championed by the leaders of the organisation. This is asserted by O'Toole (1986:189), who argues that there is great unanimity on the importance of capacity-or rather 'resources' – as a crucial variable.

Evident from the study (Chapter 4, Figure 4.7) is that managers have a responsibility to invest in their staff when policies are implemented. This meant

that FET College leaders had a responsibility to train their staff when the NCV policy was implemented. Van Meter and Van Horn (1975:480), are of the view that successful implementation is a function of the implementing organisation's capacity to do what it is expected to do. The ability to implement policies may be hindered by such factors as overworked and poorly trained staff, insufficient resources and impossible time constraints. As has already been shown in Chapter 4 of this study, the management of Elangeni FET College did not provide adequately to ensure effective implementation.

The study has revealed (Chapter 4, Figure 4.8) that there was an expectation that management at Elangeni College ought to have demonstrated their commitment to ensuring excellence by providing the necessary resources to effectively implement the NCV policy. It needs to be understood at every level that commitment as a variable is of great importance to effective implementation of policies.

#### **5.2.2.2 Constraints related to lecturing staff**

Lecturing staff are an important component of the College system and key strategic players in the implementation of the NCV policy. There was a general agreement (Chapter 4, Figure 4.13) that it was critical for them to understand the policy content to be able to effectively implement the NCV policy. According to Smith (1973), Van Meter and Van Horn (1975), Grindle (1980) and Hangrove (1983), there is a widespread implicit realisation that the content of the policy is important not in the means it employs to achieve ends, but also in its determination of the ends themselves and how it chooses those specific means to reach those ends. What is evident in this study is that lack of implementer commitment, lack of administrative capacity, policy content as variables render policy implementation ineffective. In that sense, the argument that policy content is a key variable for effective implementation is valid.

There was an overwhelming support for a clear staff development programme (Chapter 4, Figure 4.15) to build capacity in order to ensure an in-depth understanding of the content, methodology and the implementation process. This is asserted by Anderson and Looney (2002:46) who argues that the mutual adaptation approach to policy implementation takes into consideration the local level implementation and adaptation. This means developing capacity where policies should be implemented and assist in the improvement of services at the local level, while monitoring the behaviour of implementing officials. The implication of this finding is that Elangeni College, by using the mutual adaptation approach to policy implementation, would have ensured capacity building and understanding of the policy content.

The study has indicated that lecturing staff were reluctant to implement the NCV policy as a result of being ill-prepared (Figure 4.14). Lecturers of Elangeni College should have had an understanding of the NCV policy first and be fully prepared in terms of understanding the content of the policy, to ensure effective implementation.

### **5.2.2.3 Constraints related to infrastructure and equipment**

Non-alignment of programmes with the required equipment had an effect on effective implementation of the NCV policy (Figure 4.18). As Najam (1995:48) puts it, “providing the necessary resources is nowhere a simpler matter; in fact, merely knowing what the ‘necessary resources’ are can be a non-trivial problem. More importantly, resource provision deals with questions of ‘who gets what, when, how, where, and from whom.’ The critical question, then, in understanding how capacity may influence implementation effectiveness is not simply one of ‘what capacity is required, where?’ but also of ‘how this capacity can be created and operationalized?’” This is substantiated by O’Toole (1986), who argues that there is great unanimity on the importance of capacity-or rather resources-as a crucial variable.

The study has shown that unavailability of space and equipment had an impact on effective implementation of the NCV policy (Figure 4.19 and Table 4.5).

The finding of this research (Figure 4.20) was that lack of expertise, especially by newly appointed staff on the use of equipment, affected the NCV implementation. Implicit in this statement is that though Elangeni FET College had some of the resources required to ensure effective teaching and learning of the NCV programmes, lack of capacity building on the part of lecturers regarding the use of equipment impacted on the implementation of the NCV policy. According to Grindle (1980), capacity as a variable includes availability of and access to human, financial, technological and other resources necessary to do the job. The critical question with capacity is not only what is required and where, but also how this can be utilised.

Non-delivery of textbooks had an effect on effective implementation of the NCV policy. The shortage of books made it difficult for lecturers to prepare, especially with the subject guidelines considered unclear. Figures 4.19 and 4.20 are a testimony to the fact that the supply of resources to campuses by the College was inadequate.

#### **5.2.2.4 Constraints related to students**

According to Warwick (1982:163), the ultimate effectiveness of any implementation process depends equally on non-state actors, particularly upon target groups to whom policy is being delivered- that is, the clients. Stated most simply, clients can “speed, slow, stop or redirect implementation” (Warwick 1982:163). This study revealed that students, as the main clients of the NCV policy slowed down the implementation process because of Language and Mathematics barriers in their learning environment.

Evidence in Figure 4.23 and Table 4.6, has shown that students had language problems which affected the implementation of the NCV policy. English language was used as a medium of instruction and often students were unable to understand concepts which affected the communication between students and the lecturers.

The results in Figure 4.24 indicate that students without a good background in Mathematics and Physical science experienced problems during the implementation process. This was due to the fact that though they had no background of Mathematics, they had to register the subject since it was a compulsory subject within the NCV qualification.

Students' absenteeism also had an effect on teaching and learning and consequently effective implementation of the NCV policy. This is indicated in Figure 4.24 and Table 4.6.

Lack of access to learning resources placed a constraint on students and, consequently, effective implementation of the NCV policy (refer to Figure 4.3 and Table 4.6). Smith (1973) refers to clients as those actors whose behaviour is targeted by implementation. This means it was important for Elangeni College to make sure that students recruited for the NCV programmes understand the requirements of the NCV policy and ensure their buy-in. This would have assisted the College in receiving support and co-operation when implementing student support programmes. These programmes would, in turn, assist the students who are not coping in Mathematics and English, thus ensuring effective implementation.

These findings are suggestive of the need to implement the 5C protocol as cited by Pressman and Widalvsky in Sapru (2004:150).

### 5.3 SUMMARY OF THE FINDINGS

The study revealed that it was imperative for the Further Education and Training Colleges to focus on the following when the NCV policy was implemented:

1. An in-depth understanding of procedures and processes for the NCV policy implementation. This could assist to guide implementing actors in the translation of knowledge.
2. A framework ought to have been in place that would be used as a yardstick to determine readiness of the college to implement the NCV policy
3. Effective leadership was commonly seen as an essential driver for effective and efficient implementation of the NCV policy. Here, the FET College Rector was expected to play a leading and major role which includes communicating the policy goals and its rationale and also champion the policy to ensure effective implementation. This was suggestive of the fact that the FET College Rector had to be a catalyst for change.
4. Management commitment and capacity to facilitate proper implementation of the NCV policy was identified as a key element of the implementation process. The implication here was that one of the conditions for ensuring effective implementation of a policy was to have the required administrative abilities and knowledge of the content of the policy, as well as commitment. Commitment was seen to be important at all levels through which the policy travels
5. Support of the policy by its clients and coalitions also emerged as an important factor to be taken into account by the FET College before implementation of a policy. This was particularly true in the case of the NCV policy in that lecturers and business as stakeholders to be impacted by the NCV policy did not have full support or confidence in the NCV policy. What is important here is identifying key stakeholders that are impacted enough for them to have an influence on policy implementation.

6. Communication and engagement of different groups also emerged as a factor that can lead to policy failure. Good and effective communication during policy implementation process can have a number of benefits including
- Better understanding of the policy content by all stakeholders
  - Prevent resistance and policy alienation from major actors in the policy as a result of lack of understanding
  - Sharing of knowledge across the college.
  - Goals or objectives of the policy are better understood by all.

#### **5.4 RECOMMENDATIONS**

The implementation of the NCV policy at all FET Colleges was a very challenging and critical task that required sufficient planning on the part of the college, as well as relevant support from the Department of Education. In an attempt to study the constraints that affected effective implementation of the NCV policy, to determine reasons for failure, if any, and to look at perceptions of educators regarding the NCV policy implementation, the study identified many challenges that constrained the implementation of the NCV policy.

The study offers some recommendations that are critical for future implementation of any curriculum-related policy. In crafting these recommendations, cognisance was taken of the fact that FET Colleges have different levels of capacity. Therefore, the approach is general. The overarching constraint in the implementation of the NCV policy related to the capacity to implement the policy in the form of leadership capacity, staff capacity, lack of communication and resources to implement. It is for this reason that a structured approach or framework has to be in place that will act as a yardstick for future implementation.

### **Recommendation 1: A strategic approach to policy implementation**

This research has shown that there was a lack of a framework to policy implementation (see figure 4.10). It is for this reason that a strategic approach to policy implementation has to be put in place. The strategy will highlight the importance of assessing the capacity of the college and implementing actors to meet specific implementation tasks and goals as mandated by policy decision. This means a shared clear vision has to be in place which is linked with a framework as indicated in chapter 2, where Khosa (2003:49) indicated that policy implementation has suffered from the absence of a people driven process. The framework ought to indicate the approach to be used when the policy is implemented.

Anderson & Looney (2004:46), cited in Chapter 2 of this study, examined the sense-making and co-construction approach to policy implementation, which emphasises the importance of the context where a policy is implemented by noting the criticality of the interrelationships among policy actors (policy makers, managers, and educators) as this will shape policy implementation. Policy implementation would, therefore, become a continuous and a dynamic process involving policy actors at different levels of government engaging the policy, taking into consideration the context where policy is implemented. This might lead to certain changes being made in the original policy document. In the case of the NCV policy, this would mean educators, managers in the FET sector and business engaging in the NCV policy and making recommendations for improvement to policy makers. A policy, therefore, would become a continuous process, the formulation of which is inseparable from its execution. The summary of findings indicated in section 5.3 are suggestive of implementing this approach whilst taking into consideration the 5C protocol as recommended by Pressman and Widalvsky in Sapru (2004:150).

## **Recommendation 2: Commitment and capacity to implement policies**

The findings of this research as indicated in section 5.2.2.1 and 5.2.2.2 established that staff capacity and commitment to implement a policy are important to ensure successful implementation. It is, thus, recommended that for an FET College to ensure effective implementation of a policy, one of the key strategies is to ensure that implementers have the administrative and other abilities to do the job. This should be coupled with the level of commitment to policy initiatives at all levels of government. Assessing the capacity of the college and implementing actors to meet specific implementation tasks and goals mandated by the policy decision is important. As capacity will also entail an understanding of the processes involved in a policy directive, the existence of interrelationships among policy actors will strengthen understanding of the policy content. The recommendation is to ensure that there is training to improve administrative capacity for implementers to turn policy goals into action. This can only be done when there is commitment and motivation from all actors involved.

## **Recommendation 3: Support of the policy by its clients and coalitions**

Research has shown (section 5.3.) that external and internal support of the policy by its clients and coalitions is an important factor to be taken into account by the FET College before the implementation of a policy. What is important here is identifying key stakeholders that are impacted enough for them to have an influence on policy implementation, for example, lecturers, students and business in the case of the NCV policy implementation. It is critical, therefore, for the FET College to ensure a buy-in from intended clients and those coalitions that will be impacted on by the policy. This is because no amount of success on other fronts of the policy can make up for the rejection of policy by its intended clients.

#### **Recommendation 4: Communication and engagement at different levels of policy implementation**

This research has established that there was a lack of a framework (see Figure 4.10) with proper communication strategy to ensure effective implementation of the NCV policy. Good and effective communication structures have to be in place to ensure that policy directives are communicated accordingly. This is particularly important to ensure better understanding of the policy content by all stakeholders, to prevent resistance and policy alienation from major actors in the policy as a result of lack of understanding, sharing of knowledge across the college and better understanding of the goals or objectives of the policy.

#### **Recommendation 5: Leadership as a catalyst for change**

Effective and strong leadership, especially on the part of the Principal, is required to ensure effective implementation of a policy. This research has shown (see Figure 4.6) that the leader has a responsibility to provide guidance and leadership when policies are implemented. This is particularly so because leaders have to ensure collaboration, drive the policy implementation agenda, ensure availability of resources and commitment to policy goals. The leader is best placed to provide direction and clarity on a policy being implemented.

### **5.5 CONCLUSION**

The aim of this research was to identify some constraints that confronted FET colleges when the NCV policy was implemented and suggest solutions thereto. The broad research question was: which constraints affected the effective implementation of the NCV policy at Elangeni FET College and was the College ready to implement the NCV policy? A scientific research was then conducted to investigate the implementation of the NCV policy at Elangeni FET College and particularly focused on the constraints that affected implementation of the NCV

policy. The research was conducted with the intention of generalising the results to all FET Colleges though the limitation was that it was conducted at Elangeni FET College.

In conclusion, by analysing the three approaches to policy implementation, namely: Technical-rational, Mutual adaptation and Sense-making and Co-construction, this study intended to establish what approach Elangeni College applied when the NCV policy was implemented. The analysis was done within the theoretical framework of the five variables in policy implementation, namely: content, capacity, commitment, context and clients and coalitions. The study revealed that Elangeni College did not attempt to apply and adhere to the use of the five (5) critical variables and the three approaches stated above. This study views implementation as a dynamic process of negotiation between multiple actors, operating at multiple levels, within and between multiple activities. Elangeni College could have done better if they had applied the Sense-making and co-construction approach (section 2.5.3) within the framework of the five critical variables (5C protocol). This could have assisted Elangeni College to manage and administer the implementation of the NCV policy effectively.

## Appendix A

### Constraints in the implementation of the National Certificate Vocational Policy (NCV).

#### INSTRUMENT

##### A. Personal Particulars

1. Gender: .....
2. Years of Service: .....
3. Position Held: .....
4. Programme in which you participated from 2007: .....

<b>A.</b>	<b>Constraints related to Policy interpretation and implementation</b>	SA	A	U	SD	D
1.	Principal is very important in the interpretation and implementation of NCV policy					
2.	Principals have to create a conducive environment for NCV policy implementation					
3.	Principal has to provide an effective leadership role when implementing NCV policy					
4.	Managers must be personally involved in the interpretation and implementation of NCV policy					
5.	Managers must develop staff in handling NCV issues					
6.	Managers must make NCV programme user friendly and responsive to Business and student needs					
7.	Managers must provide relevant resources/ Equipment for effective implementation of NCV policy					
8.	Managers have to create a framework and guideline for effective NCV policy implementation					
9.	Monitoring and evaluation processes will optimize the delivery of NCV programme					
10.	Management has to quality assure the delivery of NCV programme					
<b>B.</b>	<b>Constraints related to lecturing staff</b>					
1.	The understanding of NCV policy becomes critical to staff for effective implementation					
2.	Staff resistant/reluctant to implement NCV because of being ill prepared					
3.	Continuous development of staff will optimize					

	delivery of NCV programme					
4.	Staff not adequately trained will affect NCV implementation					
5.	Staff that lacks understanding of NCV policy and guidelines will experience difficulty on the implementation					
6.	Inadequate resources to manage NCV will affect implementation.					
<b>C</b>	<b>Constraints related to facilities and infrastructure</b>					
1.	Non alignment of programmes with the required equipment had an effect on effective implementation of NCV					
2.	Unavailability of space and furniture affected effective implementation of NCV policy					
3.	Inadequately equipped workshops for practical training of students affected implementation of NCV policy					
4.	Lack of expertise especially newly recruited lecturers on the use of equipment/ facilities had an effect on the implementation of NCV policy					
5.	Non delivery of textbooks affected delivery of teaching and learning					
<b>D.</b>	<b>Constraints related to students</b>					
1.	Students have language problems to understand the content					
2.	Lack of good background on Math's and Science has an effect on learning programme					
3.	Lack of student support e.g. career counseling					
4.	Absenteeism has an effect on teaching and learning					
5.	Lack of access into learning resources					
6.	Recruitment of grade 9 students into NCV programme posed a great challenge to the College					

**SA=** strongly agree

**A=** agree

**U=**uncertainty

**SD=** strongly disagree

**D=** disagree

## Appendix B

### Constraint in the implementation of the National Certificate Vocational Policy (NCV).

#### INSTRUMENT

##### B. Personal Particulars

5. Gender: .....
6. Years of Service: .....
7. Position Held: .....
8. Programme in which you participated from 2007: .....

##### Interview questions

5. Have you experienced any problems in the interpretation and implementation of NCV policy?

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6. If you have experienced any problems, what are those problems:

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7. How have you dealt with those problems?

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8. How have you implemented NCV programme in practice?

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9. Were you supplied with adequate resources to be able to implement NCV? Give reasons for your answer.

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10. Did you receive necessary support from College management to prepare you to implement NCV? Explain.

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11. Were textbooks supplied in time? If not, how did you overcome this challenge?

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12. What problems did you experience with students?

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13. Was there a guiding framework prepared by College to assist staff during NCV policy implementation? Explain

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14. Do you think staff were sufficiently trained to implement NCV curriculum? Explain

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15. Are you satisfied with the progress which has been achieved in the implementation of the NCV policy? If no/yes why?

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16. Was there any other strategy used by College to implement NCV policy? Give reasons for your answer.

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**To be completed by lecturers only**

## Appendix C

### Constraints in the implementation of the National Certificate Vocational Policy (NCV).

#### INSTRUMENT

##### C. Personal Particulars

- 9. Gender: .....
- 10. Years of Service: .....
- 11. Position Held: .....
- 12. Programme in which you participated from 2007: .....

##### Interview questions

- 17. Have you experienced any problems in the interpretation and implementation of NCV policy?

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- 18. If you have experienced any problems, what are those problems:

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- 19. How have you dealt with those problems?

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- 20. How have you implemented NCV programme in practice?

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21. Were you able to supply adequate resources?  
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22. Were you able to give support to students and staff, if yes how?  
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23. Were you able to supply students with textbooks in time?  
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24. Have you encountered any problems of staff resistance during NCV  
implementation process? If yes explain  
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25. What problems did you experience with students?  
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26. Have you encountered any problems with staff? If yes what problems  
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27. Have you established any programme of training and development to  
assist in the training and implementation of NCV policy?  
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28. What framework /guideline did you provide for effective implementation of NCV programme?

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29. Are you satisfied with the progress which has been achieved in the implementation of the NCV policy? If no/yes why?

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30. Is there any other strategy you have used to implement NCV policy?

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31. How often do you monitor and evaluate the implementation programme?

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**To be completed by management only**

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03 June 2012

Mrs Petronella D Goba (9262380)  
School of Management, IT & Governance

Dear Mrs Goba

Protocol reference number: HSS/0257/012M  
Project title: Constraints in the implementation of the National Certificate Vocational (NCV) policy, at FET Colleges

In response to your application dated 25 May 2012, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol has been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment /modification prior to its implementation. In case you have further queries, please quote the above reference number. Please note: Research data should be securely stored in the school/department for a period of 5 years.

I take this opportunity of wishing you everything of the best with your study.

Y  
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P  
H  
tee

cc Supervisor: Professor Betty Mubangizi  
cc Academic Leader: Professor K Govender  
cc Ms Angela Pearce

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