

CHAPTER 4

AN INVESTIGATION INTO THE NATURE AND EXTENT OF THE EDUCATION-RELATED PUBLIC POLICY IMPLEMENTATION PROCESS: A CASE OF EMPANGENI EDUCATION DISTRICT

4.1 INTRODUCTION

The preceding chapters of this thesis formed the basis for this research. Chapter one laid down a blue print for this study, upon which the structure thereof was designed.

Chapter two focused on the theoretical foundations for the implementation of public policy within an education environment, highlighting the nature of the public policy process with a view to establishing theoretical models from which the public policy process is derived. In addition, chapter two also sought to establish the significance of these theoretical models to public policy implementation, which is the central and core theme of this study. Chapter three on the other hand sought to focus in detail on the central theme of the study by establishing what each public policy [i.e. the developmental appraisal system (DAS), the whole school evaluation (WSE), the integrated quality management systems (IQMS) and the discipline safety and national guidelines (DSNG)] entails. This provided the background as to what the implementation of each of these public policies ought to enshrine.

Chapters two and three provided a solid foundation for extensive literature review on all themes covered in each chapter. This inevitably broaden the basis for understanding the implementation of education related public policies, with a view of utilising such understanding in establishing the extent of public policy implementation by the Empangeni Education District (EED) office in its geographical area of jurisdiction. The EED office is the highest office in Empangeni area that administers and manages all educational aspects including the implementation of educational related public policies. This chapter focuses on investigating how public policy implementation of DAS, WSE, IQMS and DSNG unfolds in the EED by establishing challenges that inhibit the implementation process. In that regard this chapter highlights the researcher's role in following the right protocol and overcoming such protocol barriers. This chapter further seeks to analyse the research design, that is,

data collection, data organisation, data coding and presentation of data analysis. Through this research design the study established a foundation upon which an effective model for improved public policy implementation in the EED is envisaged to emerge in the ensuing chapter.

4.2. RESEARCHER'S ROLE

The researcher is an employee of KwaZulu-Natal Basic Education Department (KZNBED) and currently serves in the EED, which is the locus of this study. It has been very helpful in understanding the processes that have to be followed when conducting research. It also enabled the researcher to link the research problem, regarding the implementation of public policy in EED, to its daily operations.

The researcher obtained written permission from the Department of Higher Education and Training to conduct the study on public policy implementation. However, much difficulty and delays were experienced in obtaining permission. The researcher was required to complete the application, which later was declared invalid as the initial form in which the application was submitted was no longer in use (see appendix P). The researcher was informed that an application form for permission to conduct research has to be sought from KZNBED provincial head office, whose officials were not so easily accessible by telephone, email or fax. Eventually, the researcher resorted to undertaking an internet search which paid dividends as the suitable application forms (see appendix Q) were found, completed, faxed and posted them to the head office. After waiting for approximately two months and after repeated fax enquiries permission was eventually granted to conduct research from the head office dated 16 March 2011 (see appendix R). The researcher co-ordinated data sought for validity and reliability of the study and also determined the methodology and approach to be followed.

The above mentioned developments have been included in the thesis to indicate the resilience and patience the researcher adopted to ensure that permission is granted, which in turn would be a gateway to establishing the challenges in the implementation of education-related public policies.

The role of the researcher in this study embodies establishing challenges to public policy implementation with a view of establishing a model that promotes collective responsibility by all actors in dealing with implementation challenges.

4.3 RESEARCH DESIGN

The research design, which the researcher followed when conducting research, is an indispensable component of the entire research. According to Berg (2004:31), who is in agreement with Babbie and Mouton (2001:74), the research design is a plan that is followed when conducting a research project. Lankshear and Knobel (2004:21) concur with Berg (2004:31) as they also perceive research design to be a broad strategic approach for conducting research. In further exploring what the research design entails, the researcher established that Leedy and Ormrod (2005:85) concur with De Vos *et al.* (2002:138) in claiming that the research design provides the structure for; the procedures to be followed by the researcher, the data that the researcher has to collect and the analysis of data which the researcher has to conduct. Inevitably, understanding the research design is the core of the research procedure.

In understanding the core of what the research procedure entails, the researcher followed the guidelines of the research proposal as outlined in chapter one of the thesis to conduct the research study. This suggests the translation of the research proposal into an operational plan in the quest of investigating the identified research problem. For this study, the research design incorporated the choice of language, validity of the study, reliability of the study, the qualitative approach and the significance of the research, the quantitative approach and its significance to the study, data sampling, the choice of participants and triangulation.

4.3.1 Ethical considerations

According to Thomas (2004:95), a key ethical element in research is the duty placed on the researcher to secure consent. The researcher has to ensure that permission is sought from persons involved in the research project, which could be authorities at whose workplace research is to be conducted or participants in the actual research.

In keeping with this ethical code of research, the researcher applied to the KwaZulu-Natal Basic Education Department (KZNBED) in person. An application form was issued, completed and sent to the head office in Pietermaritzburg for processing and approval by the Head of Department. After the lengthy process, permission was granted to continue with the research. The response also stipulated the time frame by which the research should be concluded and the research findings and recommendations must be submitted to the KZNBED for possible consideration. A letter outlining the intention of the research was also issued to the participants (see appendix M). Permission was sought from prospective participants who were informed that no participant is under obligation to participate in the research thereby allowing each person to either accept or decline.

The would-be participants were also assured of confidentiality. This is in line with the research code of ethics, which according to Thomas (2004:97), stipulates that researchers are expected to respect participants' right to privacy.

The researcher also acknowledged all sources used in this study.,

4.3.2 Choice of language

The language used in conducting this study is English. A concerted effort was made to eliminate all language barriers both during the semi-structured interviews and when using the questionnaire. Since the study was conducted in the KwaZulu-Natal Province where Isizulu is widely spoken by most participants, code-switching was used to emphasise and clarify certain points where a need arose. Besides the evaluation of the language usage by the study leaders, the entire thesis was subjected to extensive language editing and scrutiny by an accredited language editor. This was done to ensure that the final thesis met the ethics requirements regarding language proficiency.

4.3.3 Validity of the study

Validity is one attribute which research should uphold. According to Gay and Airasian (2003:36), validity refers to the extent or degree to which the methodological

instruments investigate what was intended to be investigated. Such view is echoed by Leedy and Ormrod (2005:28) who affirm it to be the extent to which the instrument measures what it is supposed to measure. Macmillan (2008:50) views validity as the extent to which inferences, interpretations, claims, uses and conclusions are reasonable and/or appropriate. Validity thus suggests the suitability of methods of investigation to measure, test or research the identified problem.

In securing validity, the researcher ensured that in conducting interviews, data was collected verbatim through the use of an audio recorder. The researcher also ensured that for the interviews, the same question guide was used. The researcher also ensured that the themes in the question guide with scale ratings was the same for all categories of participants from whom responses are collected, thus strengthening the prospects of validity in this research.

4.3.4 Reliability of the study

Jensen (2002:212) describes reliability as dependability and consistency between two variables or in the score obtained on a single variable at more than one point at a time. This implies that reliability in research is consistency and dependability of data.

According to Mouton (2001:103), there are factors that impair reliability in research and they include:

- fictitious constructs, where the respondents are not competent to answer certain types of questions;
- human error in data capturing;
- biased samples owing to a homogenous research population; and
- instruments which are too long.

While Neuman (2000:164) argues that in any research perfect reliability is impossible to achieve, the researcher in this study has sought to ensure that reliability is not compromised by embarking on the following:

- Checking that all questions are easily comprehensible to respondents through ensuring that respondents are familiar with the question themes and through using explaining abbreviations used in each question.
- Eradicating all errors in questions and data capturing instruments.
- Creating triangulated themes to capture collected data from the three group categories of the research sample.
- Designing a question guide that is user friendly and not too long.

Mcmillan and Schumacher (2001:251) also assert that by attending to the above mentioned attributes, the researcher can enhance reliability.

4.3.5 Mixed methodology design approach

The use of semi-structured interviews in this study accommodated the gathering of qualitative data, while the infusing of a Likert scale questionnaire allowed for the gathering and analysis of quantitative data. A mixed methodology design model was used as a research approach. According to Cresswell (2003:25), this research approach entails the use of properties of both qualitative and quantitative research methodologies. Through using the mixed methodology design model, the researcher was able to mix the techniques of the qualitative and the quantitative paradigm regarding the methodological steps in the design as proposed by Mamburu (2004:304).

By virtue of the qualitative approach influencing the mixed methodological design model, the outlined attributes of qualitative research influenced this study. This can be seen where the researcher drew inferences in the process of analysing, describing and attaching meaning to the collected data. The characteristics of the quantitative research method, in the opted mixed research design model, are evident in this study. The researcher utilised mathematical statistics to analyse some of the data to give this study a quantitative edge to complement the qualitative approach and enhance data interpretation through quantitative techniques. This is in line with the view of Clark and Van der Westhuizen (2007:26), who contend that the combination of both the qualitative and the quantitative approaches provide for these

two approaches to mutually complement each other and consequently promote an in-depth explanation of the phenomena under study.

In light of the above research approach, the qualitative and quantitative research approaches had an influence on this study.

4.3.5.1 *Qualitative research approach and its significance*

Burns and Grove (2003:19) describe the qualitative research approach as promoting the understanding of human experiences and situations in order to develop theories that describe these experiences. Berg (2004:03) also contends that the qualitative research approach entails meanings, concepts, definitions, characteristics, metaphors, symbols and description of phenomena. Consequently, while qualitative research encompasses and brings in several dimensions to research, two features stand out. Firstly, qualitative research focuses on the phenomena that occur and, secondly, it involves the studying of these phenomena in all their complexity.

The significance of the qualitative approach in this study permits the attaching of interpretation and meaning to collected data as per the researcher's perception and observation. This is in line with Johnson and Christensen (2004:34) who assert that through qualitative research, the researcher is not only confined to what he or she sees and insight there-of, but the researcher is also at liberty to express thoughts and opinions on both the participants and their environment. This suggests various attributes of qualitative research around which the researcher can exercise the freedom of thought and opinion.

According to Mertens (2005:225), qualitative researchers study things from their own settings by interpreting phenomena in terms of the meanings people bring to them. This enables the researcher to be an interpreter and situational analyst. Patton (2002:59) argues that qualitative research tends to be holistic as the researcher gathers data on multiple aspects of the setting under study to assemble a comprehensive picture of the particular situation. This suggests that the researcher through applying the holistic approach is free to provide contextual understanding of the various interrelationships, causes and consequences. In that regard the holistic

nature of qualitative research allows the researcher to have a panoramic view (Creswell, 2003:182).

According to Patton (2002:437), the descriptive nature of qualitative research provides the foundation for analysis and takes the reader of that analysis into the setting being analysed. The researcher gets an opportunity to describe the data as he or she perceives it but in a way that gives an accurate picture of what the phenomena being studied entails. An accurate description of the picture tends to be the foundation of the meaning of a study. Mcmillan and Schumacher (2001:395) argue that the meaning is derived from the participants' beliefs, feelings, ideas, thoughts and actions.

4.3.5.2 *Quantitative research approach and its significance*

Neuman (2000:122) argues that quantitative research methodology collects hard data in the form of numbers. In this form of study there is the quantification of variables, like the attitude and perceptions into numerical values.

Vilakazi (2008:89) further affirms that a quantitative method of research provides the basis for the results to be compared with other results and is an advantage and enrichment to the study. Henning *et al.* (2004:03) state that a quantitative study's focus is on control of all components in the actions and representations of the participants whereby the variables will be controlled and the study will be guided with an acute focus on how variables are related.

4.3.6 Limitations of the study

Firstly, it would be ideal to conduct semi-structured interviews with as many respondents as possible, however, the time taken to conduct each semi-structured interview restricted this study to a limited number of interviews and to the use of a questionnaire with a 5-point Likert scale. Such limitation prompted the researcher to use the qualitative and quantitative data analysis to ensure that the impact of the limitations is minimised in order for the study to maintain its credibility.

As the study focus was limited to public policy implementation by the EED office, the challenges similar to those experienced by the EED but transpiring in other districts of KwaZulu-Natal Basic Education Department (KZNBED) could not be used to make generalisations for the EED, but could be used as points of reference that complement the description of the public policy implementation process. By so doing, the study sought to maintain its objective of perceiving public policy implementation from the point of view of how it transpires in the EED office area only.

4.3.7 Sampling design

Sampling is a technique used to collect data. De Vos *et al.* (2002:199) define a sample as a subset of a larger population. Population, in a study, refers to a collection of objects, events or individuals having some characteristics that the researcher is interested in studying (White, 2003:57). This suggests that individuals are selected from a larger group in order to conduct a study that will seek to draw conclusions that are applicable to all populations or to all sets of entities represented in the sample.

The researcher used the mixed methodology research design which accommodates both the elements of probability sampling and non-probability sampling techniques. Literature revealed that the mixed methodology research design also promotes the triangulation technique (cf. 1.7.3). White (2003:60) argues that probability sampling ensures that every element in the sampling frame has an equal chance of being included in the sample. The example of sampling derived from probability technique incorporate simple random sampling, systematic random sampling, stratified random sampling and cluster sampling. Meanwhile, according to Jensen (2002:216), non-probability sampling technique entails selecting people for the study on the grounds of availability, convenience to access and preparedness to participate in the study. It boasts of three sampling methods namely, convenience sampling, purposive sampling and snowball sampling. In this study the researcher utilised a combination of both the probability and non-probability sampling techniques by applying simple random sampling, stratified random sampling, both of which emanating from the

probability sampling technique, while also incorporating elements of non-probability sampling in the form of purposive or judgemental sampling and convenient sampling.

4.3.7.1 *Simple random sampling*

Neuman (2000:203) perceives the simple random sampling method as the easiest method where the researcher can randomly select the sample from a total sample population without specific preconditions.

The researcher used the above-mentioned criteria to identify the participants in this study, by identifying a sample that randomly cuts across all conceivable demographics of the EED, thus covering aspects from all schools, including urban schools and/or former model C schools (i.e. schools which were designed in the old dispensation for the historical minority – whites), township and rural schools. The researcher selected the random sample approach across the above mentioned aspects in order to establish the extent of the identified problem of public policy implementation in the EED.

4.3.7.2 *Stratified random sampling*

According to Neuman (2000:208), this form of sampling entails division of population into sub-populations or groups before randomly picking a sample.

In this study the researcher applied this sampling when the sample of this study was stratified into school-based respondents, office-based respondents and other actors. The sample was representative of such sample dynamics instead of being homologous.

4.3.7.3 *Purposive sampling*

Purposive or judgemental sampling is another form of non-probability sampling technique. The sampling is based entirely on the judgement of the researcher who chooses respondents with typical attributes to be part of the sample (White, 2003:64).

Purposive sampling was utilised in this study. The researcher purposefully decided to include school-based management officials to be part of the sample. In addition, the researcher also considered office-based officials as they are meant to monitor and support the implementation of public policies in schools and are, consequently, important actors (i.e. those that have a role to play in the public policy implementation process). Other actors which were incorporated into the sample were what this study refers to as relevant actors, which comprised of the school governing bodies (SGBs), non-governmental organisations (NGOs), Community Based Organisations (CBOs), South African Police Services (SAPS), the community policing forums or for a Community Policy Forums (CPFs), local councillors and traditional leaders.

The researcher made a concerted effort to select representatives across all conceivable actors in public policy implementation by the EED office in its area of jurisdiction. This is in line with Malgas (2003:166) who maintains that in planning to conduct a study, researchers must select a sample which will be representative of the target population.

4.3.7.4 Convenience sampling

Convenience sampling is also known as the availability sampling in which the identification of respondents who constitute the sample depends on the availability of respondents (White, 2003:64). This implies that the respondents are usually those who are the nearest and the most available.

To some degree, the researcher applied the element of convenience and availability when distributing the questionnaires to the available management officials and relevant actors. In the quest of widening the sample and investigating the identified problem from a diverse perspective, the researcher distributed the questions with scale ratings to the three specific categories of the research participants available, who included, namely: the school based research participants, office based research participants and other relevant actor's involved in public policy implementation. It was envisaged that even through the use of convenience sampling, data from these categories of actors involved in the public policy implementation processes by the

EED office, can enrich the model on public policy implementation which this study sought to present as part of its final recommendation.

4.3.8 Significance of participants to the study and triangulation

The participants chosen in this study were informed of their involvement in public policy implementation processes as stipulated by the statutes governing education. The South African Schools Act 84 of 1996 (SASA) (84/1996) gives all stakeholders the authority and prestige to be part of all the processes pertaining to the education of their children. These processes may entail issues such as discipline, safety and security in schools, learner-teacher support for school's basic functionality and the general school improvement and professional management of the school (Steyn, 2002:254). These attributes through which stakeholders are involved strongly suggested the implementation and interpretation of public policies.

In light of the above attributes the respondents in this research were selected with an objective of reflecting on their involvement to establish the challenges facing education related public policy implementation by the EED office in its area of jurisdiction.

The significance of the identification of the respondents to the study is outlined hereunder.

4.3.8.1 Significance of education-based respondents

In this study education-based respondents refer to participants who are both school-based and office-based in EED. In identifying the EED office-based respondents it was envisaged to highlight their day to day experience of public policy, thus reflecting on challenges they face which may contribute to suggesting ways to deal with such challenges. The school-based participants namely: educators and school management teams (SMTs) are in the fore front of public policy implementation.

Their contribution in this study was considered as crucial in establishing issues involved in the public policy implementation process, such as consultation and

communication, capacity building, monitoring, support and attempting to implement many public policies simultaneously. The value of their contribution was also earmarked to establish challenges transpiring in the public policy implementation process by the EED office, in order to formulate an improved public policy implementation strategy.

4.3.8.2 *Significance of other relevant actors*

The choice of other actors as a participant in this study identifies that public policy implementation is a partnership process. Roux and Nyamukachi (2005:700) define partnership as an arrangement and agreement between government institutions and one or more parties.

The EED office has to implement education related public policies in partnership with other parties such as NGOs, CBOs, SAPS, CPFs, local councillors and traditional leaders. The contribution of these parties involved in the public policy implementation process, encapsulates another view which enriches the study with more information towards seeking to address the research problem.

4.4 DATA COLLECTION

According to Bodgan and Biklen (2003:109), data is any kind of information that the researchers collect in order to answer their problems. In this study, two forms of data collecting instruments were used. Firstly, semi-structured interviews which entailed the lengthy process of setting up appointments while facing serious time constraints, was used. Secondly, the questionnaire designed to complement and enrich data collection was also used. According to Gallie (2007:79), the identified advantages of combining both interviews and the questionnaire include added richness of data provided by combined inputs and improved credibility of research findings provided by comparing and contrasting data from different data collection approaches. The comparing and contrasting of data from different data collection techniques implies the triangulation of data.

The significance triangulation to data collection and the data collecting instruments used in this study is discussed below.

4.4.1 *Significance of triangulation to data collection*

This choice of data collecting techniques provided for the triangulation of the data collected. According to Neuman (2000:124), triangulation means looking at something from several angles. This is also confirmed by Carpenter and Jenks (2003:300) who view it as a process whereby researchers compare and contrast information from different vantage points. Johnson and Onwuegbuzie (2004:18) sum up triangulation as collecting data from different techniques studying the same phenomenon.

Triangulation is applied in Chapter 7 of this study to establish the validity and convergence of data findings (see 7.4.3 later). Triangulation is employed against three techniques, namely: the literature review, the qualitative research and the quantitative research technique.

4.4.2 Interviews as a data collection instrument

The first approach to data collection was to use an audio recorder of the semi-structured interviews which were transcribed into text for analysis. According to Bodgan and Biklen (2003:121), the analysis of transcripts are main data provisioning actions. Johnson and Christensen (2004:502) also perceive transcription as the process of transforming research data like audio-records and field notes into typed text. This was in line with Burns and Grove (2003:375) who perceive interviewing participants as one of the most common methods of data collection. In this study, it was intended that the transcription should not compromise the core of the information gathered from the interviewees. This is in line with Patton (2002:380) who argues that any style of interviewing and collecting of data, no matter how questions are worded, will be ineffective if it fails to capture the words of the interviewee. Therefore, this study envisaged to uphold such virtue by ensuring that the data captured was not comprised in order to address the identified problem of this study and to formulate an improved model for public policy implementation.

Twenty two (22) interviews were conducted, which included ten interviewees from school based participants (i.e. educators and school management teams), seven interviewees from office-based participants of EED and five interviewees from other relevant actor's involved public policy implementation. To protect each participant's identity, letters of the alphabet were used the venues where semi-structured interviews were held were not divulged either. This is in line with Mamburu (2004:19) who affirms that confidentiality of the respondents should be such that information obtained from the participants should neither be used to harm them nor be divulged to authorities without seeking their consent.

4.4.3 5-point Likert scale questionnaire as a data collection instrument

Leedy and Ormrod (2005:143) concede that data collection takes a great deal of time. This implies that it is the responsibility of the researcher to choose a data collection strategy that caters for the duration of the study and compensate for such possible delays.

In light of the above, the researcher planned to use a 5-point Likert scale questionnaire for each category of respondents (see appendices N, S, T). While the researcher perceived the use of a 5-point Likert scale questionnaire as being user-friendly and causing minimal inconvenience for the participants, it was ensured that the questions with scale ratings were representative of all the aspects of the identified problem which this study sought to investigate. This implies that the researcher retained the character and nature of question themes by translating it into scale rated statements as an interview-guide. In designing the question-guide, the researcher considered critical design elements such as the length, structure, appearance and focus. The questions with scaled ratings focused on various themes of public policy implementation that, *inter alia*, included: public policy implementation and schools' basic functionality; communication of public policy and consultation; strategy with all actors involved in its implementation; capacity building to all actors expected to implement policies in the EED; attitude of actors expected to implement public policy towards the implementation processes in EED; monitoring and support; inter-organisational arrangements and the impact of conflict towards education related public policy implementation.

The researcher sent the questionnaire to the study leaders for correction, evaluation and elimination of all ambiguity and incorrect phrasing. This was done to ensure that the research yielded information that sought to address the identified research problem. This questionnaire in this research was designed for three categories of respondents, namely: school-based respondents, office-based respondents and other relevant actors. The distribution of the questionnaires among the three groups was done as follows: 40 school-based respondents, 15 office-based respondents and 15 other actors. The researcher identified school-based to be the majority of the respondents since they are all in the fore-front of education related public policy implementation processes, while the office-based and other respondents, are involved in management and support of education-related public policy implementation by the EED in its area of jurisdiction.

4.5 ORGANISING DATA

After collecting the research data, the researcher ensured that all the data was organised for analysis. Patton (2002:440) asserts that data is generated through interviews and documents, resulting into volumes of notes. In this regard the researcher was obliged to ensure that such large volume of data was organised in order to undertake a comprehensive analyses. For this study, data was collected using two forms of data collecting techniques, namely: the semi-structured interviews and a 5-point Likert scale questionnaire. Consequently, the organisation of the data was taken into cognisance for the purpose of the data collecting techniques. This is in line with Berg (2004:37), who contends that data organisation depends, in part, on what the data should look like. The data for this study was assigned for the interviews conducted and for a question-guide with a rating scale. . For the interviews, organising the data entailed listening to audio tapes and transcribing data verbatim into text. This proved to be a telling task since it involved meticulous capturing of all spoken words and transcribing them into typed text. This required time to type and ensure that the typed text was exactly in line with the audio data. Consequently, the collected data transcription in this study, for all the interviews conducted, was presented verbatim to minimise any data distortion. A sample of an interview is attached (see appendix Z).

In all three categories of respondents for whom the questionnaire was used, the biographical information collected was also organised to enable the researcher to draw an analysis. The biographical information of each category was organised into data tables. The researcher organised the biographical data of the first category (school-based respondents) as follows:

DESCRIPTOR	CRITERIA				TOTAL	
1. DESIGNATION	PRINCIPAL	DEPUTY PRINCIPAL	HEAD OF DEPARTMENT	POST LEVEL 01	50	
	17	17	8	8		
2. EXPERIENCE	< 5 YRS	5 - 10 YRS	11 - 20 YRS	>20 YEARS	50	
	6	7	28	9		
3. AFFILIATION	SADTU	SAOU	NATU	NOT AFFILIATED	50	
	30	11	9	0		
4. QUALIFICATION	DIPLOMA / DEGREE		POST-GRAD DEGREE		50	
			> ONE POST-GRAD DEGREE			
	22		19		9	
5. RESPONDENTS' SCHOOL LOCATION	RURAL		TOWNSHIP		50	
	18		24			8
6. GENDER	MALE			FEMALE		50
	28			22		

Table 4.1: Organised biographical data table for school based respondents
Source: Empirical data

The biographical data of the second category of respondents (i.e. office based respondents) is indicated in the following table:

DESCRIPTOR	CRITERIA				TOTAL
1. DESIGNATION	SENIOR EDUCATION SPECIALIST (SES)		DEPUTY CHIEF EDUCATION SPECIALIST (DCES)		25
	9		16		
2. EXPERIENCE	LESS THAN 5 YEARS	5 TO 10 YEARS	11 TO 20 YEARS	ABOVE 20 YEARS	25
	4	4	7	10	
3. AFFILIATION	SADTU	SAOU	NATU	NOT AFFILIATED	25
	15	6	4	0	
4. QUALIFICATION	DIPLOMA/DEGREE		POST-GRAD DEGREE		25
	4		18		
5. GENDER	MALE			FEMALE	25
	11			14	

Table 4.2: Organised biographical data for office-based respondents

Source: Collected empirical data

KEY: Diploma / Degree – Professional qualification in the form of a diploma or degree

POST- GRAD - Post graduation diploma or degree

SADTU - South African Teachers Union

SAOU - Suid Afrikaanse Onderwysers Unie

NATU - National Teachers Union

The biographical data in the above table 4.2 highlights the data collected from the EED officials, which differs from table 4.1 on one descriptor, which is school location. Office-based respondents are not linked to specific schools because they are of service to all schools in the EED area, regardless of the schools' location. Hence, linking them to school's location of a respondent (namely: rural, township or urban) is

not applicable in this table. The keys applicable in table 4.1 are also applicable in table 4.2.

Table 4.3 is for the third group of respondents which incorporates non-governmental organisations (NGOs), South African Police Services (SAPS), Community Policing Forums or Fora (CPFs) and local leadership. Table 4.3 below shows the biographical data as per the four highlighted descriptors namely: designation, experience, qualification and gender:

DESCRIPTOR	CRITERIA					TOTAL
1. DESIGNATION	NGO	SAPS	CPF	COUNCILLOR/ TRADITIONAL LEADER		25
	6	10	6	3		
2. EXPERIENCE	LESS THAN 5 YEARS	5 TO 10 YEARS	11 TO 20 YEARS	ABOVE 20 YEARS		25
	3	4	12	6		
3. QUALIFICATION	GRADE 12 AND LESS	DIPLOMA/DE GREE		POST - GRAD DEGREE	MORE THAN ONE POST- GRAD DEGREE	25
	15	5		3	2	
4. GENDER	MALE			FEMALE		25
	15			10		

Table 4.3: Organised biographical data for other relevant actors

Source: Collected empirical data

The analysis of the above tables 4.1, 4.2 and 4.3 forms part of the data analysis. The objective of organising the biographical data of each category of respondents was to enable the researcher to have an informed analysis of the data collected. This provided the researcher with an informed background of the respondents, which enhanced the chances of a widening perspective of the respondents during data

interpretation. This is in line with Mcmillan and Schumacher (2001:466) who argue that there can be no data interpretation without data organisation. This suggests that the process of organising data in this study enabled effective and uncompromised data interpretation. This, in turn, ensured that the study served to accomplish its objectives by attempting to address the identified problem.

While the biographical data provides a useful background, the core of the data collection was based on questions with scale ratings, which formed the second part of the questionnaire for the three categories of respondents namely: school-based respondents, office-based respondents (i.e. those that are operating in the EED as SES or DCES) and other relevant actors. Category one, two and three questionnaires were designed with twenty one sub-statements each. The questionnaires were distributed among 50 Group 1 respondents (i.e. school-based actors), 25 Group 2 respondents (i.e. office-based respondents) and 25 Group 3 respondents (i.e. other actors). Each scale rating ranged from 1 to 5; where 1= "strongly disagree", 2= "disagree", 3= "do not know", 4= "agree" and 5="strongly agree". Table 4.4 below is indicative of such a scale rating used to collect data from the participants.

<i>STRONGLY DISAGREE</i>	<i>DISAGREE</i>	<i>DO NOT KNOW</i>	<i>AGREE</i>	<i>STRONGLY AGREE</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>

Table 4.4: Sample of the rating scale

Source: Adapted from Mathe (2008:117)

The researcher had to derive ways in which to organise the data collected using a question guide with a rating scale. The researcher created a grid table for each of the three categories of respondents, forming a spread-sheet of responses for category one (also referred to as group one in this grid), category two (also known as group two on this grid) and category three (also referred to as group three on the grid). The sample of the data grid table used in this study is attached (see appendix U). The grid table comprised of the rating scale as per response from the

respondents in each category to ensure that the data was arranged into text to be coded and analysed. The grid table was subdivided into the following headings:

- GROUP: indicating the category, e.g. school-based respondents being group one, office-based respondents being group two and other relevant actors being group three.
- CASE: indicating respondents in each category or group, e.g. in group one there were thirty nine cases implying thirty nine respondents, while in group two and three, there were fifteen cases respectively.
- QUESTIONS: with scale ratings indicating the statements to which the respondents were requested to respond to namely: Q1 being question 1, Q2 being question 2, etc.

While the process of organising the data was a challenging task, each set of data was processed as it was collected to avoid being faced with a large volume of information. After organising the data into the grid format, the data was analysed.

4.6 DATA ANALYSES

The process of data analyses formed the integral part of this study. Inevitably, this study sought to understand the content of the data collected through the data analyses processes.

According to Basit (2003:120), data analysis refers to the process of determining the categories, relationships and assumptions that inform the respondents' views of the world in general and of the topic in particular. Bodgan and Biklen (2003:147) also perceive data analysis as the systematic arranging of transcripts, field notes and other materials that the researcher has accumulated in order to enable the researcher to come up with findings. Data analyses in this study was perceived as the sorting of the collected data in order to establish the meaning in relation to the identified research problem. This was in keeping with the view held by Burns and Grove (2003:46) who claim that data analyses should seek to give meaning to the collected data.

Neuman (2000:418) suggests that there could be many approaches to data analyses. This view is accentuated by Bodgan and Biklen (2003:148) and also supported by Leedy and Omrod (2005:150), who contend that there could be no single right way to analyse data. In upholding this view, the researcher analysed the data collected in this study, namely: data collected through audio-taped semi-structured interviews and data collected through the questionnaire. The researcher used quantitative analysis for some of the collected data (especially data collected through a question guide with a rating scale), with a view to adding meaning and value to the content of the data. In ensuring accurate quantitative data analysis and authenticity, the researcher solicited the services of the University Zululand's Department of Statistics to present the analyses of the grid data table using the statistical package of social sciences (SPSS) programme, version eighteen. Since the data collected in this study also incorporated biographical information, analysis was subdivided into two components; biographical data analysis and non-biographical data analysis.

4.6.1 Biographical data analysis

For this study, the term biographical data is used to refer to information that describes and gives more background about the respondents. This information entails the respondents' designation, work experience, qualifications, location of the respondents' schools, gender and union affiliation. Through this biographical data analysis, the study sought to establish how biographical data attributes to inform or affect the education-related public policy implementation in the EED office. This information was arranged in Tables 4.1, 4.2, and 4.3 respectively (cf. 4.5).

The analysis of the organised biographical data entailed the following themes: work experience and designation of the respondents, union affiliation, qualification and gender. These are outlined below.

4.6.1.1 *Work experience and designation*

The Tables 4.1, 4.2 and 4.3 (cf. 4.5) indicate that the majority of the respondents have experience of ten years and above, namely: 37 out of 50 (74%) for school-

based respondents, 17 out of 25 (68%) for office-based respondents and 18 out of 25 (72%) for other relevant actors. This implies that the overall average work experience of all the respondents who have worked for ten years and above is 65%. Since the core basis and focus is public policy implementation by the EED office in its geographical area of responsibility, this suggests that this study identified the relevant sample of respondents who, according to their vast experience, have been involved in or with education-related public policy implementation processes by the EED office. This assumption is further underscored by positions of respondents which indicate the majority of the respondents to be in management positions namely: 42 out of 50 (84%) for school-based respondents and 25 out of 25 (100%) for office-based respondents. Targeting this sample of respondents with experience and holding management positions was envisaged to meet one of the study objectives (cf. 1.3) in seeking to identify the major challenges faced by the EED office in implementing the DAS, WSE, IQMS and the DSNG.

4.6.1.2 *Union affiliation*

The school-based and the office-based respondents are entitled to affiliate to the unions which are also an integral part of the public policy implementation process in the District area.

The researcher sought to establish union representivity from the respondents in category one and two. For this study, the significance of union representation, in the third category which is other relevant actors, is negligible as the involvement of the respondents from this category in the EED public policy implementation process is not dependant on and linked to union affiliation. This is in contrast with categories one and two, where union involvement is a prerequisite as they are regarded as important partners not only by the EED office, but by both the provincial and national departments of basic education.

Tables 4.1 and 4.2 (cf. 4.5) reveal that all the respondents are affiliated to a union. In table 4.1, 30 out of 50 (60%) respondents are affiliated to SADTU, 11 out of 50 (22%) respondents are affiliated to SAOU while 9 out of 50 (18%) of the respondents are NATU affiliates. In table 4.2, 15 out of 25 (60%) respondents belong to SADTU,

6 out of 25 (24%) belong to SAOU and 4 out of 25 (16%) respondents are NATU affiliates. The union representation indicates the distribution of school-based and office-based educators and management officials in the EED office's area of responsibility across educator union formations. SADTU is the prominent union that boasts the majority membership. However, the approach of the researcher in this study was not only to focus on the union with the majority representation, but also on the minority unions. It was intended to use representation as a tool of inclusive approach in attempting to establish the challenges of education-related public policy implementation by the EED office.

The biographical data suggests that the researcher's sample on both semi-structured interviews and questionnaires sought to include respondents across all communities served by the EED office. It also suggests that union membership appeals to all cultural and racial communities subjected to education-related public policy implementation processes by the EED office.

4.6.1.3 *Respondents' qualifications*

In the school-based category of respondents (table 4.1), 22 out of 50 (44%) have a professional diploma or degree, while 28 out of 50 (56%) have post-graduate degrees (cf. 4.5). In the office-based category (table 4.2) only 4 out of 25 (16%) have a diploma or a degree as highest qualification and the rest, 21 out of 25 respondents (84%) have a post-graduation qualification (cf. 4.5). In the category of other relevant actors the majority of respondents, 15 out of 25 (60%) have only grade twelve, 5 out of 25 (20%) have only diplomas or degrees while 5 out of 25 (20%) have a post-graduation qualification (cf. 4.5).

The significance of the respondents' qualifications in this study is that in the office-based category, the qualifications are high, suggesting that the office-based officials of the EED office have the potential to understand and interpret the public policies that have to be seen to be implemented in the EED. The above analysis is also indicative of a slight decline in qualifications in the school-based category and a significant decline of qualifications in the other relevant actors' category. This suggests a need for effective capacity building strategy, monitored and supported by

the EED office to empower all actors involved in the education related public policy implementation processes. The non-biographical data analysis was perceived to have the likelihood of establishing the extent at which capacity building, monitoring and support occur in the EED office.

4.6.1.4 *Gender representation*

In the school-based category, 22 out of 50 (44%) are female while 28 (56%) are males. In the office-based category, 14 out of 25 (56%) of the respondents are females while 11 (44%) are males. The category of other relevant actors indicates that 10 out of 25 (40%) respondents are female and 15 (60%) are males.

The gender representation indicates that the researcher sought to establish gender parity since the involvement of the respondents in the public policy implementation process (in this study) are envisaged to be without gender domination. The gender balance in the analysis of the data tables of the respective categories of the respondents further suggests the importance of an all-inclusive and gender sensitive approach. An all-inclusive and gender-balanced approach is envisaged to be crucial in seeking to establish an improved model to education-related public policy implementation by the EED office in its geographical area of responsibility.

4.6.2 *Non- biographical data analysis*

In this study, non-biographical data refers to all data that does not appeal to personal information of the respondent. It is the data collected for this study, through questions that were designed to extract information from the research problem statement and the research objectives (cf. 1.3 and 1.5) respectively. This incorporates all data collected through audio taped semi-structured interviews and the use of the 5-point Likert scale questionnaire.

The data collected through a 5-point Likert scale questionnaire was also entered on a data grid which was sent for further statistical analysis in an attempt to establish triangulation of the data collected.

4.7 DATA CODING

Burns and Grove (2003:381) perceive data coding as a process of indexing whereby data categories are identified. This also suggests the division and classification of data into smaller and manageable concepts and categories.

In this study, the process of data coding attempted to conceptualise data, which implies attaching concepts to data for analysis purposes. According to Neuman (2000:420), the conceptualisation process enables researchers to organise data so that it makes sense. This process requires special exertion and understanding of collected data, through which researchers have to display the ability to critically scrutinise data and formulate concepts that inform the analysis.

After creating concepts, the researcher categorised data by grouping concepts that showed resemblance of relationship or described the same situation or similar events. The researcher did not pre-impose the data categories, but derived them from the data collected. This is in line with Mcmillan and Schumacher (2001:461) who argue that categories and patterns of data emerge from the data collected and is not pre-determined. The researcher identified categories from which themes were derived for presentation purposes. The semi-structured interviews and the questionnaires designed for the three categories from which to derive themes for the respondents formed the core of the analysis. The analysis in this study was presented as data collected through semi-structured interview and data collected using a questionnaire. The researcher used the themes derived from analysing the collected data to compile and describe the current EED's PPI model discussed in the next chapter (chapter five). The themes are identified below:

- Public policy impact to school's basic functionality.
- Advocacy of public policy to be implemented.
- Communication and consultation.
- Capacity building for public policy implementation.
- The attitude towards the implementation of public policies.
- The support of public policy implementation processes by the EED office in its area of responsibility.

- The monitoring of public policy implementation processes by the EED office in its area of responsibility.
- The public policy implementation management (PPIM) by the EED office in its area of responsibility.
- The impact of stability or non-stability of school environment to public policy implementation processes.
- Simultaneous implementation (i.e. over-crowding) of public policies and its impact to public policy implementation effectiveness.
- The public policy implementation cycle (PPIC).

The data collected through audio taped semi-structured interviews was then analysed manually by reading each transcript and matching each response to the themes derived through the data coding process. In order to identify the information in audio taped, all the transcripts were assigned line numbers for easy identification and referencing of the data analysed.

4.8 DATA PRESENTATION

The presentation of data in this research entailed an analysis of the responses from audio recorded question guide and the analysis of data collected through a questionnaire. In this study, data presentation was two-fold; qualitative data presentation and quantitative data presentation.

4.8.1 Qualitative data presentation

This entailed the presentation of the analysis of data collected through semi-structured interviews. The themes identified (cf. 4.7) form the subheadings of the presentation of qualitative data analysis.

4.8.1.1 *Public policy implementation and school functionality*

All the participants, when asked about the impact of implemented education-related public policies, expressed similar opinions that schools cannot function effectively if public policies are not implemented.

A principal, as a manager of a school, is in the fore front of public policy implementation in the EED. One principal interviewed as Participant C saw public policy implementation as follows:

PARTICIPANT C, Interview Number 03:

Mr G: Thank you sir for inviting me for this interview. In answering your question, I would like to use an analogy of fish and water. Schools are dependent on public policy implementation like fish is dependent on water for life. In other words, public policies, emanating from the national office and cascaded to the EED from the provincial head office, are a lifeline of school functionality and their non-implementation means death to schools' ability to function. So these two should never be divorced from each other (Lines: 7 – 12).

This suggests that the more effective public policy implementation is, the better the schools function. Considering this statement, it points to the EED office officials who are obliged to not only ensure the implementation, but also establish how effective the implementation of education-related public policies are in order to maintain the EED office schools as functioning academic institutions.

4.8.1.2 *Advocacy and public policy implementation*

The participants differed on the extent of advocacy of the implementation of public policies. Two of the school-based participants (participants A and B) agreed with the district-based participant D that in the EED office, adequate advocacy is conducted. Another school based participant C concurred with participant E from other relevant actor's involved in public policy implementation (i.e. non-governmental organisations, traditional leaders, ward councillors, the South African Police Services and community policing fora), that there is a lack of advocacy in the implementation of public policies. The following excerpts highlight the contrasting view:

PARTICIPANT A, Interview Number 01: *Mhm...In my view advocacy is done well because EED sends circulars to schools through circuit management officials and in some cases even issue posters to schools, which to me is not far from an advocacy campaign. Of course here, I am referring only to those cases I have seen and as I*

have indicated earlier I cannot put my head on the block and say that it is done the same way in all public policies to be implemented. (Lines: 32 – 36).

PARTICIPANT B, Interview Number 02: *While I agree that the circular and sometimes posters on the public policy are sent to schools, I cannot confirm that all schools have received material that advocates for the public policies to be implemented. In fact there have been cases reported of teachers in one school being informed by other teachers from other schools on public policy being implemented. (Lines: 259 – 262).*

PARTICIPANT D, Interview Number 04: *There are posters and fliers which are distributed to schools through circuits, specifically designed for advocacy campaigns to bolster any endeavour to implement public policies in all district schools. And I hope and made to believe that these do reach their intended recipients, which in this case are schools and whoever is part of that public policy implementation process. (Lines: 468 – 472).*

PARTICIPANT C, Interview Number 03: *With the IQMS for example I came in contact with it through my research, I was doing research on internet then I came in contact with it. I have never seen any tangible strategy on advocacy, hence, I think the advocacy strategy of the EED office is not existing at all, because each time there is some policy to be implemented, one is expected to implement without one being fully apprised about it, which to me is a big implementation flaw. (Lines: 354 – 358).*

PARTICIPANT E, Interview Number 05: *In my five years' experience with the EED on implementation of DSNG to ensure safety in schools, I have yet to see evidence of proactive and purpose driven advocacy campaign. Although we are trying sometimes so hard to keep partnerships going, I think the EED office has not put enough effort on the issue of advocacy, which is why even when it comes to implementation, effectiveness of policy implemented is hard to come by. (Lines: 569 – 573).*

The above excerpts indicate that in the EED area, some form of advocacy does take place although some participants reveal that in several cases it has not occurred. While the EED official, attests to the advocacy campaign being up and running, this is disputed by one school-based respondent (i.e. participant C) and the respondent from other relevant actors in the public policy implementation process. These contrasting views suggest a need for a well-co-ordinated public policy implementation model that adequately encompasses the advocacy of public policies to be implemented.

4.8.1.3 *Communication and consultation strategies*

Participants A, B, C, E and NN agreed that the communication and consultation strategy by the EED office in the public policy implementation process needs improvement. Participant B, who is a school principal, sums up and echoes excerpts on views expressed by school-based respondents:

PARTICIPANT B, Interview Number 02: *As a principal of school, I am expected to effectively implement public policies which are poorly communicated to us or not communicated at all. For me it is normal to be required or to be demanded submission on something based on the public policy I was virtually not told about and when you argue about that you are referred to another school which somehow got the communication. Would that be regarded as a communication strategy that impacts positively on implementation of public policies? I doubt very much so. If communication is in such dire strait, you can see for yourself that consultation is virtually a non-starter in the EED. (Lines: 264 – 270).*

On the other hand an EED office's highly ranked official claimed the following:

PARTICIPANT D, Interview Number 04: *When it comes to communication and consultation, I would not say we are having a perfect strategy but the strategy of using circuit offices for communication of information from the district and consultation is the one that we believe is working for us. If therefore there are public policy issues which have not reached all people expected to participate in the implementation of those policies, it is an unfortunate situation indeed and something*

we will have to work on to ensure it never repeats itself. What I think also needs to be improved is to make communication to be an all process phenomenon rather than a once off event to which our current form of communication strategy is confined. I think continuous communication can add value to feedback as the implementation process unfolds from one level to another. However this may need some formalised structure and specifically allocated personnel to oversee it (Lines: 482 – 491).

However, according to **PARTICIPANT NN, Interview Number 17**: *It has been through advocacy and training workshops organised by the EED through EED personnel who have visited the schools and through manuals sent to the schools that the education related public policies are communicated by the EED office throughout its district area. (Lines: 1448 – 1451)*

The above excerpts suggest that communication and the consultation strategy by the EED needs to be attended to since, in its current form, it suggests a public policy implementation process that may not fully reach the intended objectives. The significant differences of opinion insinuated in the above excerpts bear testament to this assumption. Giving attention to the communication and the consultation strategy by the EED office, in its geographical area of responsibility, would be in line with seeking to infuse communication and consultation to the model of public policy as per the research objectives of this study (cf. 1.5). Working on an improved model on communication and consultation is in line with highlighting its significance in being the core for public policy models, (discussed in chapter two (cf. 2.4.2)) and also highlight their importance for the effective public policy implementation process as indicated in chapter three (cf. 3.2.5.3).

4.8.1.4 *Public policy implementation and capacity building*

While all the respondents at the semi-structured interviews indicated that capacity building on the education-related public policy implementation occurs in the EED office, the participant's responses also indicated significant room for improvement. These responses are reflected in the excerpts here-under:

PARTICIPANT A, Interview Number 01: *There are only workshops which are hastily arranged for principals to attend, who in turn are expected to cascade that information down to their colleagues. Only during the outcome based education (OBE) were educators allowed to attend a crash course workshop for three days where they were bombarded with massive and game changing information in such a short space of time, in the name of capacity building. I need not remind you how that capacity building process has proved to be very costly not only here in EED but in the entire education system as educators ended up being more confused rather than being effectively empowered on OBE. I am glad that it is being reviewed with an aim of reversing it. (Lines: 55 – 62).*

PARTICIPANT B, Interview Number 02: *Yes, I have been to a number of workshops that have to do with these education-related public policies. I think I have no problem in understanding them but implementing them is different. And this is where the problem begins as I dread to implement them as my confidence is normally dented rather than boosted. So I would say while workshops are done, they are so haste that one gains very little from them, thus rendering one incompetent and lacking ability to implement the public policies. (Lines: 273 – 278).*

PARTICIPANT C, Interview Number 03: *I think the implementation of public policies like, IQMS for example, is indicative of a dire lack of effect capacity building mechanism. When talking about the implementation of the IQMS for example, there is a problem. You may find that at the circuit office the Superintendent of Education Management (SEM) does the IQMS with a principal only. He just comes alone and meets with the principal and then him (SEM) gives him marks, whereas a principal is supposed to have a development support group (DSG). Sometimes, due to a large scope of area expected to be covered by the SEMs and high number of principals and the schools they have to monitor and support, clustering of principals by SEMs is understandably opted. So, all other members of the DSG are not involved in the implementation of this policy. In other words, we need to have some form of retraining as far as the implementation of this public policy and in that training or capacity building exercise, it must be explained correctly what the objective of each and every policy are. Such training should be accommodative of the context like vastness of the area and the number of schools covered by each SEM during IQMS.*

This I think can ensure effective implementation of any public policy in EED. (Lines: 374 – 383).

PARTICIPANT D, Interview Number 04: *We believe that the workshops that are run do provide sufficient empowerment for those who are involved to be able to implement the public policies. That is why, therefore, it is of paramount importance that attendance of such workshops be taken seriously. And while I may not be able to confirm that as the EED management we have an effective strategy to ensure total attendance of such workshops, we have faith in the workshops that are run that they equip all SGBs, SMTs and teachers. (Lines: 482 – 487).*

PARTICIPANT E, Interview Number 05: *We have held meetings where policy issues are discussed and other than that, there are no formal capacity building workshops. I should add that there is a possibility for more interaction and collaboration though considering the need for effective public policy implementation and of common objective, which in this case is safety and security. (Lines: 584 – 587).*

In the above excerpts, while the responses from the EED office's management officials show faith and confidence in capacity building strategies, most of the respondents, while acknowledging workshops taking place, do not show confidence in them. This strongly borders on the ineffectiveness of the workshops and on their failure to provide sufficient capacity required for the effective and successful implementation of public policies. The absence of faith in the office's capacity building strategies is summed up and perceived by other relevant actors as total absence of capacity building mechanisms. The importance of capacity building in the EED and the challenges it faces in providing skills for the effective public policy implementation as highlighted in chapter one (cf.1.3), chapter two (cf. 2.5.3.4.4) and chapter three (cf. 3.2.2.2.4 & 3.2.5.2.2), signify a need for an improved model that will address this challenge to ensure effective education related public policy implementation in the EED office's area of responsibility.

4.8.1.5 *Attitude and implementation of public policies*

The responses from the interviewees indicate in varying degrees that in the EED office's area of jurisdiction the attitude towards the implementation of public policies is not enthusiastic. This is echoed in the following excerpts:

PARTICIPANT A, Interview Number 01: *It does not help because there are other performance standard, in for example, the IQMS which if I had been effectively capacitated in, it would be easier for me and other educators here at school to implement them correctly as well. So, what we do now is something we are uncertain and not confident about, but if we were capacitated well we would implement it accordingly. Obviously attitude and ability take a huge knock under such circumstances although I have seen that towards the public policy as such, educators are having a positive attitude but the negativity develops when it comes to implementation process and I think that could be attributed to lack of capacity to implement.*(Lines: 72 – 79).

PARTICIPANT C, Interview Number 03: *The lack of capacity results into lack of enthusiasm and where there is a lack of enthusiasm the attitude is not that good. Therefore I think that the attitude towards the policy at school level might be affected as a result of not knowing or not embracing the actual objective of each public policy. This results in people having an attitude of implementing it for just the sake of passing the buck and not with interest derived from knowing the long term impact to their development and to the general development of the school as an education institution. Having said that, I should qualify that the attitude to any public policy at school level is relatively not bad, considering the capacity given to the educators expected to implement it.* (Lines: 386 – 393).

The above excerpts highlight a view that shows no confidence in the public policy implemented which generally affects the attitude negatively. This poses a challenge for the EED as a dented attitude is likely to lead to a lack-lustre form of public policy implementation process. The uncertainty in the attitude regarding the public policy implementation in the EED could be captured from the description given by a top EED management official in the ensuing excerpt:

PARTICIPANT D, Interview Number 04: *Eh on the attitude I may not be able to accurately pinpoint the extent at which it creates the right attitude but can only hope it does. But with regards to ability, I believe and hope the workshops that are conducted before each public policy is implemented do provide sufficient capacity.* (Lines: 490 – 493).

If the management officials cannot vouch for the implementation process which they are managing at the EED office, it underscores and fuels perceptions of compromised enthusiasm towards the implementation of the education-related public policies by the EED office. Compromised enthusiasm neutralises commitment as one of the five critical variables. Commitment is also a pillar and a catalyst for responsive public policy implementation (cf. 2.5.3.4.3). It should also be noted that even before the implementation of public policy, there is a negative attitude that needs to be dealt with (cf. 3.2.3.3). The creation of a culture of less enthusiasm and neutralised commitment can only serve to revitalise that unneeded negative attitude. This, therefore, points to a need for an intervention in the EED office's public policy implementation strategy in order to ensure an improved model that will seek to create enthusiasm which, in turn, will precipitate commitment to effective public policy implementation.

4.8.1.6 *Support of public policy implementation processes*

The claim of support for the public policy implementation processes is from some respondents at the EED office. The following excerpt highlights the support given to the implementation of education-related public policies by the EED office in its area of responsibility.

PARTICIPANT D, Interview Number 04: *Eh.....well ...as the EED management by virtue of being here is to support schools and any activity towards ensuring quality education in schools and eh...public policy implementation falls under that general support. In other words we have as part of the EED management, circuit offices with superintendent in education managements (SEMs) whose duty generally is to provide support on many things and they are also to provide support even in the public policy implementation processes.* (Lines: 515 – 520).

The above claim for support of the implementation of public policies is not affirmed by the 22 interviewed respondents. All but five participants claim that there is no support for public implementation in the EED office schools. The denial of existence of support is represented in the following extracts:

PARTICIPANT B, Interview Number 02: *Yes at school level we do undergo IQMS which is stipulated but only to find that there is no support from the department of education. Hence any implementation becomes a futile exercise because we're doing it but it doesn't bear fruit because we're supposed to be improving and developing as a result of these policies but only to find that we aren't, due this gross lack of support. (Lines: 283 – 287).*

PARTICIPANT E, Interview Number 05: *Well.... I wonder if I would be able to give you much informed comment on this, but if our interaction with the EED is anything to go by, I would say there is no support and the current strategy needs improvement. As I indicated earlier, our interaction is limited, which is why the support to role players might also be so limited. One wonders if more human resources are needed to provide such support. (Lines: 592 – 596).*

PARTICIPANT A, interview Number 01: *No there is no support from the department except by the school management teams (SMT) themselves. I have never seen any support from the department. I can emphatically say that when it comes to implementing public policies, we as schools lack departmental support tremendously. (Lines: 98 – 101).*

When one participant was probed as to what that lack of support could be attributed to, the participant responded as follows:

PARTICIPANT A, interview Number 01: *As far as I can think there is a lack of human resources who can provide such support. From the department there ought to be the structure that is designated to deal with the implementation of public policies. Running IQMS in isolation like it is happening at the moment within the department means that only the subject -advisors and other few district officials who are running it and taking part are also part of the sme appraisal work of teachers.*

They are having their programme running independently and not in harmony with other EED office programmes. This only serves to defeat and stifle the very same objective of what the public policy seeks to achieve and is consequently not effectively implemented. So what I think is that, there ought to be a standing structure or unit that can be responsible for all public policy implementation including DAS, WSE and DSNG, which can provide not only follow- up support and may be direction, but which will synergise and harmonise all the public policy implementation processes. (Lines: 103 – 114).

The above extracts indicate a denial of support from the EED office for education-related public policy implementation as claimed by participant A. This lack of support, as confirmed by this denial from these extracts, is consistent with the literature review which also cites the lack of support as a challenge facing the public policy implementation process (cf. 3.2.2.2.3). This suggests that the current education-related public policy implementation model of the EED office in its area of jurisdiction does not display and present any support to those involved in the process of implementing public policies. The lack of support, as indicated by these denials, is in line with one of the study problems which this study has identified as a problem and a challenge for the EED office (cf. 1.3). It is, therefore, envisaged that an improved model (discussed in chapter of six), will address this challenge.

4.8.1.7 *Monitoring of public policy implementation process*

From the interviews it transpired that the monitoring of the process of public policy implementation is regarded by the participants as something that either does not occur or scantily occurs in the EED office. The participants were resigned to admitting the non-monitoring of the implementation of the public policies as a normal occurrence in the EED office, as they had not seen a credible effort from the EED office officials to do so. One participant sums up the monitoring of the public policy implementation process as follows:

PARTICIPANT A, interview Number 01: *If there is no support would you think there could be possible of way in which what ought to be supported is monitored? Look I have never seen any departmental or EED team coming to monitor the public policy*

implementation, checking for example in IQMS, how areas of need as indicated in the personal growth plans (PGPs) are addressed. The only time I see departmental officials come to school is at the beginning of the term and at the end of the term to monitor what is referred to as the school functionality. By the way they lose sight that the school functionality is dependent on effective public policy implementation. I have also seen them come during grade 12 examinations to monitor how examinations are conducted. So as far as the public policy implementation is concerned, if you refer to DAS, WSE, IQMS, DSNG and other public policies, the monitoring of their implementation is indeed wanting if not non-existent. (Lines: 126 – 135).

One participant from the EED office tried to dispel this view by unconvincingly outlining the following:

PARTICIPANT D, Interview Number 04: *The EED office monitors normally basic school functionality and sends teams to schools and it is hoped that they by virtue of monitoring the school functionality they also monitor generally the public policy implementation as well. (Lines: 503 – 505).*

When asked to further clarify whether that meant that the EED does not have specialists who follow each policy implementation process, the participant's explanation is captured in the response below:

PARTICIPANT D, Interview Number 04: *Eh.....well no, we do not have a team that specialises only on the implementation of each public policy in general but each policy is handled by a specific unit which I believe monitors the implementation progress of the public policies they are overseeing. (Lines: 509 – 511).*

The above responses border on the negation of monitoring, which is one of the important stages of the public policy process as indicated in chapter two of this study (cf. 2.5.2, Figure 2.5). The non-existence of a monitoring process suggests that challenges, successes and flaws cannot be noticed and the implementation of public policies may consequently remain unimproved, ineffective and unresponsive to the needs for which its implementation seeks to address.

4.8.1.8 *Public policy implementation management (PPIM)*

The responses from the participants revealed that the current PPIM of the EED office can be improved. The description of the EED office's PPIM is captured in the participants' response in the following excerpts:

PARTICIPANT B, Interview Number 02: *I think there is vast room for improvement if the EED office can have a proper structure or people designed to effect monitoring and support so desperately needed during the public policy implementation process. By so doing the public policy implementation can be traceable and manageable which means that a general implementation procedure may be designed to suite or to be close to embracing any public policy to be implemented in the EED office. This I think can go a long way to bolster the public policy implementation management and assist the EED office officials in overseeing all the public policies implemented. (Lines: 297 – 303).*

PARTICIPANT C, Interview Number 03: *There are no structures in place to ensure effective public policy implementation management. For example for now I cannot identify any person or structure there in the district to solely look at the public policy implementation in terms of monitoring and support. We need to have people or person who are/is appointed at the lower structures at the circuit because if there is somebody at the circuit that person or people would be able to deal with small number of schools and will have a mechanism of monitoring the progress. My opinion is that we must appeal to the circuit office that they have people and structures to monitor and support, for effective public policy implementation management (PPIM) to occur correctly. (Lines: 416 – 423).*

PARTICIPANT E, Interview Number 05: *I think the EED office management can improve the manner it communicates and liaise with other stakeholders in public policy implementation. In addition to that, regarding the monitoring and support strategy there is a lot of room for improvement and a lot that can be done and I believe this to be, may be, a viable way to ensure improved PPIM in the EED office. Well, I mean this is how I view it from my experience in working with the EED office, as a community policing forum (CPF) member (Lines: 608 – 612).*

PARTICIPANT PG, Interview Number 19: *The SMT check the work of educators through the HOD, principal and the deputy principal check the HOD's files. Development of educator then is done in areas where there is something latest on education related public policy implementation process. In that regard there is somewhat PPIM strategy although there is vast room for improvement if consistency and effectiveness is to be maintained throughout the EED schools. (Line: 1646 – 1650).*

In the extracts above, there is a unanimous perception that the EED office's PPIM can still be improved. The participants had been candid to point out areas where improvement is required. One of the areas where improvement can be effected is the internal organisational arrangements required for the effective implementation of public policies. The highlighted area for further improvement points to the quest for an improved model for the implementation of education-related public policies by the EED office in its area of responsibility.

4.8.1.9 Public policy implementation cycle (PPIC)

When asked if there is a general PPIC that synergises the implementation processes of public policies, the participants unanimously responded that it did not exist in the EED offices. .

PARTICIPANT A (Interview number 01) explained:

I would be lying if I said I have seen one because each public policy is implemented in different schools and I do not remember any uniform implementation cycle you are referring to. But I do see such cycle as something that could be useful in ensuring uniformity and in enabling each school where the implementation occurs to uniformly determine implementation problems in order to seek to avoid them in future implementation processes. (Lines: 181 – 185).

Even the respondent from the EED office's management cadre, **Participant D (Interview number 04)**, when asked if there is a general public policy implantation cycle for all the public policies that can help trace the progress and flaws of each public policy, the response was:

No...no...no... so far we do not have anything of that sort yet. May be, in future as a future strategy yes, but currently there is none as far as I can recollect. (Lines: 520 – 526).

The above excerpts suggest that PPIC is another avenue that can be pursued to improve the overall public policy implementation model of the EED office.

4.8.1.10 *Stable environment and public policy implementation process*

From the interviews, there is a general view that instability in schools poses a threat for effective public policy implementation by the EED office. This general view is summed up in the following excerpts:

PARTICIPANTS B, Interview Number 02: *I strongly feel that there is no unity of purpose, cohesion and collaboration. One of the prerequisite of implementing any public policy is collaboration and if this attribute is absent, the desired results of any public implementation process are bound to be ineffective. It is therefore my view that conflict hampers effective implementation of policies and from observing schools where there has been strife and conflict and I have seen that implementation of any programme is negatively affected. Unfortunately so the EED office has still schools where there is instability and I think also those schools have to be stable for effective policy implementation to occur. (Lines: 307–314).*

PARTICIPANT D, Interview Number 04: *That is a challenge which we hope to completely eradicate because it does hamper our progress in some schools and indeed instability inhibits effective policy implementation and eventually impedes school functionality. I can assure you that in cases where we experience this we deal with it like we are dealing with some cases now and we are confident of resolving them to ensure that much needed stability. (Lines: 525 – 529).*

PARTICIPANT DD, Interview Number 22: *In a safe environment it is possible to implement education related public policies and the opposite is also true. Ensuring such safe environment is a challenge which the EED office has to live up to if*

effective implementation is to be seen to be consistent and uniform throughout the district area. (Lines: 1845 – 1848)

From the above excerpts, it can be deduced that by crafting a model that seeks to improve conditions of stability in schools, the level of the effectiveness of education-related public policy implementation by the EED office can be raised. Consequently, they also signify the challenge facing the EED office in eroding instability in schools for effective public policy implementation to occur. As a result of this challenge, collaboration with CPFs, SAPS, local leadership and other relevant actors is suggested.

4.8.1.11 *Simultaneous implementation of public policies*

According to Participant E, interview number 05 (Lines: 625 – 628), having many policies to implement at once, mitigates the strength of each public policy as it divides the attention and focus. The split of focus that leads to non-achievement of each public policy desired results has been a general concern from all participants. The epitome of this concern was articulated by Participant C, interview number 03, (Lines: 433 – 440) who explained as follows:

The first concern is the connection between the policies themselves, which for me is very vital to public policy implementation. If the post effectiveness of an activity is not looked into then simultaneous implementation is a problem, whereas if there is a good structure that looks at this relationship and emphasizes the common ground, simultaneous implementation has no negative impact. That said though, one is inclined to caution that with the absence of the structure or personnel focusing on the issue of synergy among public policies to be implemented, EED office is likely to experience a compromise in public policy intended objective.

This suggests a way in which employing simultaneous implementation of public policies can be done without comprising the effectiveness of the public policy being implemented. With the need and urgency to implement more public policy policies, this served as a guide for an improved model that also accommodates simultaneous implementation of public policies.

4.8.2 Quantitative data presentation

In the quantitative data presentation, the analyses of data collected through the questionnaire was analysed by using a quantitative technique to attach meaning to each response. The researcher used the quantitative data analyses to compare and contrast the qualitative analysis of the study with a view of establishing clarity, emphasis and even disputing findings. The presentation of the quantitative data analysis was as per all the categories of the respondents from whom data was collected using a questionnaire. The data was also represented and explained in terms of graphs, namely: the bar graph. The bar graph was used to describe and explain data from school- based educators, office- based respondents and other relevant actors

The exposition on the quantitative data presented was from all three categories and it also reflected on the following themes, which interrelate and correlate with qualitative themes (cf. 4.8.1):

- Public policy implementation and school's basic functionality.
- Advocacy and consultation by the EED office.
- The EED office's communication strategy.
- Capacity building.
- The public policy implementation morale.
- Public policy implementation: support mechanisms.
- Organisational structures and arrangements.
- Public policy implementation: monitoring mechanisms.
- Public policy implementation environment (PPIE).
- Tracing public policy implementation.
- Integration of public policies (IPP).

The above-mentioned themes were derived from grouping the data and also through using the questionnaire. The presentation of data sought to relate the quantitative analysis to the data collected by means of interviews in order to establish contrast or collaboration. The questionnaire was formulated such that it captured and reflected the theme of questions posed during the semi-structured interviews. The quantitative

analysis of data for each category of respondents (i.e. school-based educators, office-based officials and other relevant actors) was translated into schematic representation of bar graphs (see the graphical representation of the analysis on page 160).

The three categories or groups of respondents were subjected to twenty one statements that required their reflection on the above-identified themes. Hence, each of the themes reflects the responses from all three groups to the statement(s) envisaged to be applicable to that particular theme. The bar graphs show responses to each statement by all three groups of respondents namely: school-based educators, office-based officials and other relevant actors.

For a reflective discussion and description of these analyses under each category, the graphs illustrated here-under encapsulate the identified themes in seeking to establish the extent of public policy implementation by the EED office in its jurisdiction area and the challenges at hand. Each bar graph reflects the following descriptors on the horizontal scale, strongly disagree, disagree, do not know, agree and strongly agree. The vertical scale of the bar graph reflects the percentages (rounded off to the nearest percentage) of responses from each group category. In all the twenty one bar graphs displaying responses to the questionnaire, Group 1 denotes school-based respondents, Group 2 refers to office-based respondents and Group 3 refers to other relevant actors

4.8.2.1 *Public policy implementation and school basic functionality*

For Groups 1, 2 and 3 (i.e. School-based respondents, office-based respondents and other relevant actors) the following bar graphs represent the responses to the statement (s) 1, 2, 3 and 4, which encapsulate public policy implementation and the school's basic functionality.

Statement No. 1: Public policy implementation has an impact on the basic functionality of schools for where the implementation is effective, schools function better and where it is ineffective, the schools function poorly.

The response to statement number 1 shows that in Group 1, the overwhelming majority of the respondents, 62% (i.e. 38% and 24%) affirmed that public policy implementation has an impact on the basic functionality of schools. For Group 2 (i.e. office- based respondents), considering that all the respondents in this group are in the forefront of the management of public policy implementation by the EED in its area of jurisdiction, 70% saw the public policy implementation process as indispensable for the schools' functionality.

Figure 4.1 indicates the responses to statement 1.

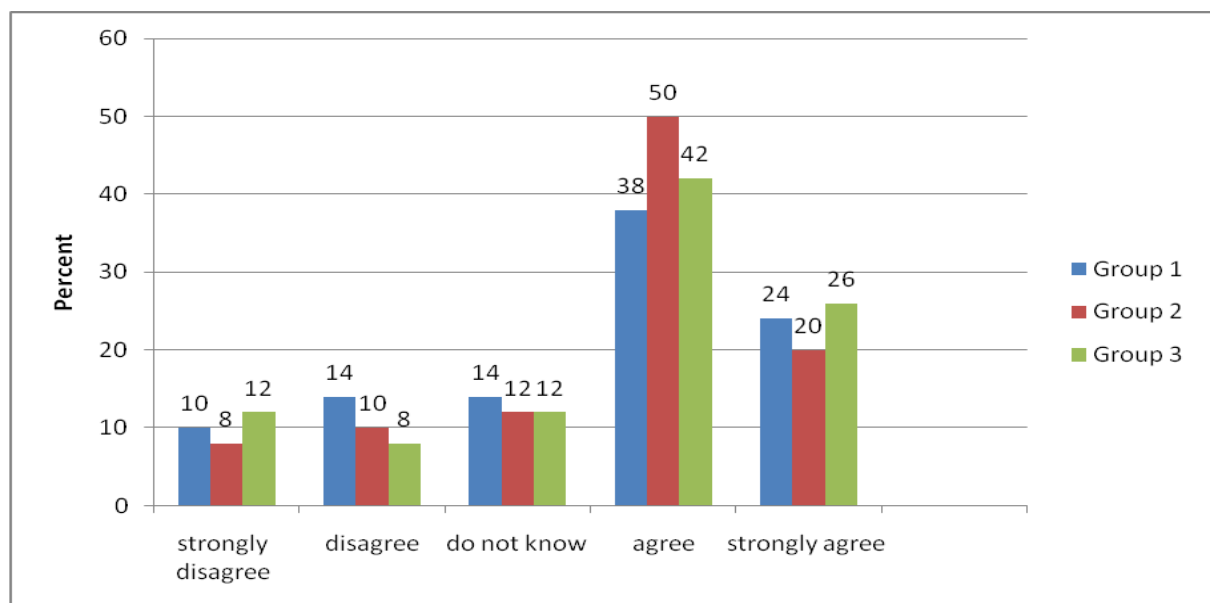


Figure: 4.1: Public policy implementation and school functionality

For Group 3 (i.e. other relevant actors), the majority agreed that schools function better if public policies are implemented. The bar graph representing Group 3 in figure 4.1 above confirms that 66% of the respondents agreed that public policy implementation is indispensable to the school's basic functionality. Only 22% disagreed while 12% remained neutral.

In attempting to establish the current state and the impact of public policy implementation in the EED office area, the researcher probed Group 1, Group 2 and Group 3 for their views on the impact of the integrated quality management system (IQMS) on the quality of teaching in the EED area.

The following statement, number 2, and its corresponding bar graph (Figure 4.2) encapsulate the responses of Group 1, Group 2 and Group 3 to the afore-said question on the impact of IQMS on the quality of teaching in the EED area.

Statement No. 2: In Empangeni Education District (EED), the implementation of development appraisal (DAS) and integrated quality management systems (IQMS) have resulted in improved quality of teaching.

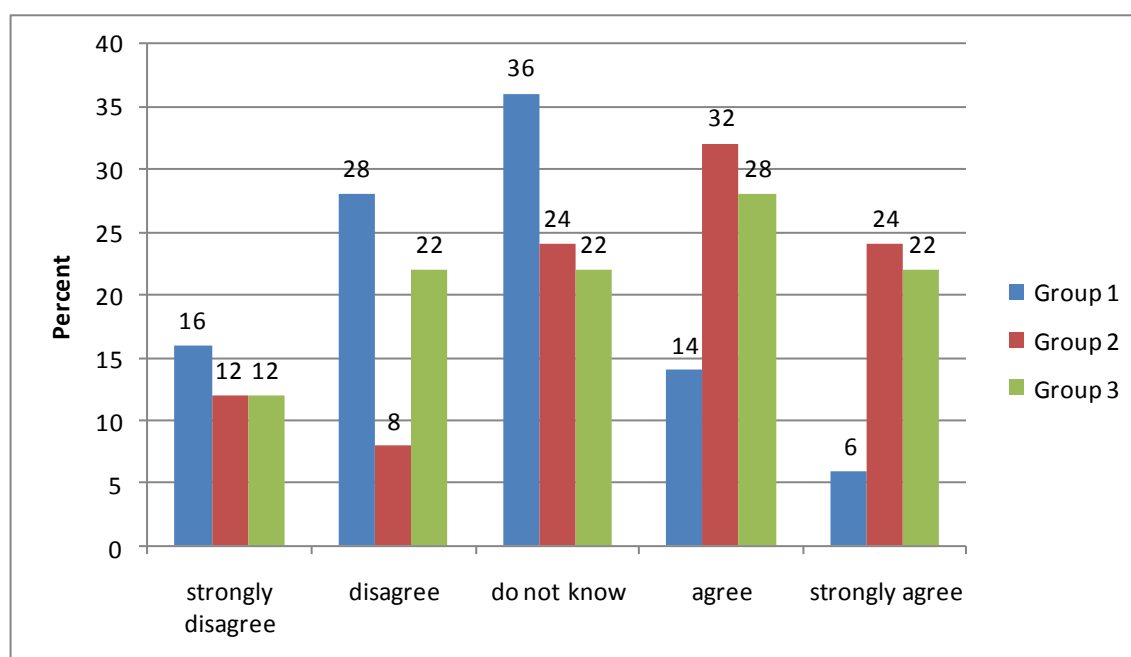


Figure 4.2: Impact of DAS and IQMS on the quality of teaching in EED

In the graph above, 20% of Group 1, 56% of Group 2 and 50% of Group 3 respondents saw the implementation of DAS and IQMS resulting in improved quality teaching. Those who disagreed constituted 44% of Group 1 respondents, 34% of Group 2 respondents and 20% of Group 3 respondents. The percentage of respondents who remained neutral in Group 1, Group 2 and Group 3 were 36%, 24% and 22% respectively. Noticeable in the above analysis (i.e. Figure 4.2) is a majority response (i.e. 56%) by the office-based respondents who perceived the implementation of DAS and IQMS having a positive impact on the quality of teaching, while 36% of school-based respondents remained uncommitted. The results reveal the need to reach out to those who claimed not to know whether it improves the quality or not (i.e. 36% of Group 1 respondents, 24% of Group 2 respondents and 22% of Group 3 respondents).

From the researcher's experience and involvement in the EED schools, the task of reaching out, is the responsibility of the office-based respondents, who are in the management front of the implementation of education-related public policies such as the DAS and IQMS in the EED area of jurisdiction. It could also be deduced that by so doing, the EED management may enable those who are neutral to also perceive DAS and IQMS implementation as having a positive impact on the quality of teaching in the EED schools. This further suggests that the EED office management has to employ an improved model that may deal with this challenge to ensure that the implementation of education-related public policies yields the desired results at all levels of implementation.

Statement number 3 below sought to establish the view of Group 1, Group 2 and Group 3 respondents on the impact of the implementation of WSE towards the functionality of schools in the EED area of jurisdiction.

Statement No. 3: The functionality of public schools in Empangeni Education District indicates that Whole School Evaluation (WSE) is implemented.

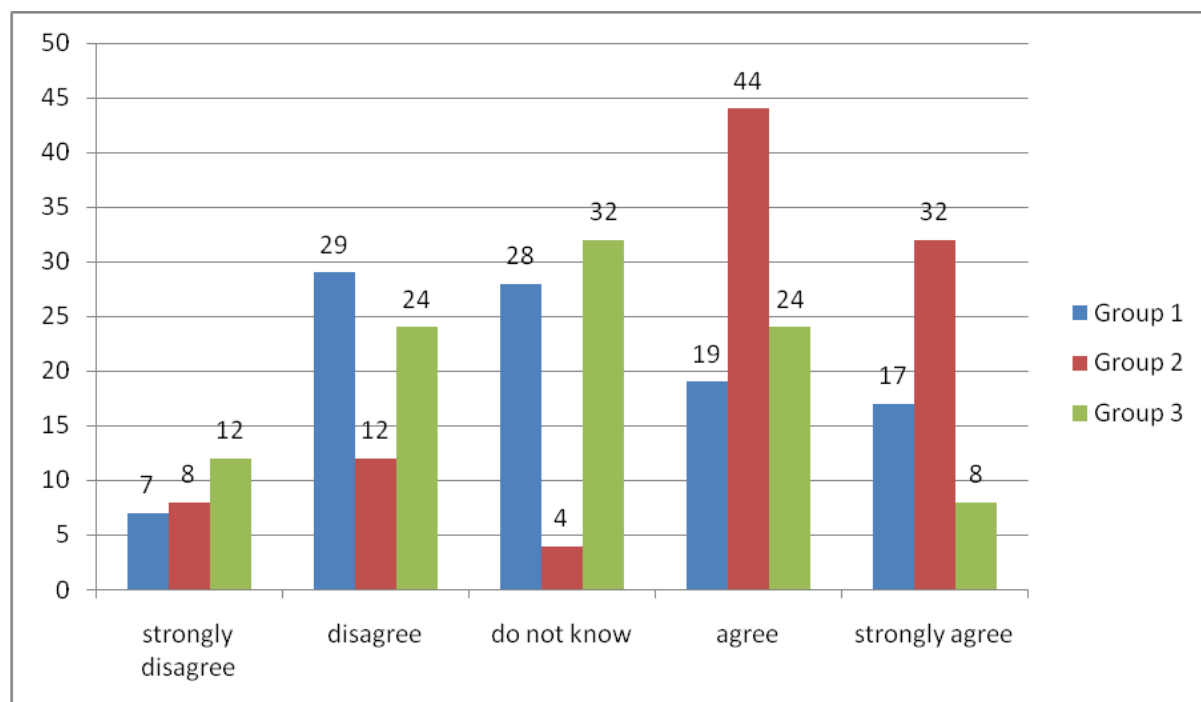


Figure 4.3: Responses on the implementation of WSE versus school functionality

In the above bar graph (Figure 4.3) the Group 1 respondents who agreed and disagreed with the statement that the functionality of public schools in Empangeni

Education District indicate that Whole School Evaluation (WSE) is implemented, are evenly split at 36% each while 28% remained neutral. On the other hand, 76% of the Group 2 respondents agreed to statement number 3 above and 20% disagreed. In Group 3 the respondents who agreed and disagreed is 32% and 36% respectively.

Responses were also sought regarding the impact of Discipline and Security National Guidelines (DSNG) on schools' functionality in the EED area of jurisdiction. Statement number 4 and the bar graph (Figure 4.4) below reflect such responses.

Statement No. 4: As a result of the implementation of Discipline and Security National Guidelines (DSNG), schools in the Empangeni Education District are safe institutions.

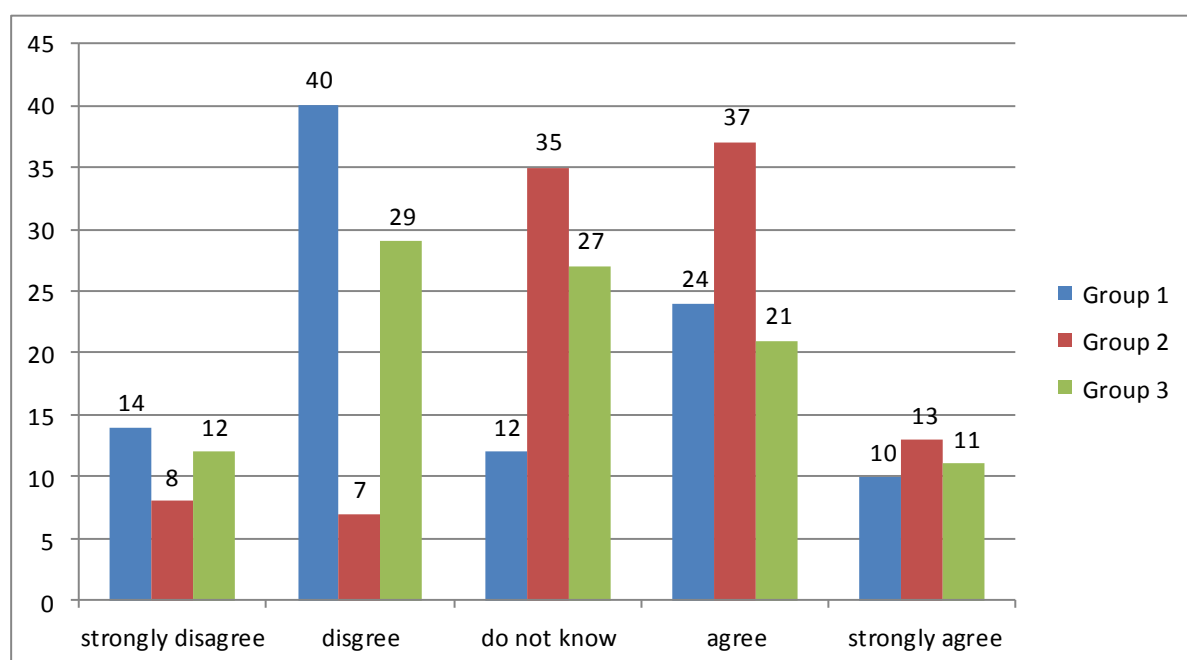


Figure 4.4: Responses on the impact of DSNG implementation in the EED schools

The majority of the respondents (i.e. 54%) in Group 1 did not agree with the statement that, as a result of the implementation of Discipline and Security National Guidelines (DSNG), schools in Empangeni Education District are safe institutions, while only 34% agreed. Although 35% of Group 2 respondents remained neutral, 50% agreed and only 15% disagreed with the above-mentioned statement. Group 3 respondents, who agree, disagree and do not know, were 32%, 41% and 27% respectively.

From the above four bar graphs (i.e. Figures 4.1, 4.2, 4.3 and 4.4), Group 2 respondents generally view that the implementation of the education-related public policies by the EED office has had a positive influence on the basic functionality of schools. On the other hand, the majority of Group 1 respondents, who are school-based and are at the implementation level of the education-related public policies, did not agree with statements numbers 2, 3 and 4, as indicated in figure 4.2 (with 44% disagreeing), figure 4.3 (with 36% disagreeing) and figure 4.4 (with 54% disagreeing). This suggests a challenge as the Group 1 respondents, being at the level where the education-related public policies are implemented, are suggestively drivers of public policy implementation by the EED office in its area of jurisdiction.

From the researcher's observation, since the researcher is at school level where implementation occurs, the principals as the heads of institutions are expected to implement education-related public policies in order for the schools to function effectively. The role of the principals in linking public policy implementation to school functionality is echoed by Mazibuko (2007:97), who argues that the principals should monitor the implementation of education-related public policies to ensure that schools function effectively. This underscores statement number 1 above, to which Group 1, Group 2 and Group 3 responded. This also suggests that where education-related public policies are implemented, the basic school functionality is high.

The responses from Group 1, Group 2 and Group 3 highlighted a link for the importance of public policy implementation and the basic functionality of schools. This tends to affirm the qualitative data analyses, which describes public policy implementation as directly proportional to schools' basic functionality (cf. 4.8.1.1). Therefore, the EED office is left with a challenge of ensuring that an effective public policy implementation model is in place for the schools in its area of jurisdiction to be functional centres of excellence in teaching and learning. Considering the current state of the public policy implementation process in the EED area of jurisdiction, as also reflected by Group 1, Group 2 and Group 3 respondents in statements 2, 3 and 4 above, an improved public policy implementation model should incorporate clear guidelines in more feasible ways of linking public policy implementation to the schools' basic functionality.

4.8.2.2 Advocacy and consultation in the EED

The advocacy undertaken by the EED office on the education-related public policies to be implemented is highlighted in the responses of Group 1, Group 2 and Group 3. These responses cover statements numbers 5 and 6 and are also reflected by the corresponding bar graphs, namely: figure 4.5, figure 4.6 and figure 4.7 respectively.

Statement No. 5: Sufficient advocacy is undertaken in the Empangeni Education District, before the actual implementation of any public policy.

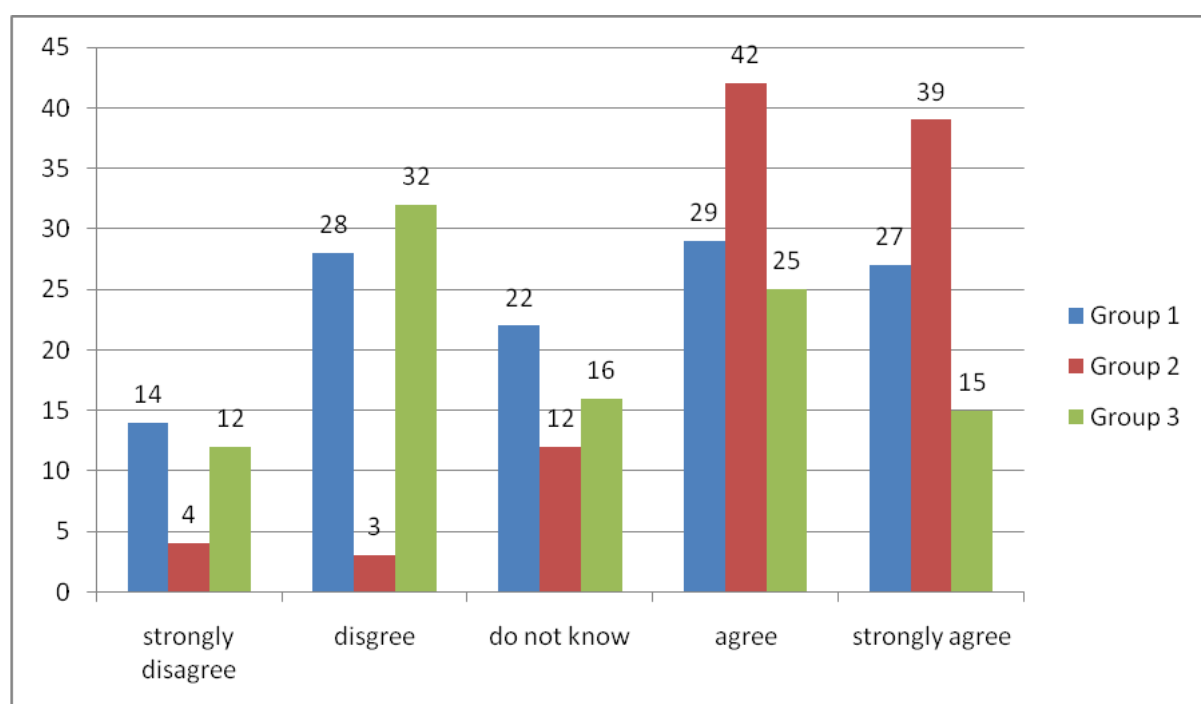


Figure 4.5: Responses the advocacy strategy of the EED office

From the above, it can be deduced that 42% of Group 1 respondents disagreed with statement number 5, while 56% agreed. Only 7% of the Group 2 respondents disagreed while the majority of the respondents (81%) agreed that the advocacy and consultation of all actors precede the implementation of the DAS, WSE, IQMS and DSNG. The Group 3 respondents revealed a high response of denial with 44% suggesting that there was no collaboration and advocacy during the implementation of public policies, while 40% agreed and the rest of the Group 3 respondents (16%) neither agreed nor disagreed.

Statement number 6 sought to link advocacy with the consultative processes of the EED office and the response there-to by the Group 1, Group 2 and Group 3 respondents is reflected in the corresponding figure 4.6.

Statement No. 6: The implementation process by the EED office is preceded by the consultation of all actors in the education-related public policy process.

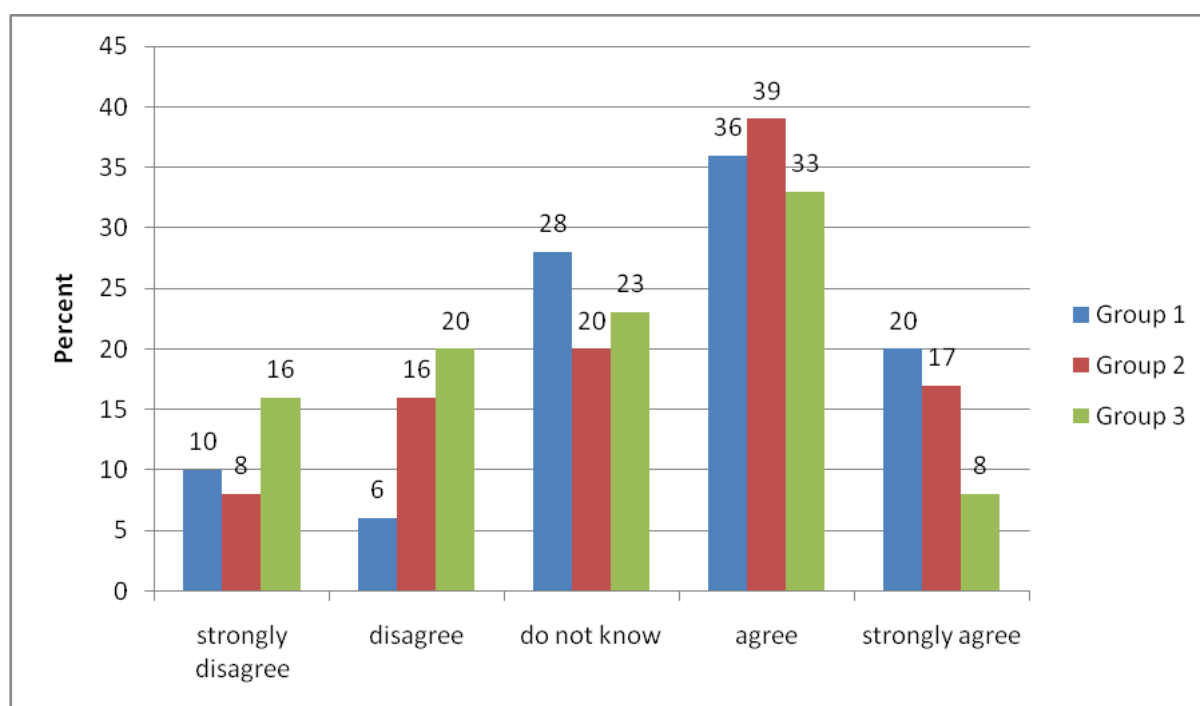


Figure 4.6: Responses on the EED's consultation processes

Figure 4.6 indicates that in the EED area, 56% of the Group 1 respondents, 51% of Group 2 respondents and 41% of Group 3 respondents agree that the implementation process by the EED office is preceded by the consultation of all actors in the education-related public policy process. Those who disagree in Group 1, Group 2 and Group 3 are 16%, 24% and 36% respectively. The respondents that remained neutral are 28% of Group 1, 20% of Group 2 and 23% of Group 3. The inquiry on the rate at which all actors in the implementation process of education related public policies attend consultative meetings is encapsulated in statement number 7 below.

Statement No. 7: Officials attend meetings arranged and convened by Empangeni Education management in preparation for the implementation of the DAS, WSE, IQMS and the DSNG.

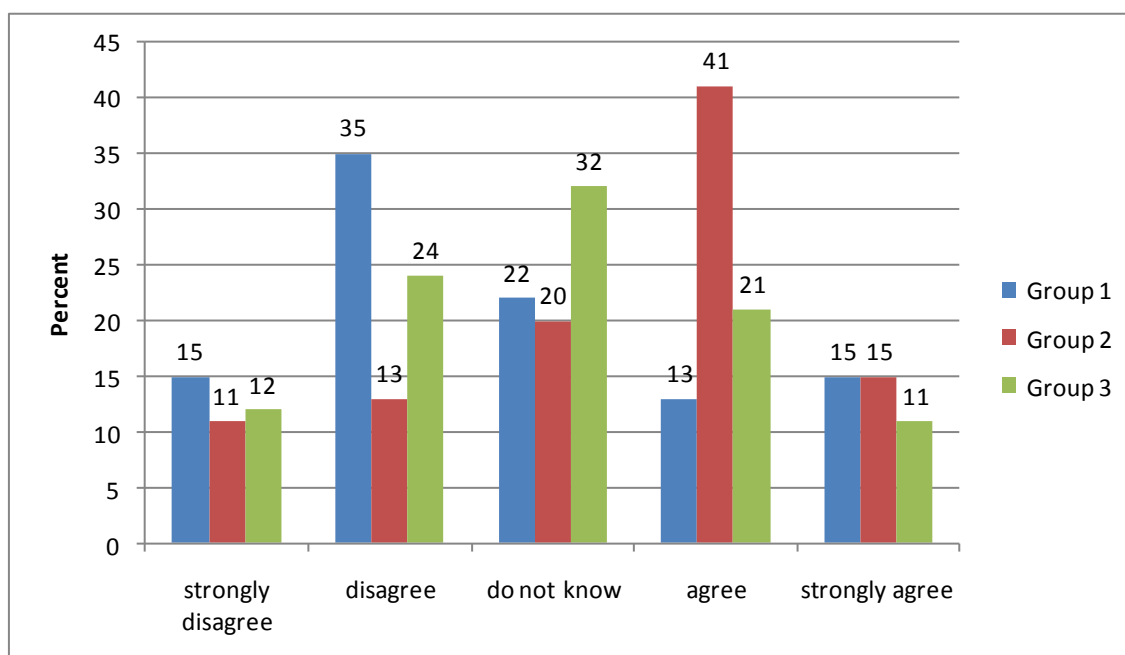


Figure 4.7: Responses on consultative meetings attendance

Figure 4.7 indicates the responses to the above-mentioned statement. It indicates that 50% of the Group 1 respondents disagreed with statement number 7 as opposed to 23% and 36% of Group 2 and Group 3 respectively. On the other hand, 28% of Group 1, 56% of Group 2 and 32% Group 3 respondents affirmed the statement. Those who were non-committed in Groups 1, 2 and 3 are 22%, 20% and 32% respectively.

Group 1, Group 2 and Group 3 sample data collection in Figures 4.5, 4.6 and 4.7, have a special significance and implication on the implementation of education-related public policies in the EED area. Considering the above data, the bar graph (Figure 4.5) indicates that those who think that advocacy occurs in the EED area are not in the majority in Group 1 and Group 3. This suggests that there is some advocacy that occurs in the EED area and its occurrence is perceived to be more prevalent by office-based actors. From the researcher's involvement and experience in the EED area, the 81% response of Group 2 is understandable as the office-based actors are the initiators of the public policy implementation process. Noticeable is also a significant portion of respondents (22% in Group 1, 12% in Group 2 and 16% in Group 3) who indicated that they do not know whether advocacy occurs among all actors prior to each public policy implementation.

Figure 4.6 suggests room for improvement in the advocacy and consultation processes by the EED management, as almost half of each Group 1, Group 2 and Group 3 respondents (i.e. 56% of Group 1 respondents, 51% of Group 2 respondents and 41% of Groups 3) agreed that the consultation process should precede the implementation process. This implies that while the consultation process occurs as part of advocacy campaign, only about half of the respondents attest to its existence, which indicates a challenge for the EED management to establish a model that is accessible to the respondents who either disagree or remain neutral to statement number 6. In figure 4.7, the majority of the Group 2 respondents (i.e. 56%) attested to attending consultative meetings while on the other hand the majority of the Group 1 respondents (50%) attested to non-attendance of those consultative meetings. The significance of this contrast marks a need for a strengthened model that can eradicate this contrast in the EED office's attempt to ensure effective implementation of education-related public policies.

According to Steyn (2002:266), transformational leadership which motivates, inspires and unites actors on well communicated goals is needed to ensure an environment conducive to effective implementation of public policies. This suggests that an advocacy programme that is not well known to or not acknowledged by those who are expected to apply it renders the current advocacy and consultation programme not as effective as it should be. This underscores the view outlined in the qualitative data presentation (cf. 4.8.1.2) which suggests that the advocacy process by the EED office in its area of jurisdiction suggests a lack of consistency with the involvement of different actors. The challenge for the district office, therefore, indicated a need to improve the current model to a level that makes the advocacy programme consistent and effective among all actors involved.

4.8.2.3 *EED communication strategy*

The communication strategy denotes how the EED office communicates with all actors involved in education related public policy implementation in its geographical area. The Group 1, Group 2 and Group 3 respondents were subjected to statement number 8 to establish whether education-related public policies to be implemented by the EED schools were effectively communicated. .

Statement No. 8: Before the DAS, WSE, IQMS and the DSNG are implemented, they are communicated to all the schools.

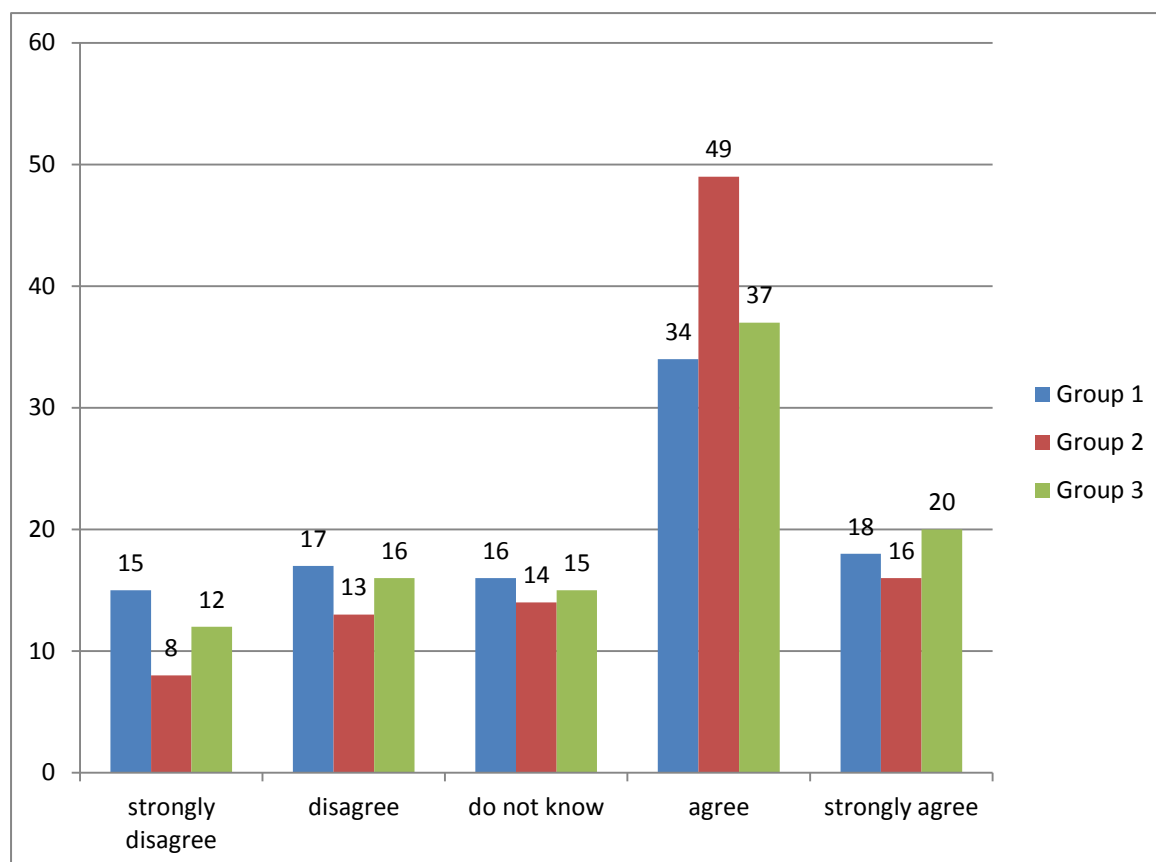


Figure 4.8: Responses on the EED's extent of its communication strategy

Figure 4.8 above indicates that for the Group 1 respondents, 52% affirmed that before the DAS, WSE, IQMS and DSNG are implemented, effective communication occurs. This is against 32% of the respondents who opposed this statement. Those who neither disagree nor agree constituted 16%. With reference to Group 2 of the data collecting sample in figure 4.8, 65% (i.e. 49% agree and 16% strongly agree) of the respondents confirmed that the current form of communication on public policies to be implemented does meet the communication needs of the EED office. While 21% disagreed, 14% of the respondents remained neutral. In Group 3 the number of respondents who agreed that each public policy is well communicated to actors by the district office was only 57%, with 28% disagreeing (i.e. 12% strongly disagree and 16% disagree), while 15% indicated that they do not know.

Statement No. 9: The communication strategy of the EED office impacts positively on the implementation of education-related public policies.

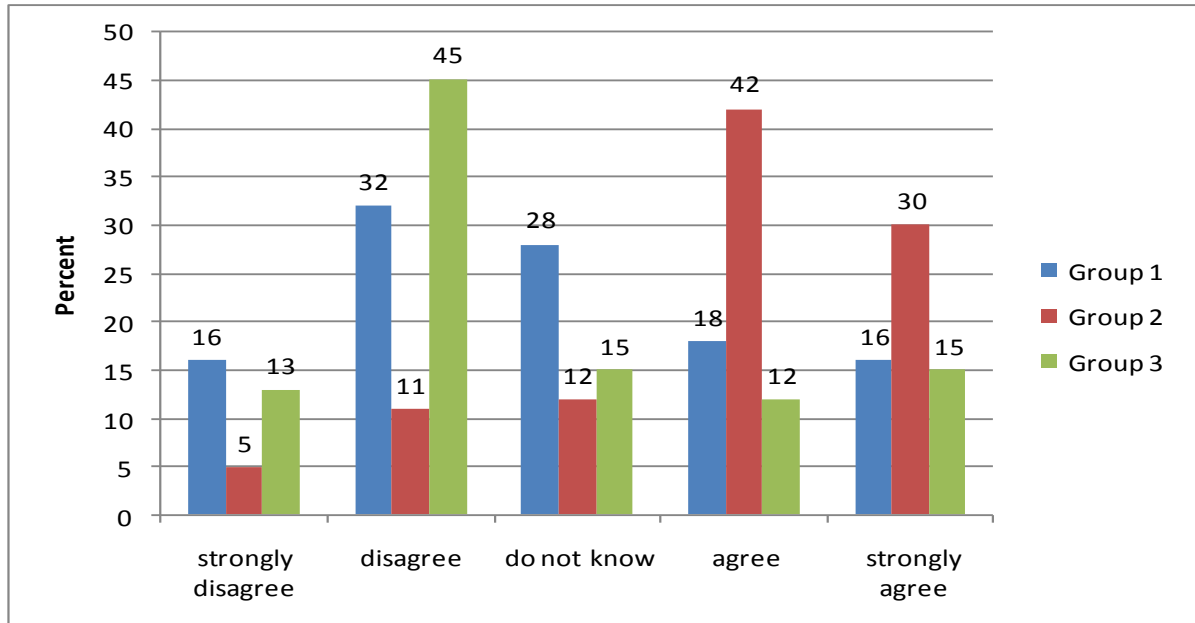


Figure 4.9: EED's communication strategy impact

The majority of the Group 2 respondents (i.e. 72%) agreed to the statement while only 34% and 27% of Group 1 and Group 3, respectively, agreed. Regarding those who disagree, Group 1, Group 2 and Group 3 respondents constituted 48%, 58% and 16% respectively. For the respondents who were non-committal, the analyses in Group 1, Group 2 and Group 3 was 28%, 12% and 15% respectively. The analysis suggests a splitting of views among the three groups regarding the communication strategy impact whereby the Group 2 respondents tended to generally agree with the statement while Group 1 and Group 3 respondents generally disagreed.

The researcher also sought to establish the views on the influence of communication strategy on collaboration of all actors in the implementation of education-related public policies. Statement number 10 and its corresponding data analysis bar graph, denoted below in figure 4.10, highlights the influence of the communication strategy on collaboration by all the actors (i.e. Group 1, Group 2 and Group 3).

Statement No. 10: As a result of the communication strategy of the EED office, all actors collaborate in the implementation of the DAS, WSE, IQMS and the DSNG.

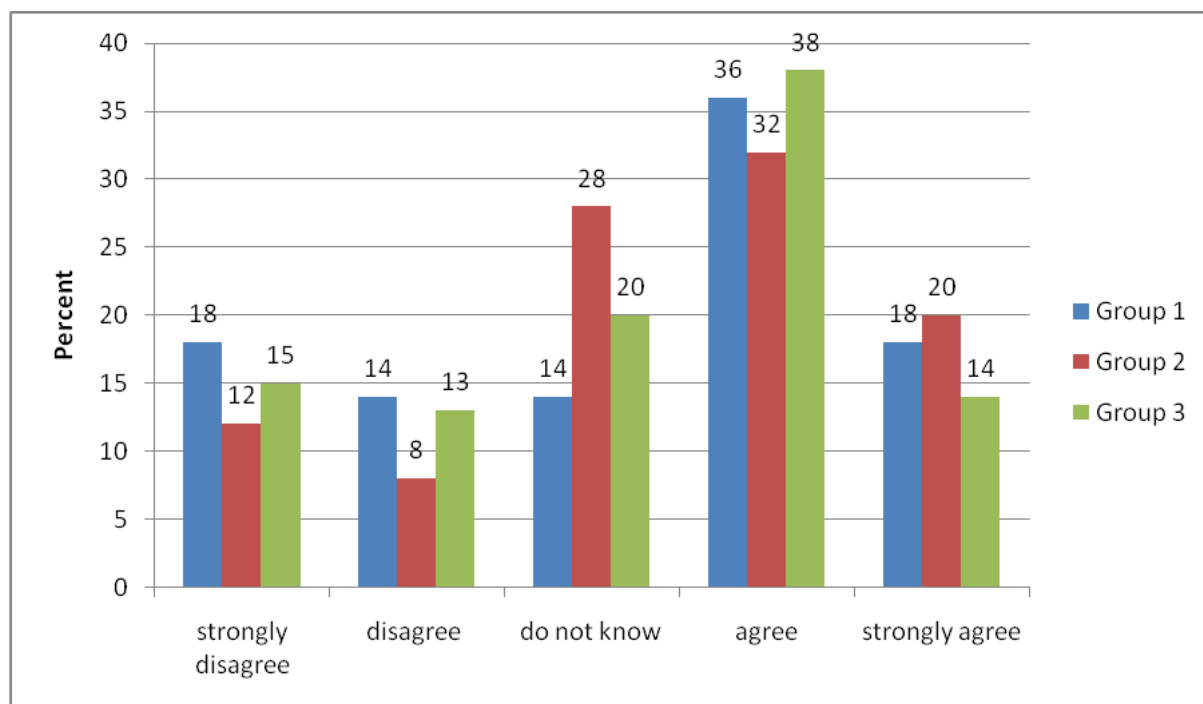


Figure 4.10: Responses on collaboration by actors to communication strategy

Figure 4.10 above shows Group 1, Group 2 and Group 3 agreeing with statement number 10 above, with Group 1 at 54% while both Group 2 and Group 3 at 52% each. The respondents that disagreed in Group 1, Group 2 and Group 3 are 32%, 20% and 28% respectively. While figure 4.10 suggests the same pattern for Group 1, Group 2 and Group 3, the respondents who agreed with the statement; 14%, 28% and 20% of Group 1, Group 2 and Group 3, respectively, still remained non-committal. This suggests that they are not convinced with the EED office's communication strategy in influencing collaboration among all actors towards the implementation of education-related public policies in the EED office area of jurisdiction.

All the above data analyses have a specific significance to the implementation of education-related public policies by the EED office in its area of jurisdiction. In the above figure 4.9, for example, 48% of Group 1 and 58% of Group 3 respondents perceived the EED office's communication strategy to not impact positively on the implementation of education related public policies as it does not ensure that the public policies to be implemented are communicated effectively to all actors. On the other hand, 72% of the Group 2 respondents are satisfied with the current EED office's communication strategy. Since the Group 2 respondents in this study

represent all the EED office's officials in charge of the management of all public policy implementation, it implies that the EED's management is content with the communication strategy, which is viewed by other actors as being ineffective. It further suggests that currently the EED office management has been unable to establish the challenges of the public policy communication strategy, which in turn will retain the *status quo*, even though it may be viewed as an ineffective strategy.

Jones and George (2003:513) claim that any communication should entail the sharing of information with the aim of reaching a common understanding. Daft and Marcic (2007:515) hold the view that the intention of communication is to influence behaviour. Combining these above mentioned views on communication for the purpose of this study, communication of education-related public policies could be defined as sharing of information with a view and intention of ensuring changed and improved behavioural strategy. It is implied that the EED office has a responsibility to communicate education-related public policies to all actors in a way that motivates and promotes effective implementation.

The tables above (i.e. figures 4.8, 4.9 and 4.10), suggest that the EED office has some challenges in the communication strategy. This is in line with the semi-structured interview analysis (cf. 4.8.1.3), which proposed a need for the communication strategy to be attended to, as failure to do so generally impacts negatively on public policy implementation processes.

With such a significant number of respondents suggesting that the communication strategy on education-related public policies to be implemented by the EED office throughout its area of responsibility is ineffective, there is a need for an improved model.

4.8.2.4 Capacity building

In the bar graphs (Figure 4.11 and Figure 4.12) below, the analysis of data collected from Group 1 (school-based respondents), Group 2 (office-based respondents) and Group 3 respondents (other relevant actors) is presented. The data presented and encapsulated in Figures 4.11 and 4.12 respectively, is on capacity building for those

involved in public policy implementation by the EED office throughout its area. The two statements, 11 and 12 were used to capture data upon which Figures 4.11 and 4.12 respectively, are based. All the respondents were subjected to statement number 11. Statement number 11 sought to establish the transfer of capacity building before the implementation of the DAS, WSE, IQMS and DSNG. Their responses are reflected in the corresponding figure 4.11 below.

Statement No. 11: Capacity building sessions on the DAS, WSE, IQMS and the DSNG has been conducted for actors involved in the implementation process.

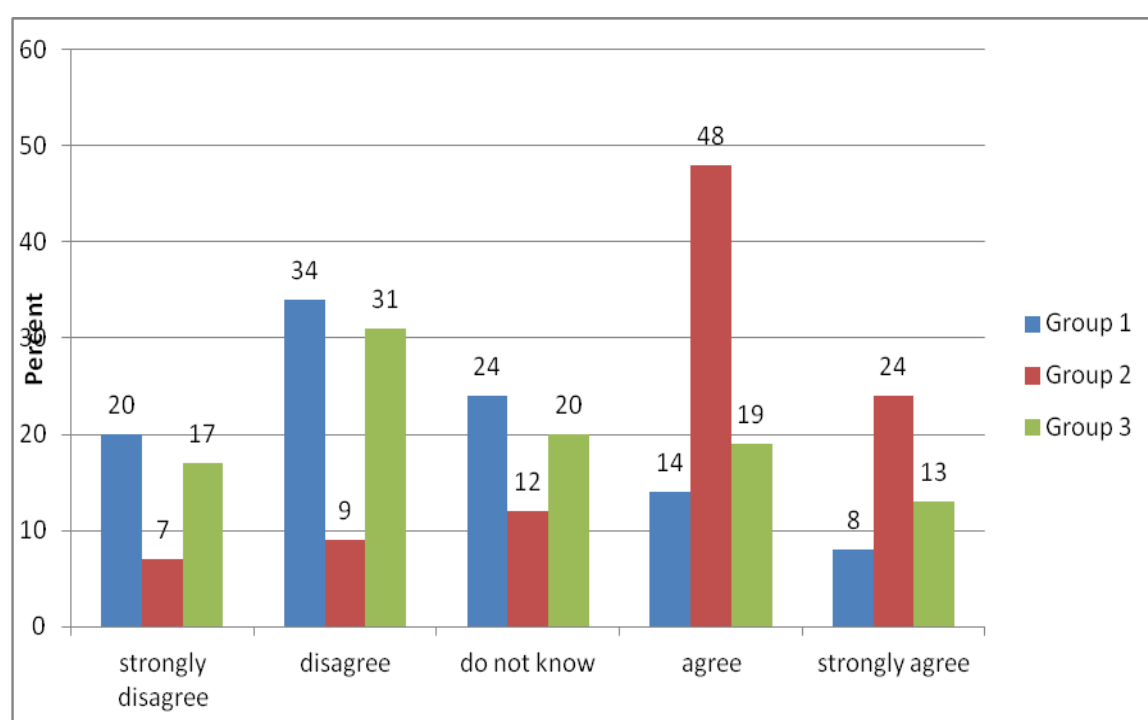


Figure 4.11: Responses to capacity building and public policy implementation

Only 22% of the Group 1 respondents affirmed that capacity building on the DAS, WSE, IQMS and DSNG is conducted adequately for the actors involved in the implementation process. 54% did not agree (i.e. 20% strongly disagree plus 34% disagree), while the remaining 24% of the respondents neither agreed nor disagreed with the statement. Group 2 and Group 3 respondents, 72% and 33% respectively, agreed with statement number 11, while 16% of the Group 2 respondents and 48% of the Group 1 respondents disagreed. The respondents who were uncertain in Group 1, Group 2 & Group 3 are 24%, 12% and 20% respectively. By disagreeing with statement number 12, the majority of the Group 1 respondents (54%) insinuate

that a lack of capacity and skills hinders the effective implementation of education-related public policies by the EED office in its area of jurisdiction of responsibility.

Statement number 12 sought to establish the capacity of schools in implementing the DAS, WSE, IQMS and the DSNG.

Statement No. 12: All the schools have the capacity to effectively implement the DAS, WSE, IQMS and the DSNG in the Empangeni Education District.

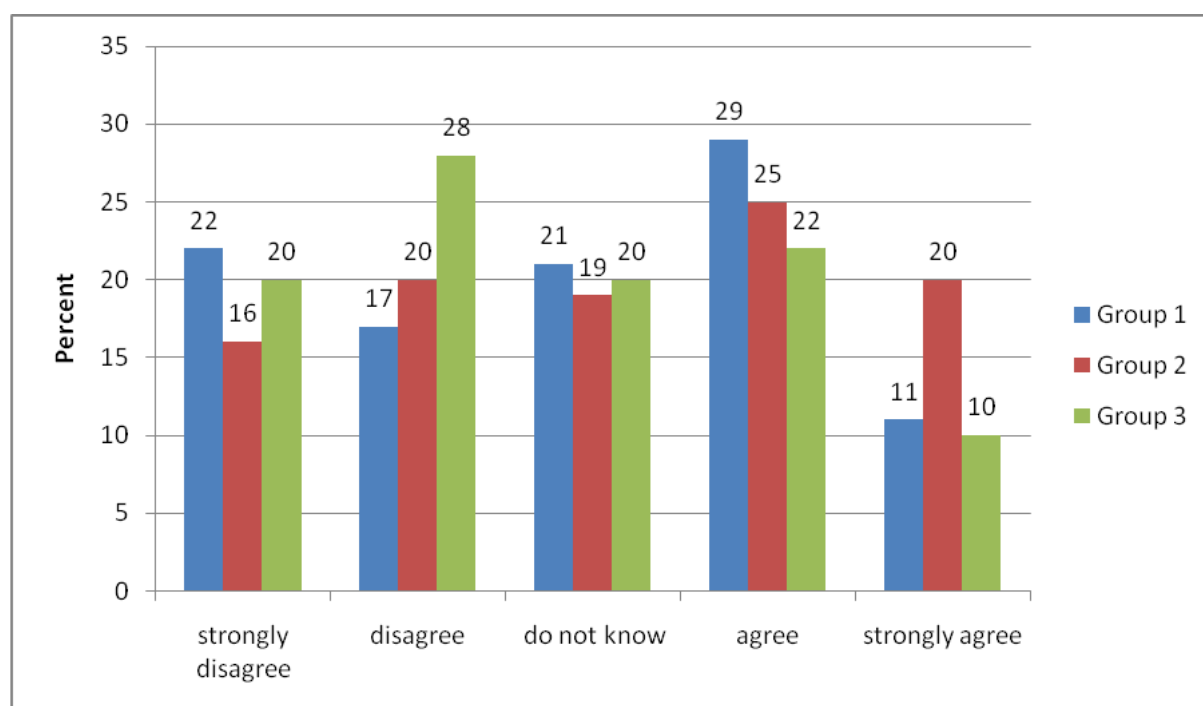


Figure 4.12: Responses on the Schools' capacity to implement public policies

The responses reflected mixed views from all the respondents. Those who affirmed statement number 12 in Group 1, Group 2 and Group 3 constitute 40%, 45% and 32% respectively. On the other hand, the respondents who disagreed with the statement in Group 1, Group 2 and Group 3 were 39%, 36% and 48%, respectively. The respondents that neither agreed nor disagreed are 21% for Group 1 respondents, 19% for Group 2 respondents and 20% for Group 3 respondents. The even spread of responses across all descriptors could be attributed to the fact that the researcher involved respondents from schools with varying backgrounds. For example, the researcher selected respondents from schools with adequate human and physical resources, like urban schools, on the one hand and respondents from

schools with diminished or depleted human and physical resources, like rural and semi-rural schools, on the other hand.

Vilakazi (2008:82) affirms that a lack of skills and resources in schools heightens resistance by school management teams (SMTs) to change which, inevitably, hinders the implementation of education related public policies. In the same vein, it can be deduced that SMTs with adequate resources are likely to have a better capacity to implement the DAS, WSE, IQMS and the DSNG. Hence, the uniform responses in figure 4.12 could be attributed to the combination of the respondents from schools with varying resources.

The significance of the above analysis of data in figure 4.11 is that the respondents from Group 1 and Group 3 respectively, affirmed the lack of capacity building as a hindrance for public policy implementation are in the majority as opposed to those who disagree. This points to and suggests that the actors have public policy implementation challenges. This is further compounded by the percentage of respondents who neither agreed nor disagreed are significant in Group 1 and Group 3, namely: 24% in Group 1, 20% in Group 3 while remaining significantly low in Group 2 at 12%. This suggests that while the EED office has taken some effort towards capacity building for public policy implementation, such efforts have not permeated and penetrated all the sectors effectively. This renders the EED office capacity building strategy inadequate to meet the capacity needs of actors involved in education related public policy implementation throughout the district area. This is in line with the view expressed in the semi-structured interviews, which highlighted the ineffectiveness or even the absence of capacity building mechanisms by the EED office (cf. 4.8.1.4).

The lack of capacity is a trend that can be related to what Molale (2004:01) has alluded to that the incapacity of public policy implementers makes it remote for South Africa (SA) to achieve true education. In echoing the incapacity problem, Gallie (2007:147) asserts that capacity is the major challenge to public policy implementation. The EED office has a responsibility to establish an improved capacity building strategy that can promote effective public policy implementation.

4.8.2.5 Public policy implementation morale

The morale of actors involved in the public policy implementation process is another area which was explored to determine the attitude of actors. Statement number 13 and the corresponding bar graph below, figure 4.13, highlights and reflects the attitude transpiring in the implementation of education-related public policies by the EED office in its area of responsibility.

Statement No. 13: The attitude towards the implementation of the DAS, WSE, IQMS and DSNG in the EED schools is positive.

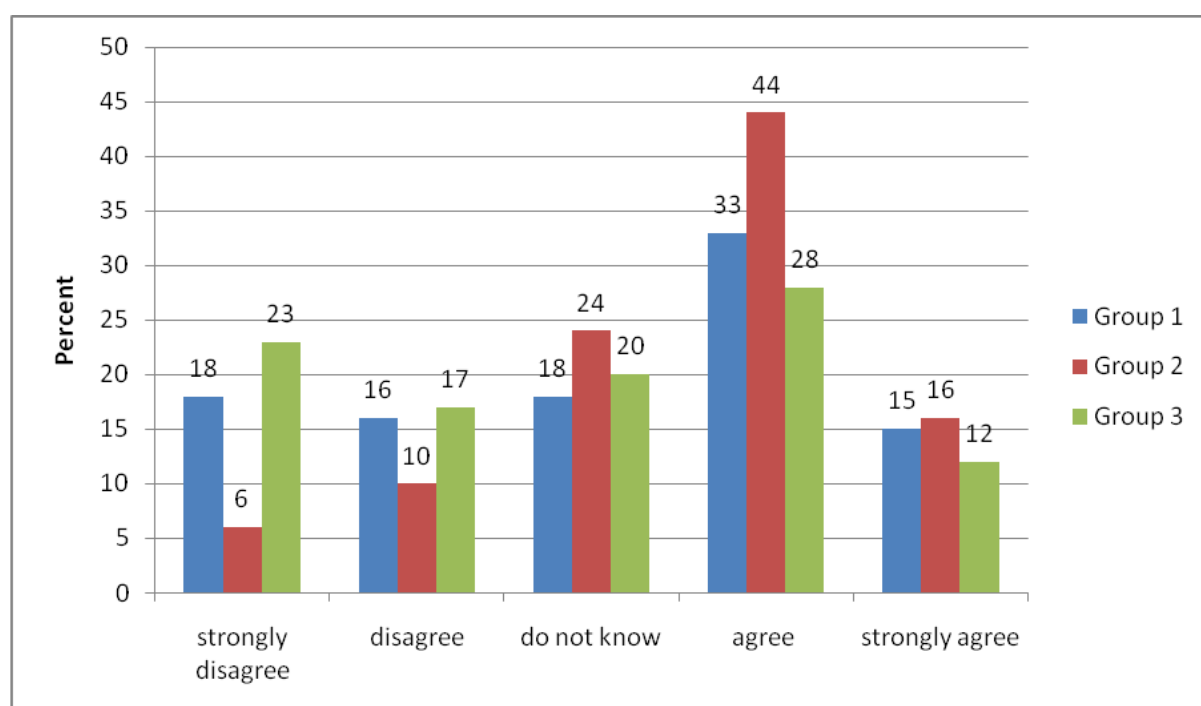


Figure 4.13: Responses on the attitude of actors

Figure 4.13 illustrates the responses to this statement (see page 182). In Group 1 those who agreed that the attitude towards implementation of education related public policies by the EED office in its area of responsibility is positive, constituted a total of 48%, while those who did not agree constituted a total of 34%. The remainder of the respondents, 18%, were neutral. In Group 2, 16% disagreed with the statement that all actors at all levels have a positive attitude towards the public policy implementation process. Those who agreed were 60% and those who were between each constituted 24%.

The Group 1 respondents who perceived the attitude towards public policy implementation as positive and those who disagreed to this effect were each significantly split at 34% and 48% respectively. The split suggested that almost half of the people who are supposed to be drivers of public policy implementation do not have a positive attitude towards its implementation. Consequently, the lack of the right attitude is likely to lead to a half-hearted effort which inevitably may translate into ineffective public policy implementation. This is consistent with the qualitative analysis on the basis of compromised enthusiasm which neutralises commitment (cf.4.8.1.5).

On the other hand, the majority of the respondents that are office-based believe that the positive attitude towards education-related public policy implementation by the EED office throughout its area of jurisdiction. Office-based respondents, being at the nerve centre of the EED office management cadre and with the belief that a positive attitude exists towards the public policy implementation processes, are susceptible to complacency that may result in not responding to any form of disgruntlement. In citing strategies that deal with the threat to public policy implementation, Mhlongo (2008:109) suggests that the problem of creating a positive morale for effective public policy implementation may be addressed by organising intensive motivational talks for disgruntled educators. The EED office has a responsibility of galvanising a positive morale among all actors involved in public policy implementation (especially school-based actors where the impact of implementation is felt) in order for effective public policy implementation to occur.

4.8.2.6 *Public policy implementation: Support mechanisms*

In this study, the support for education-related public policy implementation was perceived to be two-fold namely: within the school itself and at the EED office. Statement number 14 below and the corresponding bar graph, figure 4.14, highlights the support at school level.

Statement No. 14: There is support at school level for the implementation of the DAS, WSE, IQMS and the DSNG

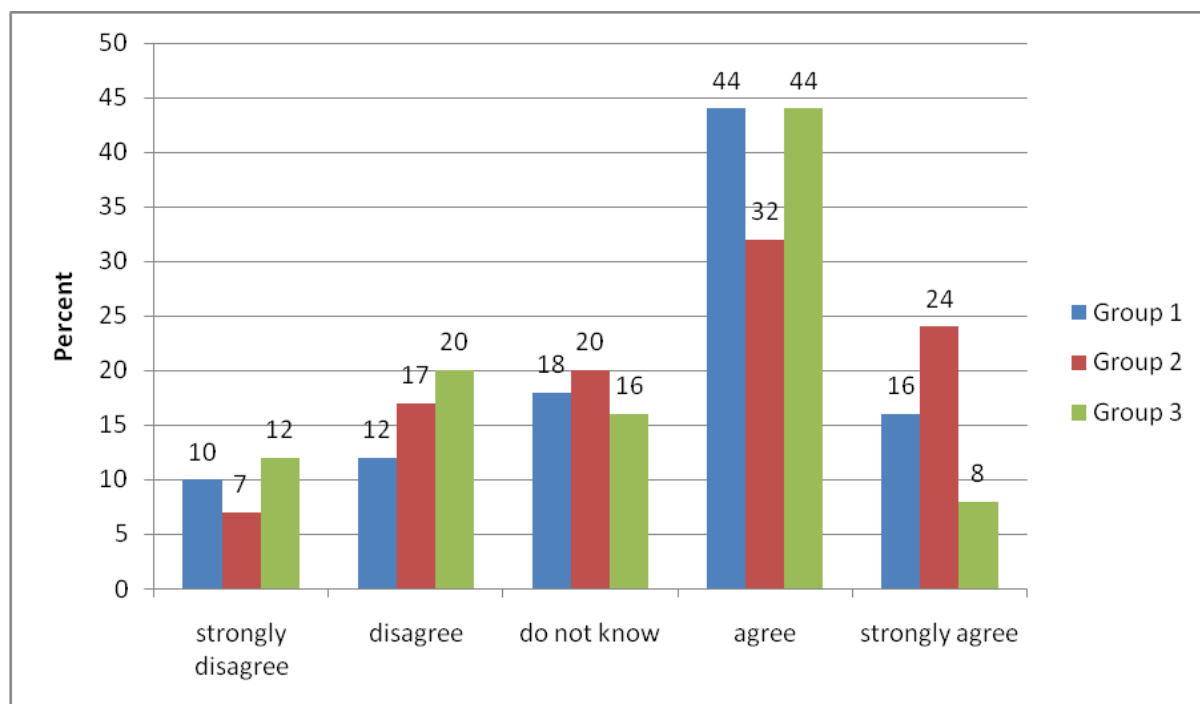


Figure 4.14: Responses on the support of the DAS, WSE, IQMS and DSNG at school level

The majority of the respondents agreed with the statement that there is support at school level for the implementation of the DAS, WSE, IQMS and the DSNG. Those who agreed in Group 1, Group 2 and Group 3 constituted 60%, 56% and 54% respectively. Those who did not agree with the statement were 22% for Group 1 respondents, 24% for Group 2 respondents and 32% for Group 3 respondents. The respondents who neither agreed nor disagreed constituted 18% Group 1 respondents, 20% Group 2 and 16% Group 3 respondents.

The significance in the presentation of the data analysis of Group 1, Group 2 and Group 3 indicates an affirmation of support in the EED's schools on the implementation of education-related public.

Statement No. 15: There is support from the District level for the implementation of the DAS, WSE, IQMS and the DSNG.

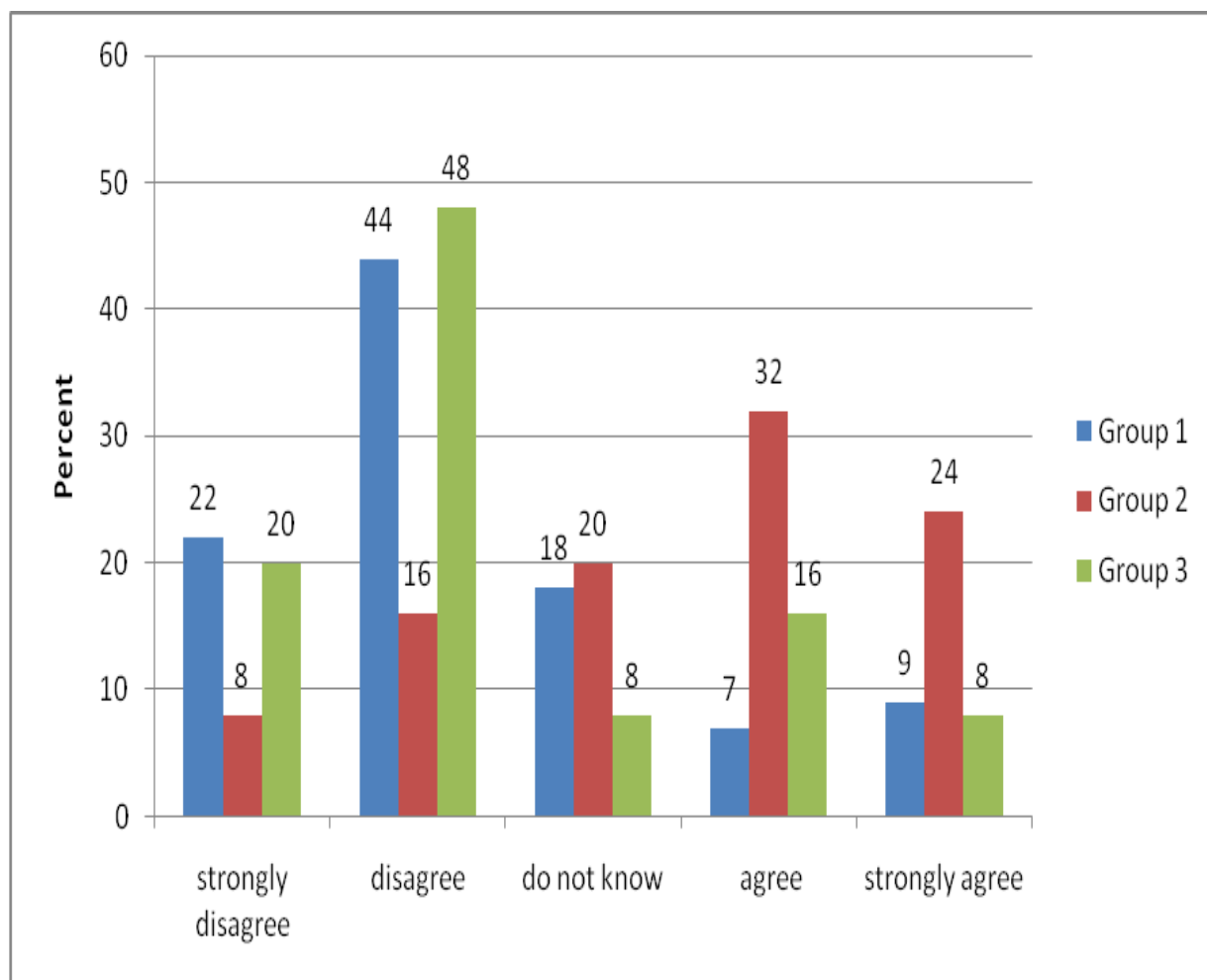


Figure 4.15: Responses on the support by the EED office

66% (i.e. 22% strongly disagree and 44% disagree) of the Group 1 respondents disagreed with the statement that the EED office provides support on education-related public policy implementation initiatives at all levels of the education district. The Group 1 respondents who agree with statement 15 constituted only 16%, while the other 8% neither agreed nor disagreed. For Group 2 and Group 3, those who agreed constituted 56% and 24% respectively while the respondents of Group 2 and Group 3 who disagreed constituted 24% and 68% of the sample, respectively. The remainder of the Group 2 respondents (i.e. 20%) and Group 3 respondents (i.e. 8%) were non-committal to statement number 15 above.

From the above graphs (i.e. figure 4.14 & figure 4.15), it can be deduced that the support for public policy implementation by the EED office suggests a fragile model that is tantamount to being inadequate and ineffective. The 66% of Group 1 and 68%

of Group 3, all under the category of those who disagree, bears testament to inadequate support for education-related public policy implementation by the EED office in its area of jurisdiction. This compares to the semi-structured interviews, which view the EED office as falling short in supporting those involved in public policy implementation processes throughout schools in the District (cf. 4.8.1.6).

England (2004:18) argues that most Provincial Education Departments have limited capacity to support schools. On the other hand, Mazibuko (2007:234) claims that without the support of the Department of Education locally, provincially and/or nationally, no initiatives can be successful. This implies that there is a need of support by the EED office if any implementation initiatives of education related public policies are to be effective and successful.

Mhlongo (2008:88) also maintains that the district officials are generally perceived as not doing enough to support those involved in the actual public policy implementation. All this is reminiscent of the challenges facing the EED in ensuring support that may render public policy implementation effective. This inevitably suggests a need for a revitalised model marked by a total departure from the features presented in Groups 1, 2 and 3 presentations of data analyses.

4.8.2.7 *Organisational structures and arrangements*

In establishing the extent of organisational structures and arrangements, the actors in their respective categories of Group 1, Group 2 and Group 3 were requested to respond to statement number 16 and 17 respectively.

Statement No. 16: In implementing the education-related public policies, the EED has an organogram (i.e. hierarchy) indicating the names of actors responsible for the implementation of education-related public policies.

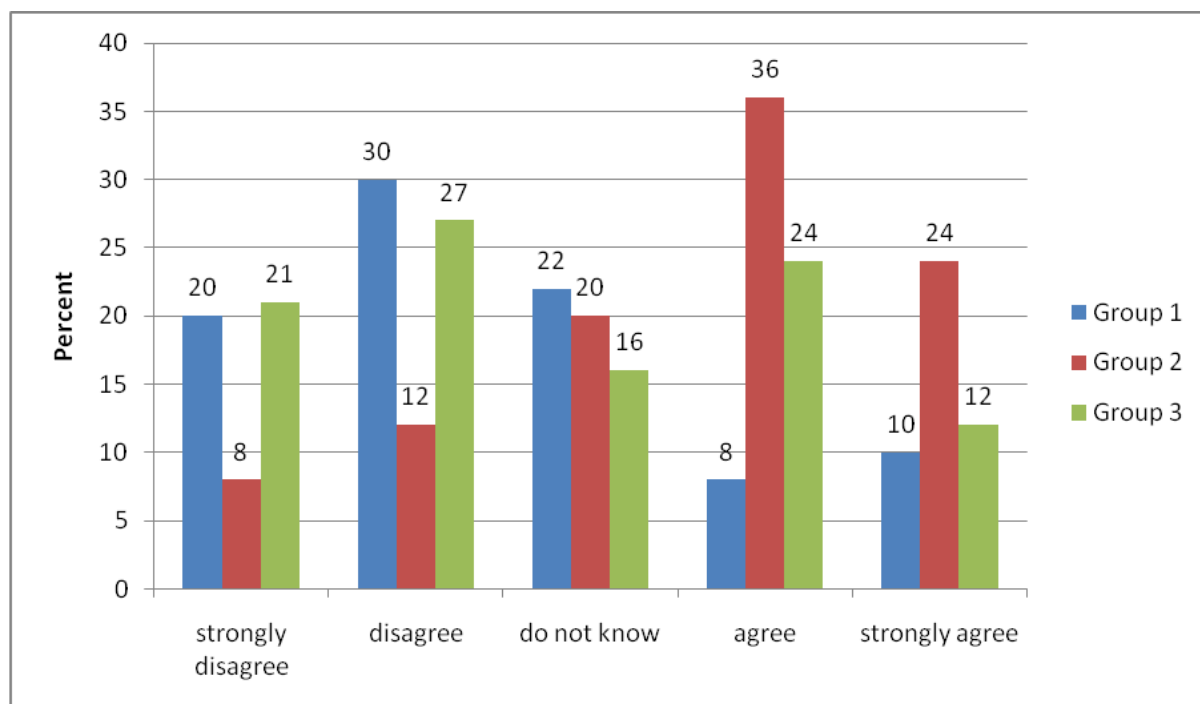


Figure 4.16: Responses on the availability of hierarchical structures

According to figure 4.16, Group 1, Group 2 and Group 3 of the respondents who agreed with statement number 16 was 18%, 60% and 36%, respectively, while those that opposed the statement (16) were 50% for the Group 1 respondents, 20% for Group 2 respondents and 48% for Group 3 respondents. The percentages of the respondents who were non-committal in Group 1, Group 2 and Group 3 were 22%, 20% and 16%, respectively.

The above analysis suggests that while the Group 2 respondents, who are part of the EED office management, seemed convinced about the availability of hierarchical structures in the EED office, a significant percentage of other actors (namely 50% of Group 1 and 48% of Group 2) disagreed with the above statement. The disagreement among actors suggests that the extent and the rate at which the implementation of education-related public policies by the EED office in its area of jurisdiction is not uniform among all actors. This, inevitably, points to a need for a public policy implementation model that can promote and improve existing hierarchical structures in a way that supports the implementation of education-related public policies by the EED office in the entire district.

Statement number 17 below sought to establish from the respondents the extent to which the designed organisational structures and mechanisms that support the implementation of education-related public policies by the EED office, exist.

Statement No.17: In implementing the DAS, WSE, IQMS and DSNG, the EED has designed organisational structures for supporting implementation process.

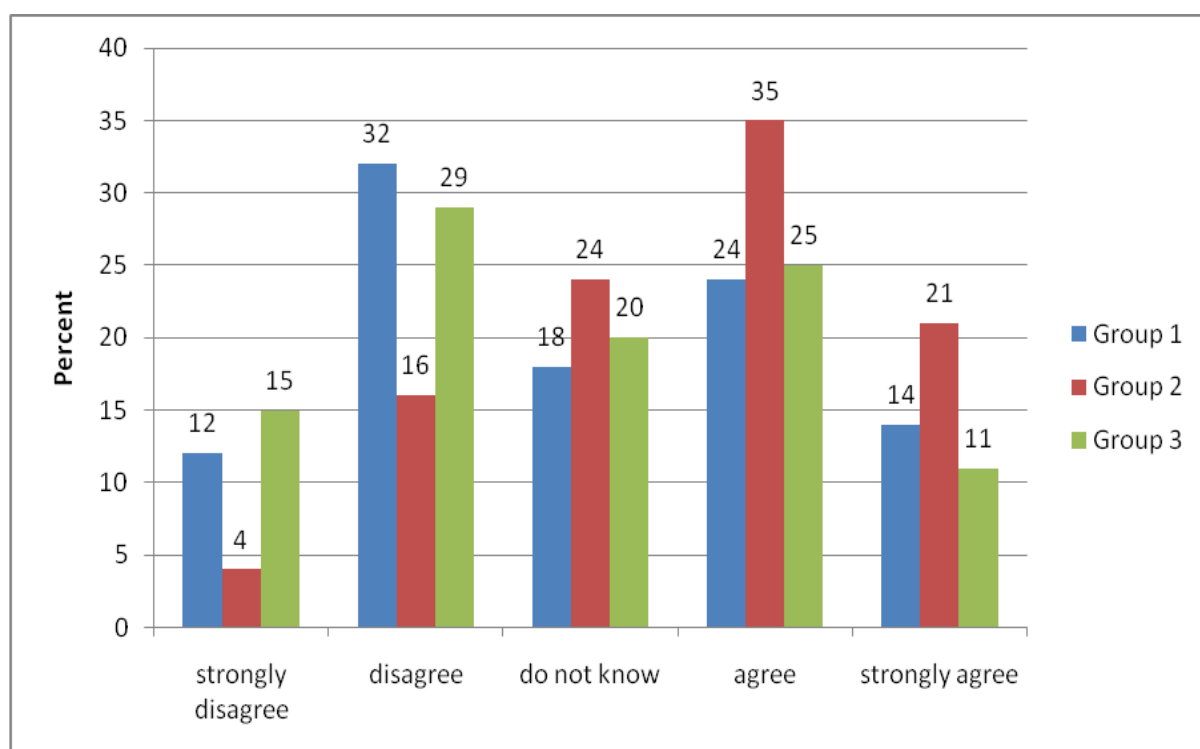


Figure 4.17: Responses on the structures and strategies

The respondents for Group 1, Group 2 and Group 3 38%, 56% and 36%, respectively agreed, that in implementing public policies the EED office has designed strategies, structures and mechanisms. The respondents who denied any knowledge of existence of any structures and mechanisms that constitute a clearly defined implementation trend were 44% of the Group 1 respondents, 20% of Group 2 respondents and 44% of Group 3. The remaining 18% of the Group 1 respondents, 24% of Group 2 respondents and 20% of Group 3 respondents could neither deny nor confirm the prevalence of structures and mechanisms to assist in the implementation of education-related public policies by the EED office in its area of jurisdiction.

The analysis of the responses from Group 1, Groups 2 and Group 3 above points to the existence of these organisational structures and arrangements, although those who affirm them, with a majority, are only in Group 2 (i.e. 56% of Group 2 respondents in figure 4.17). The underlying implication is that if internal organisational structures and arrangements are known by the minorities in Group 1 (i.e. 38%) and Group 3 (i.e. 36%), the public policy implementation management (PPIM) by the EED office is bound to be impaired as it may not be exhausted to its full scale. Consequently, this translates into ineffectiveness of public policy management. Ineffective public policy implementation correlates with the qualitative data analysis which identifies a need for improvement by the EED office in this regard (cf. 4.8.1.8).

Moloi (2002:xiv) claims that poor or non-provision of organisational structures results into ineffective public policy implementation. This suggests that developed management skills inform the determination of organisational arrangements and structures, which in turn make PPIM effective. It can be deduced that effective PPIM leads to effective implementation of public policies. In light hereof, management capacity and skills development may not be negated as it catalyses the setting and shape of internal organisational arrangements necessary for effective implementation of public policies. Therefore, as part of bolstering the PPIM, the EED office has a challenge of establishing and developing management capacity in order to improve its model on internal organisational arrangements and structures, which in turn can ensure effective implementation of education-related public policies throughout the district.

4.8.2.8 *Public policy implementation: Monitoring mechanisms*

The graphs below present the analysis of data for Groups 1, 2 and 3 respectively on the monitoring of public policy implementation by the EED in its geographical area of jurisdiction. The data collected are the responses by Groups 1, 2 and 3 to the statement 18 below.

Statement No. 18: Monitoring of the implementation of the DAS, WSE, IQMS and DSNG is undertaken by the EED office.

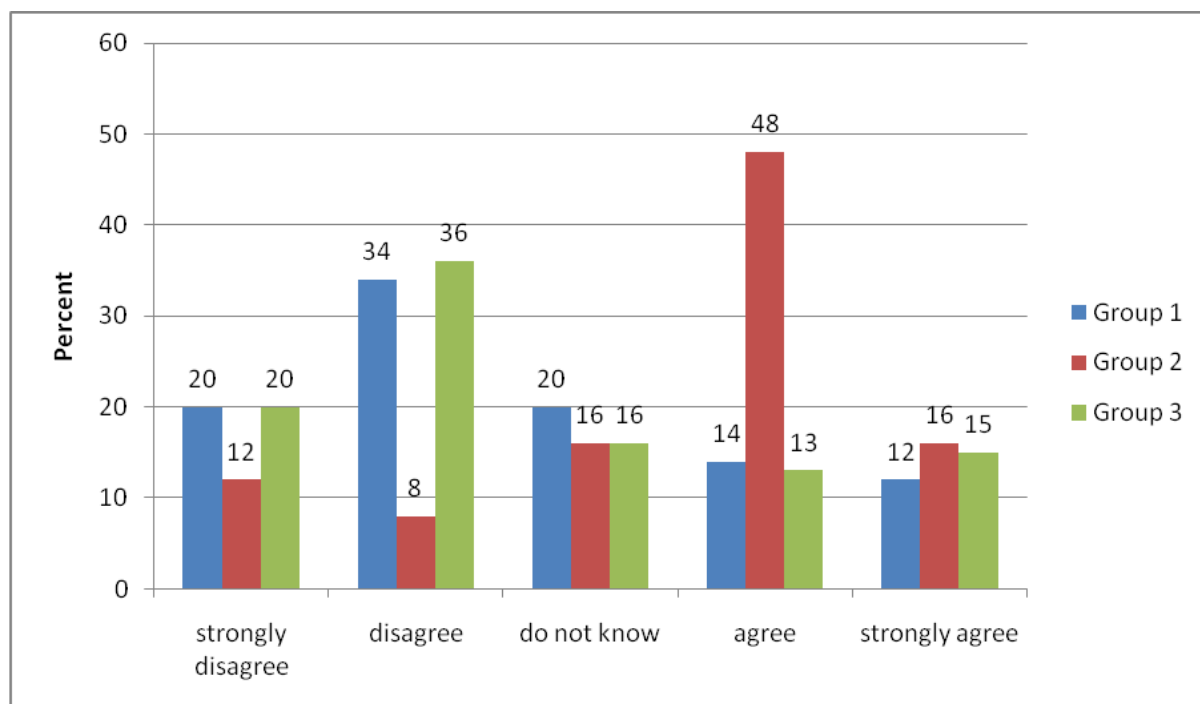


Figure 4.18: Responses on the EED monitoring strategy

In Group 1, only 26% of the respondents agreed that the monitoring of the DAS, WSE, IQMS and the DSNG is undertaken constantly by the EED office, while in Group 2, 64% of the respondents agreed with the statement that the EED office has a team that monitors the positive implementation of public policies. In group 3, some of the respondents agreed that the monitoring of the implementation of the DAS, WSE, IQMS and the DSNG takes place in an organised and traceable manner by the EED and they constituted 28% of the respondents. Those that disagreed in Group 1, Group 2 and Group 3 were 54%, 20% and 56% respectively. The percentages of the Group 1, Group 2 and Group 3 respondents who said they do not know were 20%, 16% and 16% respectively.

The above data in figure 4.18 indicates that the majority of the Group 1 and 3 respondents (i.e. school-based actors and other relevant actors) perceive the monitoring of public policy implementation to be ineffective. This is in contrast with the perception of the Group 2 respondents whose majority indicate sufficient monitoring of public policies. The indication of a lack of public policy monitoring by the Groups 1 and 3 respondents underscores the qualitative data analysis, which points to monitoring as either not occurring or insufficient (cf. 4.8.1.7). The lack of monitoring could be attributed to non-prevalence of co-ordinated plans within the

KZN basic education department (Mhlongo, 2008:93). The lack of effective and co-ordinated monitoring strategy, also prevalent in the EED office's area of responsibility, suggests that for the EED office to realise effective public policy implementation, the different units should pursue a common and well defined model. It is envisaged that through developing this strengthened model, the EED office can improve the effectiveness of education-related public policy implementation throughout the district.

4.8.2.9. *Tracing public policy implementation*

Statement number 19 below was presented to the respondents in Group 1, Group 2 and Group 3. Their responses are reflected in the corresponding figure 4.19 below.

Statement No. 19: The implementation of education-related public policies by the EED office follows an implementation pattern or cycle.

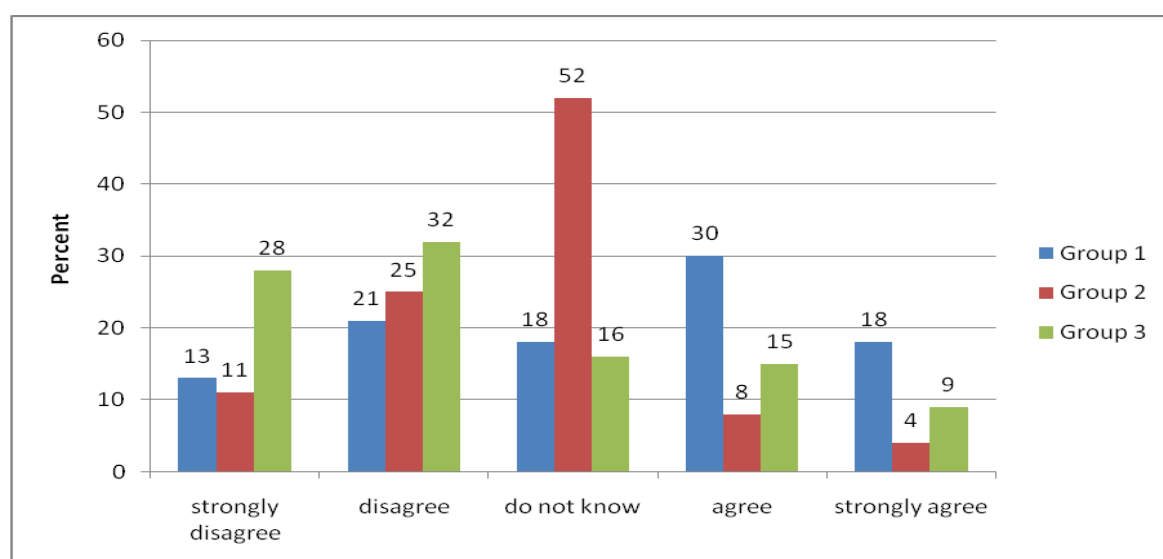


Figure 4.19: The respondents' testament to the implementation cycle

According to figure 4.20, the respondents who agreed with statement number 20 was 48% of the Group 1 respondents, 12% of the Group 2 respondents and 24% of the Group 3 respondents. Those who disagreed in Group 1, Group 2 and Group 3 were 34%, 36% and 60%, respectively. A significant 52% of the Group 2 respondents remained neutral. The responses in figure 4.20 above suggest that mechanisms of tracing education-related public policy implementation are almost

unknown by the actors involved in the public policy implementation process, or they may be non-existent in the EED's area.

The public policy implementation cycle (PPIC) suggests the designing of the implementation stages that can ensure clear traceability of the public policy implementation process. Public policies should be implemented through programmes that consist of different activities implemented in a coordinated impact chain (Van Baalen, 2005:191). This suggests the importance of a public policy implementation cycle. The ineffective or even non-existent PPIC, as indicated by the data analysis in figure 4.20, poses a challenge for the EED office and further suggests the inability to trace the process of public policy implementation in its area.

That inability to trace the process spells that the EED office has a challenge in conclusively indicating the effectiveness of the implemented public policy. This compares with and confirms the qualitative data analysis which suggested PPIC to be viable avenue that can be pursued in improving the EED office's public policy implementation strategy (cf. 4.8.1.9). Therefore, a model that incorporates PPIC may be necessary for the EED office to be able to detect implementation problems at an early stage. Such PPIC may also be a vital tool to nullify, circumvent or eradicate public policy implementation challenges, thus ensuring effective implementation of each education-related public policy.

4.8.2.10 *Public policy implementation environment (PPIE)*

Statement number 20 below on the public policy implementation environment (PPIE) was used to capture data from the Group 1, Group 2 and Group 3 respondents. The data analysis is reflected in figure 4.20 below.

Statement No. 20: The displacement of the School Management Team (SMT) members, like principals, does not affect the implementation of the DAS, WSE, IQMS and DSNG in EED schools.

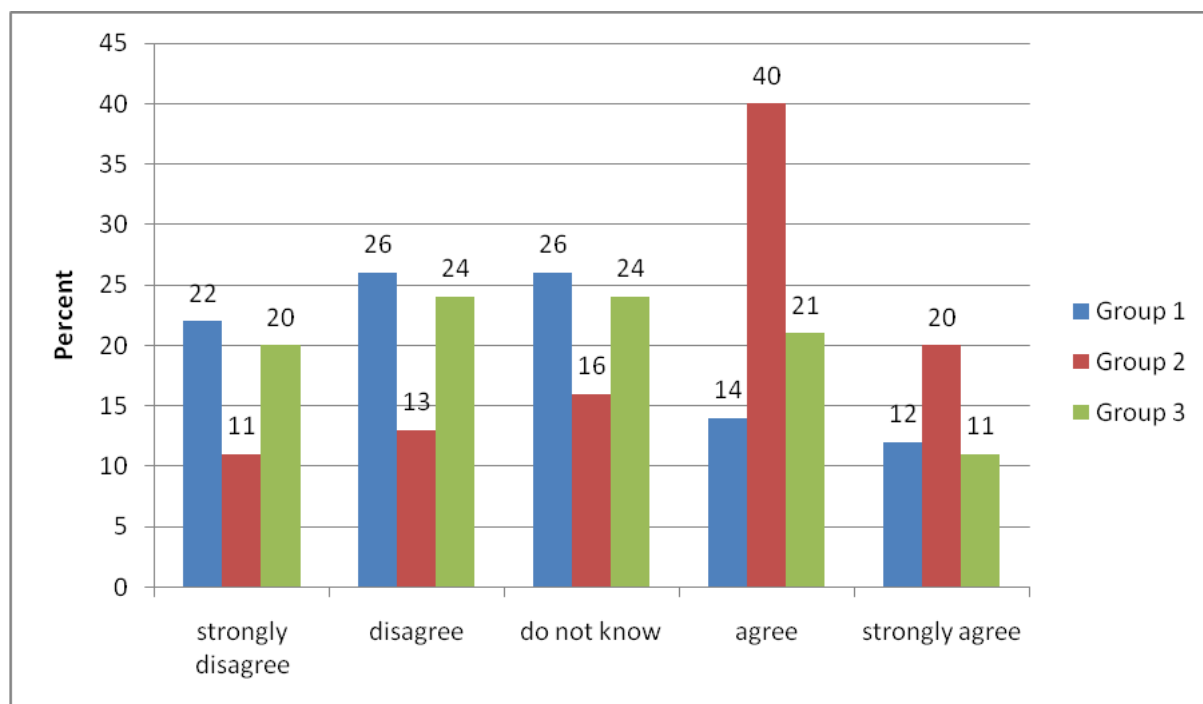


Figure 4.20: Responses to public policy implementation and SMT displacements

While the majority of the Group 2 respondents (i.e. 60%) agreed with statement number 20, the percentages of those who agreed in Group 1 and Group 2 were lower at 26% and 32% respectively. Those who disagreed with the statement in Group 1, Group 2 and Group 3 were 48%, 24% and 44%, respectively. Those who remained neutral among all the respondents was 26% for Group 1 respondents, 16% for Group 2 respondents and 24% for Group 3.

The significance of data analysis in the above bar graph (i.e. figure 4.20) suggests an agreement between Group 1 and Group 3 that the implementation of education-related public policies by the EED is affected by the displacements of SMTs. This results in an unstable school environment. This further suggests that, where there are conflicts which result in the displacement of principals, the implementation of education-related public policies is likely to be impaired. According to Steyn (2002:261), one of the strategic objectives by the Education Department is to ensure that there is a tolerant environment in schools that is free of conflict. This suggests that a stable and conflict-free environment can boost effective public policy implementation. The issue of conflict and public policy implementation is a salient point that poses a challenge for EED as stipulated in the qualitative data analysis (cf. 4.8.1.10).

4.8.2.11 Integration of public policies (IPP)

In seeking to establish the existence of overcrowding of simultaneous implementation of education-related public policies and its impact, the respondents Group 1, Group 2 and Group 3 were requested to respond to statement 21 below. Their responses constituted data analysed in the corresponding figure 4.21 below.

Statement No. 21: There is no overcrowding in the implementation of each education-related public policy by the EED office.

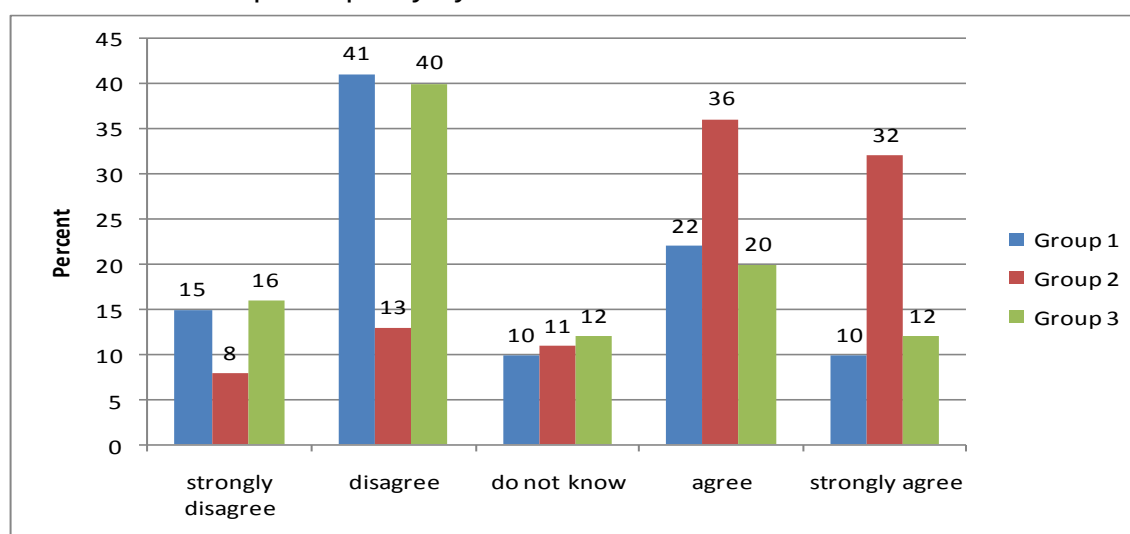


Figure 4:21: Overcrowding in the implementation of education-related public policies

While Group 1 and Group 3 of the respondents agreed with statement (constituted 32% each), 68% of Group 2 of the respondents fully supported the statement. On the other hand, those who disagreed with the statement, in Group 1 and Group 3 were 56% each while those that disagreed in Group 2 constituted 21%. According to figure 4.21, the respondents in Group 1, Group 2 and Group 3, who remained uncertain, constituted 10%, 11% and 12%, respectively. The above analysis suggests that while the respondents in Group 2 perceived that there is no overcrowding of education-related public policies, the majority of the respondents in Group 1 and Group 3 (i.e. 56% each) were of the view that there is an overcrowding of education-related public policy implementation by the EED office in its geographical area of responsibility.

Overcrowding or simultaneous implementation of public policies could imply ineffective implementation of DSNG in EED. This underscores the qualitative data which also articulated that simultaneous implementation dilutes strength and focus of each public policy (cf. 4.8.1.11). However, simultaneous implementation of public policies is inevitable. Hence this tends to suggest a public policy implementation model that may require accommodation of this overcrowding yet having a nullifying effect, to ensure that the strength, focus and effectiveness of public policies implemented are not compromised. An improved model will be discussed in Chapter six which envisages accommodating this nullifying effect.

4.9 CONCLUSION

Public policy implementation is vital to the life of any institution. The EED office as a public institution is also subjected to public policy implementation. This chapter investigated the nature and the extent of the education-related public policy implementation process of the EED office in its area of jurisdiction.

The presentation of the data analyses revealed the public policy implementation challenges facing the EED office. These challenges, determined during this investigation, incorporate a lack of effective communication, lack of skills and capacity by those expected to implement education-related public policies, lack of district monitoring and support strategy and prevalent conflict in schools. The above-mentioned challenges underscore and are in line with the problem statements (cf. 1.3). The public policy implementation challenges were encapsulated in the analysis of themes that emerged as a result of the data coding process. These challenges constituted a point of departure for the improved model. Subsequently, an improved public policy implementation model for the EED office discussed later in this thesis is not limited to the above-outlined analyses as it is designed to satisfy the last research objective (cf. 1.5) of this study.

In the quest of finally presenting an improved public policy implementation model, the current public policy implementation model was first earmarked to be discussed in the next chapter (i.e. chapter 5) of this study. Chapter 5, reflecting on the current model and derived mainly from the research data presented in this chapter (i.e.

Chapter 4), is intended to reveal the contrast between the EED's current public policy implementation model and the envisaged strengthened public policy implementation model presented in Chapter six of the study.