

CHAPTER 6

IMPROVED MODEL ON PUBLIC POLICY IMPLEMENTATION WITHIN THE EMPANGENI EDUCATION DISTRICT IN THE KZN PROVINCE

6.1 INTRODUCTION

This chapter seeks to present an improved model on public policy implementation (PPI) in Empangeni Education District (EED), a sub-structure of KwaZulu-Natal's (KZN's) basic education sector. The improved model highlights new processes in the PPI environment. It is envisaged that, through this improved PPI model, this study will, over and above contribute to the body of knowledge on education and will also attempt to address the PPI challenges pertinent to the EED. These challenges (emanating from deficiencies) have been identified through the use of data analyses and a designed checklist (cf. 4.6 & 5.2). They have also been extrapolated in the EED's primary PPI structure and in subsequent structures depicting stages of the public policy process in the EED's current activities (cf. 5.6).

This contribution further seeks to ensure that the implementation all future EED's of education related public policies more efficient and effective. Based on the above account, the current EED strategy forms the basis and a point of departure for the improved model. Consequently, the improved model attempts to present distinguishable contrasts, in order to highlight the extent of how the PPI process has been improved.

This chapter highlights the summary of the challenges to the public policy processes before presenting the EED's improved new model.

6.2 CHALLENGES: EED'S CURRENT PPI MODEL

The identification of deficiencies in the EED's current PPI model and an attempt to address these challenges is the core of the study objective (cf. 1.5). By highlighting the

deficiencies as challenges, the researcher intends to signify the impact of the proposed improved (also called the strengthened) EED's PPI model compared to the current model. Consequently, the challenges of the EED's current PPI model can be summarised as follows:

- The primary structure of the current EED's PPI model is a top-down directional structure which underscores the top-down cascading model (cf. 5.6 & Figure 5.3).
- The current communication technology, does not take advantage of the 21 century's information computer technology in order to establish a user-friendly, effective and efficient work environment (cf. 5.6.2.2).
- The simultaneous implementation of education-related public policies poses a challenge to internal organisational arrangements such as PPI structures and personnel (cf. 5.6.1.1).
- The EED's current PPI activities need to reflect more on the forging of coalition and collaboration in the quest of analysing, internalising and contextualising PPI (5.6.2.1).
- The material and mechanisms used to perform functional work do not accommodate all the role-players (also called actors in this study) according to their demographical needs such as language. Consequently, the actors are unable to render their services at the optimum level (cf. 5.6.2.3).
- The EED's work processes seem to overlook potential role-players which enable a climate conducive to conflict. This scenario is detrimental to effective PPI (cf. 5.6.2.3).
- There is a need for a heightened supportive role by the district officials in order to relieve the over-stretched circuit management officials (cf. 1.3 & 5.6.3.1).
- The two or three days, currently accepted as a capacity building period by those expected to implement education-related public policies, is not proportional to the volume of work to be covered. This is an inadequate period for capacity development in the EED's current model (cf. 5.6.3.1).

- The EED needs a strengthened approach in order to append the budget to PPI and strategically assign the oversight responsibility to specialised PPI personnel than the current random selection of individuals. (5.6.3.2).
- There is no clear evidence of continuous and deliberate monitoring of specifically implemented education-related public policies either at the beginning or end of the term (cf. 5.6.4).
- The EED's PPI process does not make mention of reporting, evaluation, modification and resubmission or re-implementation of the public policies, which are essential for effective PPI processes (cf. 5.6.4).

The above-discussion is an embodiment of sub-statements which constitute the problem statement which outlines the EED's PPI challenges. It also expresses the research objectives which stress, *inter alia*, the need for a new model in order to address the EED's PPI challenges (cf. 1.3 & 1.5 respectively). The proposed improved PPI model is presented and discussed. The relevance of a new PPI model is highlighted and contextualised below.

6.3 PROPOSED EED'S IMPROVED PPI MODEL

The EED's PPI challenges suggest a need for an improved model (cf. 5.2, 5.6.2.2, 5.6.2.3, 5.6.3.1 & 5.6.4). Consequently, the EED's improved model incorporates two-pronged processes namely: the EED's strengthened PPI six phases and the EED's strengthened communication of the PPI model.

In section 6.3.1 the focus will be on the six phases, their subsequent ten stages and the flow diagrammes indicating how the processes unfold. On the other hand, section 6.3.2 indicates how communication emerges from being a stage process, in the current model, into an indispensable part of the EED's improved PPI model.

6.3.1 EED's strengthened PPI phases

In the quest of strengthening the incumbent EED's PPI strategy, six phases are addressed as mentioned below. This is two phases more than the current model as discussed in chapter 5 of this study (cf. 5.6, Figure 5.3). The six phases are:

- the introduction of public policy (See fig 6.1);
- analysis and internalisation of public policy;
- creation of PPI coalitions with other education departments;
- supporting, monitoring and reporting of PPI;
- the PPI feedback; and
- the PPI resubmission strategy.

Each of these phases is discussed later in this chapter, indicating how they have been strengthened when compared to the current EED's PPI model. In the mentioned six phases there are 10 stages. This implies that the EED's improved PPI model has three additional stages compared to the seven stages of the current PPI model (cf. 5.6, Figure 5.3). This is an indication that the current situation has been adapted to address the new PPI. The ranking of the ten PPI stages in the EED's improved PPI model is also discussed later in this chapter.

The phases and stages of the EED's improved model are illustrated in Figure 6.1 below, which represents the primary schematic representation of the EED's strengthened phases and stages (see page 238). Since the proposed PPI model is modified from the incumbent PPI model, the first four phases, albeit being strengthened, are the same phases as those of the EED's current model presented in the previous chapter (cf. Figure 5.3). The last two phases, therefore, mark the features which are envisaged to strengthen the EED's proposed PPI model. The public policy implementation unit (PPIU) is a proposed structure in the EED's improved model, which provides human resources to co-ordinate the PPI processes.

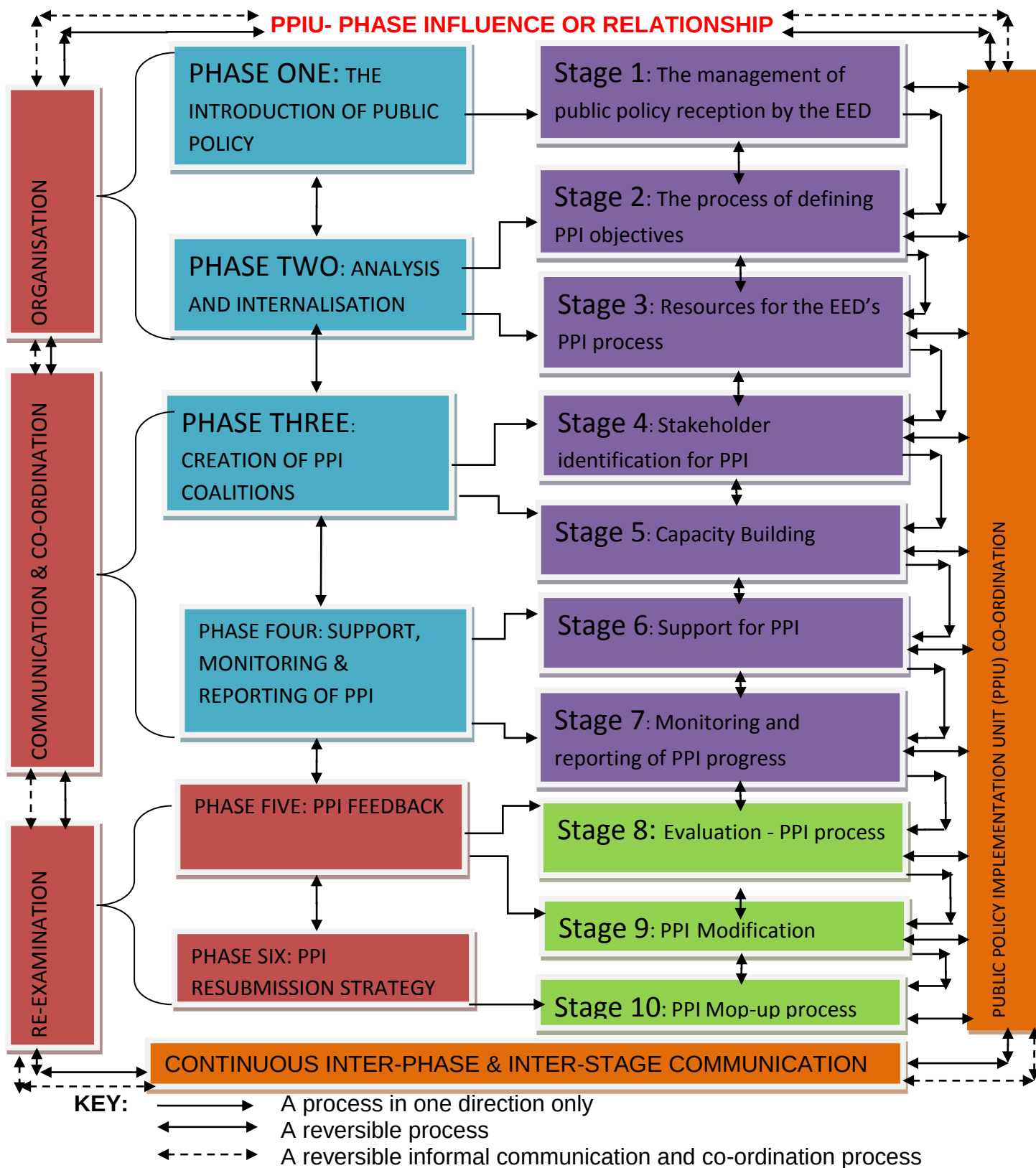


Figure 6.1: The EED's strengthened PPI model

Source: Researcher's adaptation from the EED's current model

The PPIU is a new improvement in the new proposed model. The details and outline of how the public policy implementation unit (PPIU) functions are elaborated in this section and will also subsequently appear in stages 1, 2, 3, 4, 5, 6, 7, 8 and 9.

Over and above the two phases added to the improved model (i.e. phases 5 and 6), Figure 6.1 represents further notable attributes that distinguish the EED's strengthened model from the current situation in the EED (See the EED's PPI model presented in the previous chapter, cf. Figure 5.2). At the core of the strengthened PPI strategy is the PPIU, which, according to this new model, has to oversee the organisation, communication, co-ordination and re-submission of modified PPI processes. It is envisaged that having a responsible and accountable PPIU can bring about improved commitment, efficiency and effectiveness in all education-related public policies, attributes that are not prominent in the EED's current PPI model (cf. 5.6). This suggests it to be a unit of expert knowledge on public policies implemented in the education environment. Expert knowledge, in turn, suggests knowing the PPI deliverables and being able to assess and give an account of the entire PPI process.

It is also envisaged that the PPIU is inclined to promote a continuous effective inter-phase and inter-stage two-way communication activity. Continuous back and forth communication highlights the importance of communication and seeks to address the challenge of lack of continuous communication in the EED, which has, consequently reduced communication to be a once-off stage event in the EED's current PPI model, rather than a continuous process as recommended (cf. 1.3, 3.2.1.2.3, 3.2.5.3, 4.8.1.3, 4.8.2.3 & 5.6.2.2). The back and forth flow of continuous communication is depicted by a two-arrow directional structure of the above-outlined strengthened model (cf. Figure 6.1). In addition to formal reversible communication, the improved EED PPI model allows for two-way informal communication and co-ordination. The two directional informal communication and co-ordination processes are not only limited to the primary structure but are also applicable to the first six stage processes and the second section of the strengthened EED model. This inevitably makes the main structure of the EED's new PPI model to have both top-down and bottom-up (formal and informal)

communication channels, This is an improvement to the current PPI model discussed in the previous chapter (cf. 5.6 Figure 5.1, 6.2 & 6.3.1 Figure 6.2).

According to the EED's suggested improved PPI model, all six phases are attached to specific foci. Phases 1 and 2 focus on the introduction of public policy and analysis and internalisation respectively and are regarded as phases that deal with organising aspects. Phases 3 and 4 focus on the creation of PPI coalitions and monitoring for PPI and are categorised as dealing with co-ordination and communication. Co-ordination and communication are essential focus points for effective PPI processes (cf. 5.5.2.2). Phase 5 deals with the PPI feedback and phase 6 focuses on the PPI resubmission strategy, the adaption to the relevant phases that renders the above-outlined phases and stages to constitute a more improved PPI model as compared to the EED's current PPI model (cf. 5.6 Figure 5.3). This adaption to the improved PPI model suggests a more hands-on approach to the EED's PPI processes as they incorporate the feedback and resubmission phases. This refers to an improved PPI model for evaluation, improvement and re-submission of the education-related public policies for another round of the implementation process. The two added phases suggest an improved, efficient and effective PPI process.

Encapsulated in the six phases of the improved EED model are the activities of the ten stages which entail the following (see Figure. 6.1):

- Stage 1: The management of public policy reception by the EED.
- Stage 2: The process of defining PPI objectives.
- Stage 3: Resources for the EED's PPI process.
- Stage 4: Stakeholder identification for PPI.
- Stage 5: Capacity building.
- Stage 6: Support for PPI.
- Stage 7: Monitoring and reporting of PPI progress.
- Stage 8: Evaluation - PPI process.
- Stage 9: PPI Modification.
- Stage 10: PPI Mop-up process.

The ensuing discussion of the above-mentioned stages explains how the proposed EED's PPI model is strengthened. It also seeks to link such envisaged strengthening of the stages within the contexts of the phases and the main objectives of the study. This includes the focus on the public policy process, establishing the EED's PPI challenges and proposing the EED's improved or strengthened PPI model (cf. 1.5). This further implies that the discussion of the strengthened phases and stages is bound to unveil the challenges of the EED's current PPI model and in the process serve as a guide of how such challenges can be overcome to ensure an improved PPI process in the EED's area of responsibility.

The phases and relevant stages are discussed below.

6.3.1.1 *Phase one: Introduction of public policy*

According to the EED's current PPI model (see the previous chapter), the introduction of public policies to be implemented is the responsibility of the district directors as these are cascaded down into the districts (cf. 5.6.1). The proposed new model, as outlined in Figure 6.1 above, features a modified cascading approach for public policies to be implemented, which suggests improved management of the PPI process that is spearheaded by the public policy implementation unit (PPIU). The PPIU, as mentioned, is an improvement and is part of the new proposed model. The details, outlining how the PPIU functions will appear in stage 1 of this above-mentioned phase and subsequently in stages 1, 2, 3, 4, 5, 6, 7, 8 and 9. Stage 1, within the context of phase one is discussed next.

6.3.1.1.1 *PHASE ONE - STAGE 1: MANAGEMENT OF PUBLIC POLICY RECEPTION BY THE EED*

According to the current EED PPI model, stage 1 features the EED's management responsible for the reception and distribution of public policies to be implemented (cf. 5.6.1.1). It also emerged from the research interviews and research data analyses that the current PPI model faces challenges regarding a lack of harmony and synergy and a

compromised PPI influence. Such compromised PPI influence is attributed to the EED management. The members also have other responsibilities and insufficient personnel to take responsibility for additional tasks such as coordinating the PPI processes (cf. 4.8.1.6 & 4.8.1.11).

The strengthened stage 1 of the EED's improved PPI model, illustrated in Figure 6.2 below (see page 246), is more specific since it identifies the PPIU as being directly responsible for all co-ordination of PPI processes within the District. The introduction of the PPIU in the strengthened PPI model suggests increased accountability, purposeful effort and improved co-ordination which all point to a strengthened and an effective public policy implementation management (PPIM) function. The PPIM suggests a positive knock-on effect on the EED's internal organisational arrangements with a capacity to meet the identified challenges on structures and personnel for PPI (cf. 1.5, 3.2.5 & 5.6.1.1).

According to EED's strengthened PPI model's stage above, the new modification of PPIU, headed by the PPIU coordinator who reports directly to the district director, synergises all public policy processes with other activities in various units and ensures open and continuous liaison among these units. The dotted lines mark an informal communication and co-ordination line in-between the EED's director, the PPIU head and the district PPIU co-ordinator over and above the formal processes indicated by solid arrows. This modification suggests a closely monitored and balanced approach towards effective PPI in EED's area of responsibility. It also ensures that each of the EED's five units, in spite of having to carry out its core duties, gets the support and guidance from the PPIU to also harmoniously infuse PPI processes to its programmes, consequently, also making these PPI processes a priority.

Phase 1 stage 1 processes are encapsulated in the following schematic representation:

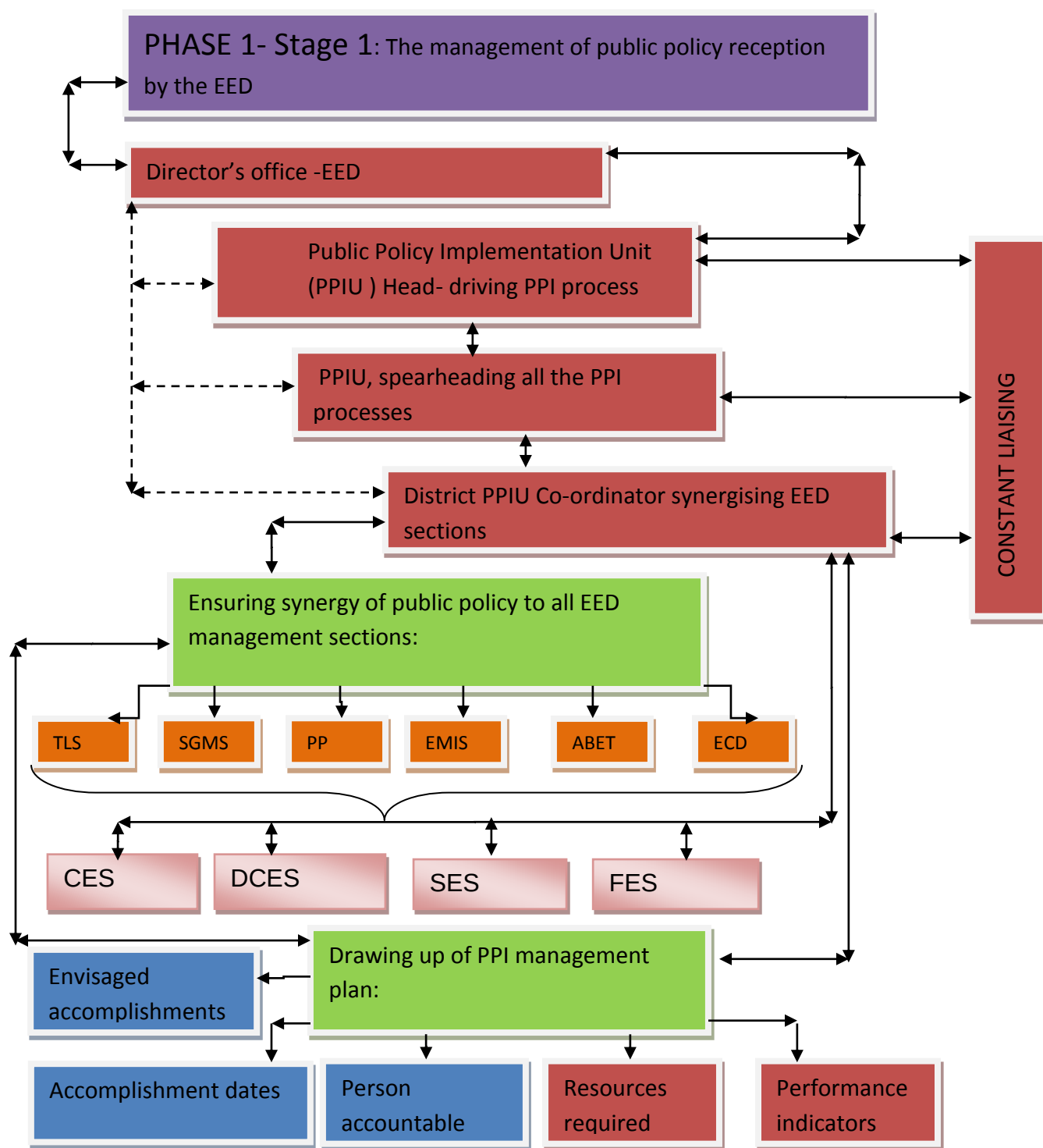


Figure 6.2: Management of public policy reception
Source: Interview with EED's management officials

KEY: EED - Empangeni Education District
 TLS - Teaching and Learning Services

SGMS - School governance and management services

PP - Physical Planning

EMIS - Education management and information systems

ABET - Adult basic education and training

ECD - Early childhood development

CES - Chief Education specialist

DCES - Deputy Chief Education specialist

SES - Senior Education specialist

FES - First Education specialist

The two-directional arrows between the CES who heads each unit and the PPIU coordinator who reports to the EED's director, also provide traceability of the PPI processes and a two-way communication system, which are lacking in the first stage of the old model discussed in the previous chapter. PPI traceability and the two-way communication have been identified as some of the challenges of the current EED's PPI processes (cf. 4.8.1.11 & 5.6.1.1).

The empirical research findings, based on the feedback from respondents, also revealed a challenge of public policy implementation management (PPIM) (cf. 4.8.1.8). The inclusion of the two subsections, in the drawing up of the PPI management plan, namely: the resources required (for providing supportive structure and personnel) and the performance indicators (assisting in determining how EED's PPI unfolds), as indicated in Figure 6.2 above, is envisaged to strengthen the EED's PPI strategy to meet the PPIM challenge.

6.3.1.2 *Phase two: Analysis and internalisation*

According to the primary structure of the EED's strengthened PPI model, phase two comprises of two stages namely: Stage 2: the process of defining PPI objectives and Stage 3: resources for the EED's PPI process. Stages 2 and 3 are discussed below.

6.3.1.2.1 *PHASE TWO STAGE 2: PROCESS OF DEFINING PPI OBJECTIVES*

The research respondents and literature review have revealed that the process of defining the PPI objectives entails the analysis and the contextualisation of the PPI processes (cf. 2.2.5.4.2 & 5.6.2.1 Figure 5.4). However, the attempt by the current PPI model, to suit the urban and rural contexts located in the EED's jurisdictional area, posed a contextualisation challenge in defining the EED's PPI objectives (cf. 5.6.2.1). The PPIU as a new unit can strengthen the EED's PPI model and provide a formal organisational structure that oversees and supports the unfolding of the PPI processes in schools.

The improved EED's PPI model incorporates stage 2, which features the PPIU coordinator at both the EED and circuit level as outlined in Figure 6.3 below (see page 249). According to the strengthened strategy, the PPIU coordinators are a formalised structure that facilitates an inter-stage liaison of the implemented public policies. This suggests the prevention of the challenge on inconsistency and a compromise of PPI as it is cascaded to various lower levels of the EED, due to the non-existence of the formal structure in the EED's current model (cf. 4.8.1.3).

The district-circuit liaising, the reversible communication and co-ordination process (marked by dotted lines) and the inter-stage liaising in the EED's strengthened PPI model, advocate for the continuous and traceable co-ordination of the PPI processes. This is a modification that is not provided for in the EED's existing PPI model (cf. 5.6.1.1). Continuous and traceable co-ordination further imply ensuring that all pre-set PPI objectives are realised and upheld at district, circuit and school levels. This borders on seeking to maintain the same standards and consistency throughout all levels of the EED's PPI processes.

Phase 2 stage 2 processes are represented in Figure 6.3:

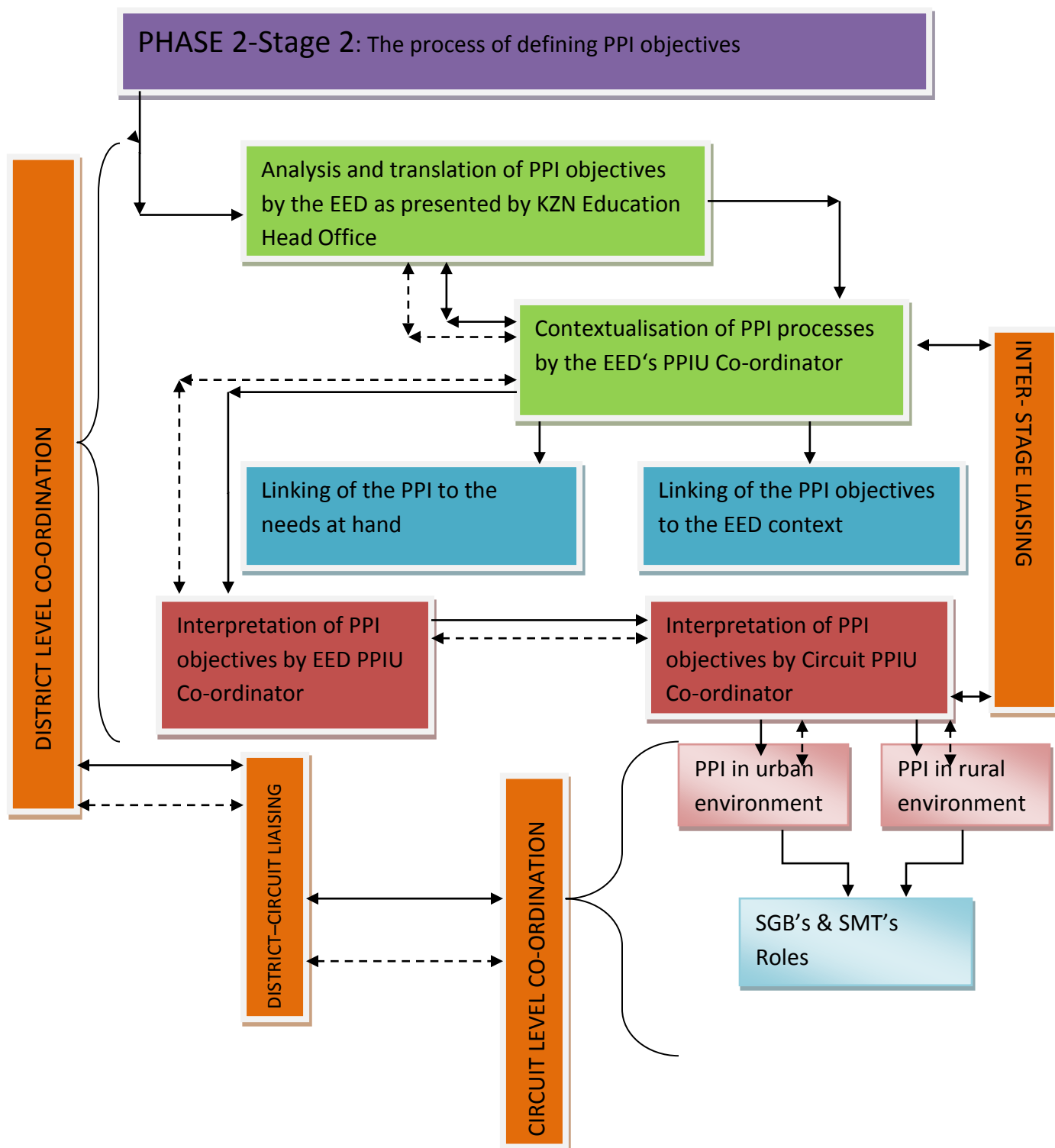


Figure 6.3: Process of defining public policy objectives
Source: Interview with the District Director

Consequently, the proposed modifications in stage 2 suggest notable improvements that seek to strengthen the EED's PPI current model. The strengthened PPI stage is envisaged to reveal what the EED's strengthened PPI model processes entail. It also seeks to establish the extent of its effectiveness in addressing research objectives as compared to the EED's current stage 2 processes (cf.1.5).

6.3.1.2.2 *PHASE TWO STAGE 3: RESOURCES FOR THE EED'S PPI PROCESS*

It has emerged from the EED's current PPI model that the EED is faced with a challenge of not having personnel solely responsible for the rolling out of the PPI processes (cf. 5.6.3.2). This implies that the PPI processes are entrusted to senior managers of other units, who have to incorporate them with their individual core responsibilities for which they are employed. The qualitative evidence and literature review revealed that not having personnel to deal directly with PPI processes, as their core function, poses challenges on accountability, commitment and consistency by those appointed to oversee the PPI process (cf.2.2.5.3.4.3 & 5.5.3.2).

An improved stage of the EED's strengthened model, outlined in Figure 6.4 below (see page 248), seeks to address the challenge of the lack of personnel to be solely responsible for the PPI processes. According to Figure 6.4, over and above the assistance of senior managers, the day to day co-ordination of PPI processes is undertaken by the new public policy implementation unit (PPIU), district and circuit coordinators and take informal communication arrangement. This will prevent the incorporation of the PPI core tasks to other units, an exercise which dominates the EED's current PPI model (cf. 5.6.1.1). The details of PPI processes, as enunciated in stage 3, are illustrated in Figure 6.4.

The illustration marks a departure from the EED's existing stage since it defines the specific new roles of the PPIU coordinators. The informal communication and co-ordination processes, marked by dotted lines, further overarches and strengthens the PPI stage processes. According to Figure 6.4 below, all the EED's PPI processes

remain the core responsibility of the PPIU. Consequently, the PPIU coordinators have various specific roles embodied in the stage processes and sub-stage processes in the above is outlined Figure 6.4. These, *inter alia*, include:

- coordinating planning and needs assessment for effective PPI implementation;

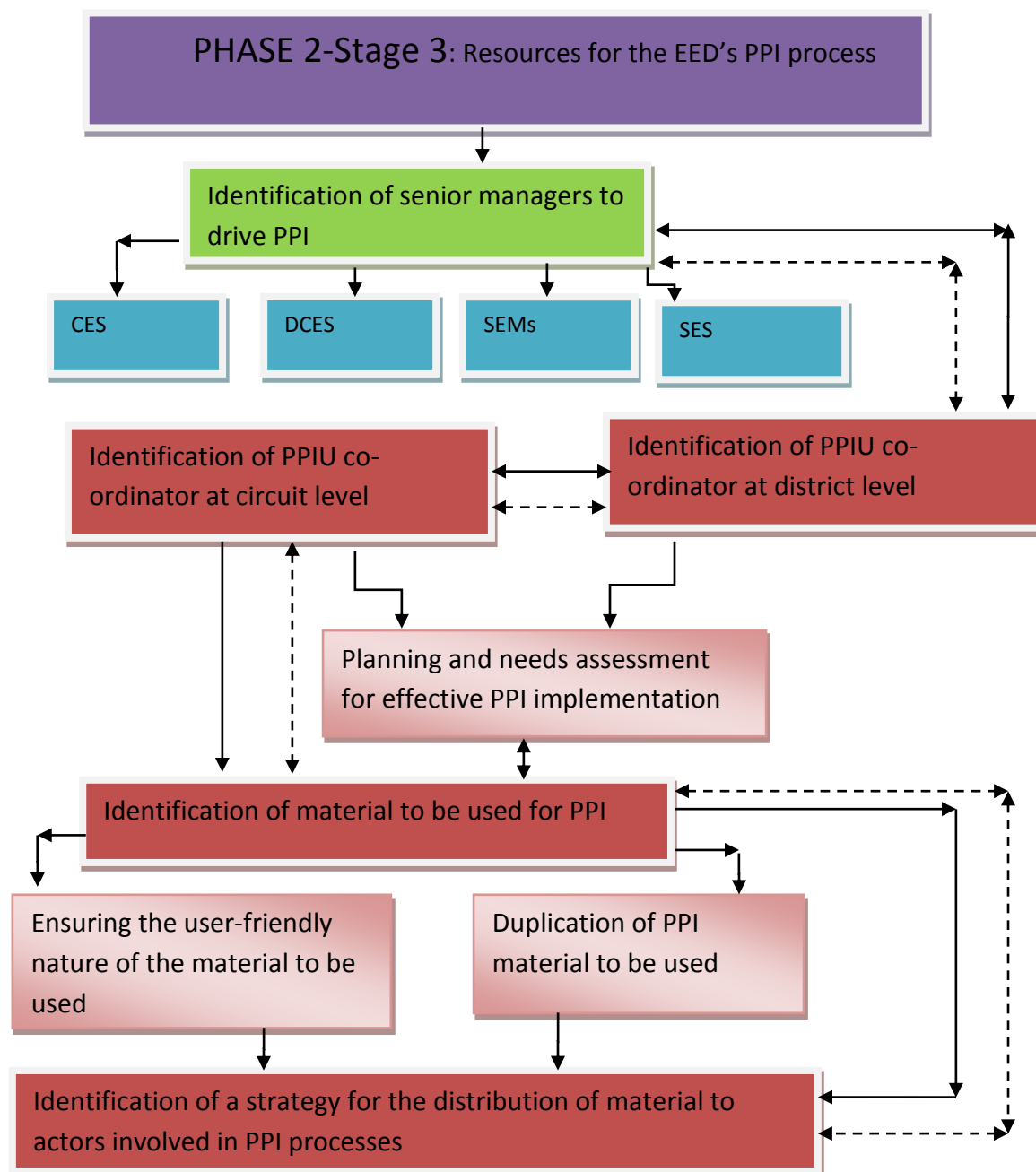


Figure 6.4: Resource allocation for the EED's PPI process
Source: Interview with a senior official

- identification, duplication and checking of the user-friendliness of material to be used for PPI; and
- identification of a strategy for the distribution of material to actors involved in the PPI processes.

The above-mentioned core responsibilities of the PPIU signify a shift from the EED's trend of depending on the personnel of other units to advance the PPI processes. The introduction of the PPIU is envisaged to erode the challenge of insufficient personnel responsible for the advancement of the EED's processes, which results in entrusting PPI by assigning it to units with no PPI skills. The PPIU also seeks to address the challenge of commitment and inconsistency that emanate from juggling PPI processes with the previously compiled programmes of the EED's other units (cf. 5.5.3.2 & 6.2). The introduction of the PPIU borders on the identification of the EED's internal organisational arrangements for the implementation of education-is one of the study's research objectives (cf. 1.5). The introduction of the PPIU, in the quest of strengthening the EED's PPI model, is also envisaged to improve general public policy implementation management (PPIM), an element that is not so evident in the EED's current model (cf. 4.8.1.8).

It also emerged from the respondents that the introduction of a public policy implementation cycle (PPIC) to the EED's current model, is one way of strengthening it (cf. 4.8.1.9). The processes that take place in stage 3 above suggest a traceable cycle, much in keeping with the primary structure of the proposed strengthened EED model (cf. 6.3 Figure 6.1). The PPIC, therefore, marks an improvement to the EED's PPI strategy in addressing the lack of uniformity, which, according to empirical research findings, is evident in the current EED's PPI model (cf. 4.8.1.9). This implies that the PPIC allows for a determination of a general sequence, in all stages of PPI processes, which enables the easy detection and documentation of all the PPI problems, in the quest of seeking solutions to them or even avoiding them in future. The third phase of the EED's strengthened model is discussed next.

6.3.1.3 Phase three: Creation of PPI coalitions

According to Figure 6.1 of the EED's improved model, the process of creation of PPI coalitions is encompassed in two stages (i.e. stages 4 and 5). These stages entail the stakeholder identification for PPI and capacity building. It is envisaged that this phase will contribute in addressing a challenge of creating a favourable environment for improved PPI (cf. 5.5.2.3). The two stages are discussed below.

6.3.1.3.1 PHASE THREE- STAGE 4: STAKEHOLDER IDENTIFICATION FOR PPI

Identification and general involvement of actors, such as the appointed officials at the EED level, the SGB's, the SMT's, the local leadership and the NGOs are essential for PPI processes (cf. 2.6). The EED's current model suggests that the involvement of all conceivable actors presents a challenge of creating a conflict-free and conducive environment for PPI, through the formation of relevant structures (cf. 5.5.2.3).

According to Figure 6.5 below (see page 251), stage 4 of the EED's strengthened model dealing with the identification of stakeholders (referred to as actors in this study), suggests possible conceivable actors and structures vital for advancing PPI processes.

Figure 6.5 also registers options that signify a more strengthened approach to the EED's PPI model in comparison to the current model. The strengthened stakeholder identification stage, as outlined above, identifies the public policy implementation district task team (PPIDTT) which liaises regularly with the public policy implementation circuit task team (PPICTT) which reports to the EED's director. The notable innovation of the EED's improved stage 4 is the feature of actors envisaged to be key role players in the PPI processes both at district and circuit levels. These actors include the EED officials, the superintendent of education management (SEM), the non-governmental organisations (NGOs), the local leadership and the PPIU coordinators at both district and circuit levels who are in constant liaison with the EED's director.

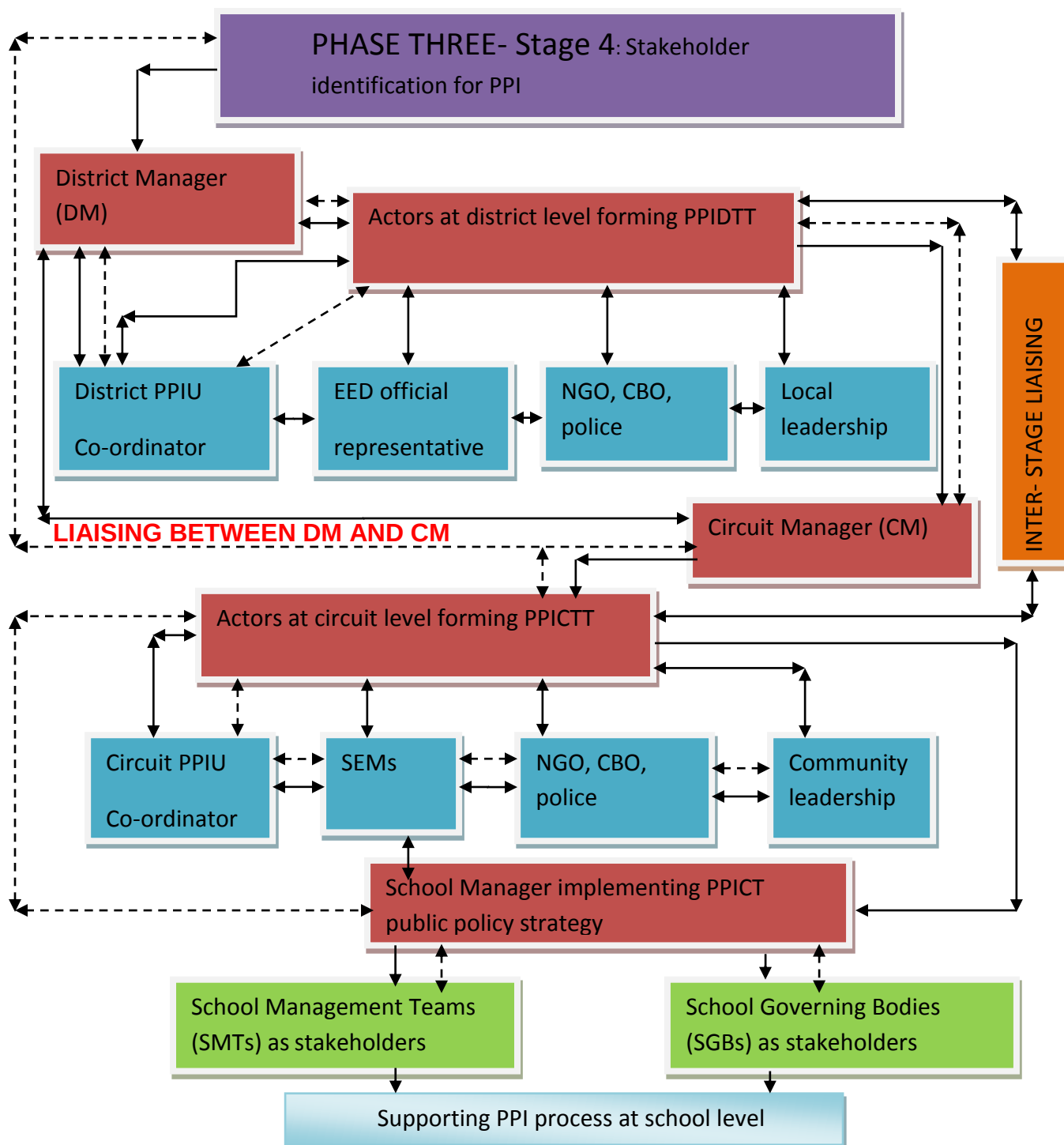


Figure 6.5: Stakeholders for PPI

Source: Interview with the EED's management officials

The incorporation of all the actors displayed in Figure 6.5 entails the informal communication and co-ordination among these actors. The incorporation of actors seeks to take into cognisance the importance of the involvement of all possible actors

for PPI to be effective (cf. 2.6). This is in contrast with the current strategy, which only identifies some actors, namely: the school management teams (SMTs) and school governing bodies (SGBs) for the EED's current PPI model (cf. 5.6.2.3).

According to Figure 6.5, the liaison between the district manager (DM) and circuit manager (CM) suggests a show of commitment and accountability from those expected to manage the PPI process. Commitment and accountability are some of the attributes which the literature review has identified to be fundamental for a traceable PPI process (cf. 3.2.5.1 & 3.2.5.2). The supply of only English documents to illiterate actors is another challenge deducted from the respondents' feedback and literature review on the EED's current PPI model (cf. 5.6.2.3). The PPIU personnel at district and circuit levels, in the EED's strengthened model will deal with a challenge of issuing user-friendly documents, compliant with the actors' language to encourage equal participation and ownership of each PPI process, regardless of the actors' background and language proficiency (cf. 5.6.2.3 & 6.2). The addition of the PPIU structures and personnel will strengthen the EED's internal organisational arrangements for effective PPI (cf. 5.6.2.1 & 6.2). Stage 5, which is based on capacity building, is discussed next.

6.3.1.3.2 *PHASE THREE- STAGE 5: CAPACITY BUILDING*

The responses from the literature review and the interviewed research respondents revealed that capacity building in the EED's current PPI model remains the sole responsibility of SEMs (cf. 5.5.3.1). The capacity building process of the proposed model, as illustrated in Figure 6.6 below, marks a complete review of the EED's capacity building process. In the strengthened model, capacity building will be coordinated by the PPIU head, who is required to identify personnel with relevant skills and experience in various EED units to be permanently seconded to the PPIU, which forms the core of a capacity building task team (CBTT). Figure 6.6 below encapsulates the strengthened capacity building processes.

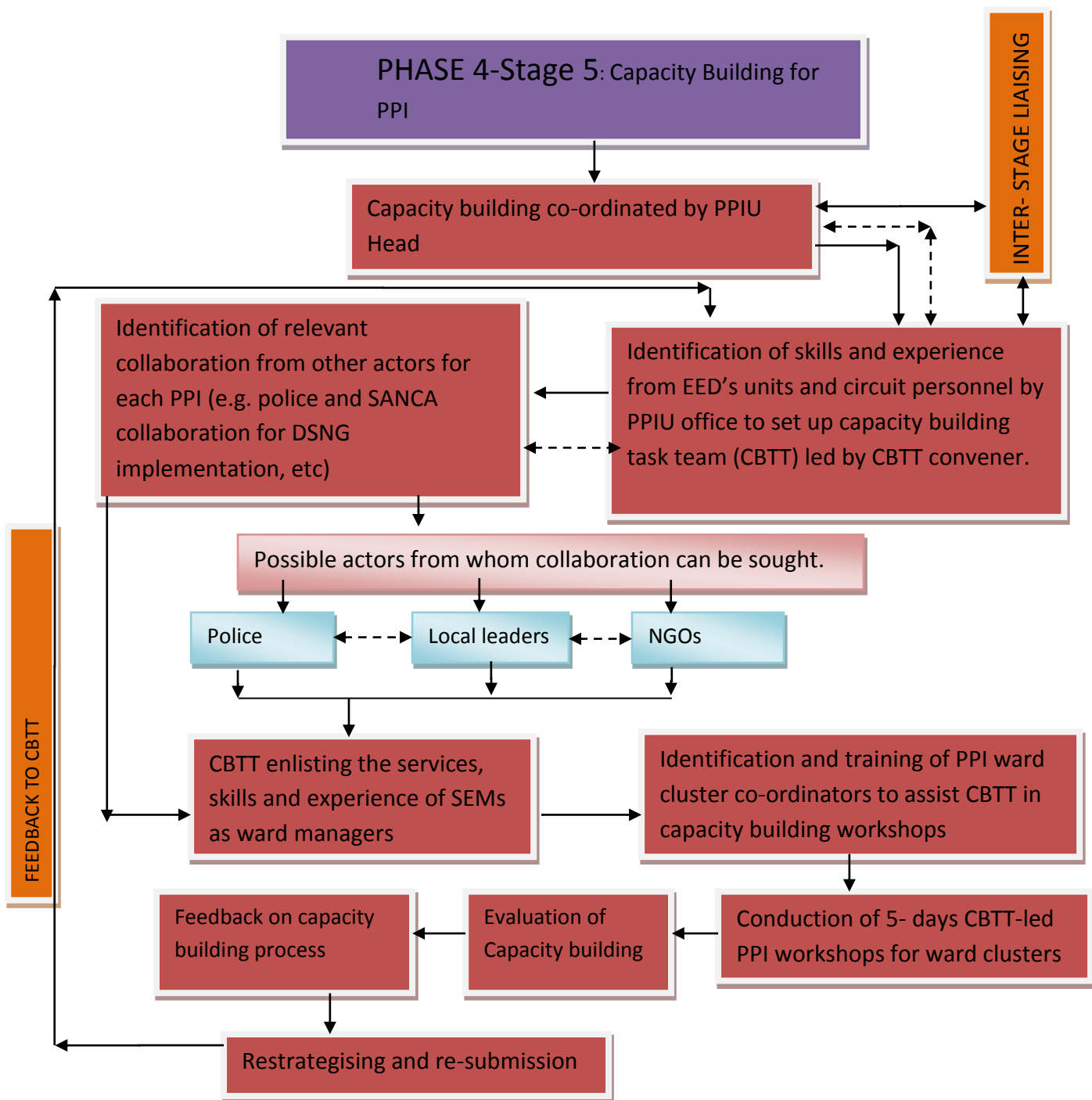


Figure 6.6: Capacity building for PPI

Source: Interview with the EED's management officials

According to Figure 6.6 above, through the CBTT, collaboration towards the EED's PPI is sought from other actors and the SEMs are also required to work with CBTT in their

respective wards to ensure a consistent PPI process in all the EED areas of responsibility. This is in line with the literature review which suggests collaboration to be a viable strategy towards ensuring the achievement of optimum PPI results (cf. 2.6 & 3.4.5). The introduction of the CBTT also deals with the challenge of strategically assigning the oversight responsibility to people with specialised PPI knowledge and skills, rather than the current random selection of individuals. This is envisaged to also heighten commitment, efficiency and effectiveness, which are attributes regarded as challenges to the EED's current performance (cf. 5.6.3.2).

The EED's strengthened PPI model further suggests an improved capacity building period of a five day-cycle instead of the current two to three days-cycle which has been deemed inadequate by the interviewed participants. This is also a challenge to the EED's current PPI model (cf. 3.2.1.2.2 & 5.6.3.1). Other new innovations in the EED's strengthened capacity building process, as indicated in Figure 6.6 above, are the evaluation of capacity building initiatives, feedback on each capacity building session, re-strategising and resubmission of reworked PPI stages. Through these attributes, each capacity building process can be traced by the CBTT, modified and redefined to ensure that all actors are well equipped for PPI processes, which is a challenge to accomplish in the EED's current model (cf. 1.3, 2.5.3.4.4 & 5.6.3.1). The CBTT's ability to trace and oversee the capacity building process in the strengthened capacity building stage, is envisaged to prevent challenges like that of the Limpopo books debacle, which suggests a lack of ability by district officials to trace the PPI processes and which, inevitably, points to a compromised accountability effort and a compromised implementation plan (cf. 5.3 & 5.5.2.2).

6.3.1.4 Phase four: support, monitoring and reporting of PPI

The fourth phase of the EED's improved PPI model encapsulates two stages, namely: the support for the PPI stage and the monitoring and reporting for the PPI stage. These stages are 6 and 7 of the EED's improved PPI model, which will be discussed hereunder.

6.3.1.4.1 PHASE FOUR- STAGE 6: SUPPORT FOR PPI

The proposed strengthened support stage is encapsulated in Figure 6.7 below:

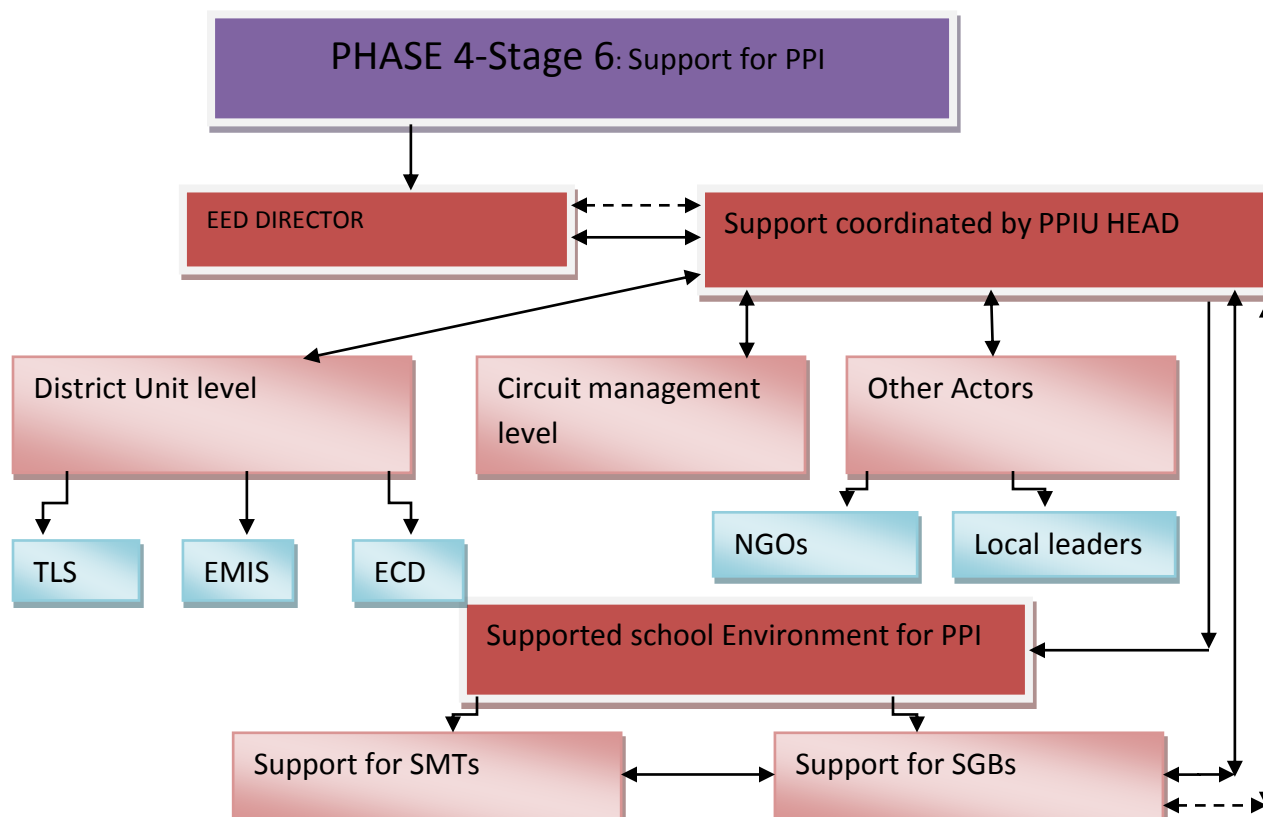


Figure 6.7: Various levels of support for PPI

Source: Interview with the EED's management officials

The literature review and the responses from the research participants suggest that a lack of support for PPI is a challenge that needs to be dealt with decisively by the EED (cf. 1.3 & 5.6.3.1). The above strengthened stage for PPI support suggests ways of improving support at various levels of the PPI processes in order to ensure that the objectives of each education-related public policy are successfully realised.

According to Figure 6.7 above, the support for PPI is the responsibility of the EED director who is also held accountable. The strengthened model introduces a new

innovation of support that marks a departure from the current support strategy, which is characterised by limited support (cf. 3.2.2.2.3, 4.8.1.6, 4.8.2.6, 5.6 & Figure 5.3). Such innovation encapsulates the PPIU Head, envisaged to be at the level of CES, who is to oversee all the EED's PPI processes and report directly to the EED's director. Coordinating support for all the PPI processes on behalf of the EED's director is envisaged to be the responsibility of the PPIU Head. Figure 6.7 above illustrates that the coordination process incorporates liaising with various district units (namely: TLS, ECD and EMIS), circuit management and other actors which include NGOs and local leadership. The coordination process ensures that collaboration is consistent with the identified actors in stage 4 (cf. 6.3.1.3.1). Collaboration strengthens the EED's current model as it seeks to address the challenge of forging coalitions for effective PPI (cf. 5.6.2.1 & 6.2).

Figure 6.7 also illustrates the school environment as the lowest level for PPI for which the PPIU-coordinated support is assigned by the actors. The support stage also presents improved internal organisational arrangements and support structure that can deal with the EED's current challenge on the simultaneous implementation of education-related public policies (cf. 1.5 & 5.6.1.1). This is consistent with the identified actors and structures for effective PPI discussed earlier in this chapter (cf. 6.3.1.3.1). The two directional arrows between the PPIU and various levels of support also mark both top-down and bottom-up approaches to the EED's PPI support strategy, which is a total departure from the top-down culture that dominates the EED's current model (cf. 5.5, 5.6.4.1, 6.2 & Figure 5.10).

In light of the above outline of the proposed strengthened support stage, the EED's PPI processes are envisaged to improve.

6.3.1.4.2 *PHASE FOUR- STAGE 7: MONITORING AND REPORTING OF PPI PROGRESS*

Figure 6.8 below marks the strengthened approach to monitoring and reporting. Monitoring and reporting are two of the EED's PPI challenges (cf.1.3 & 3.2.2.2.3). This

strengthened stage highlights monitoring and further introduces reporting as another innovation which distinguishes the new stage from the current stage (cf. 5.6.4.1, Figure 5.10).

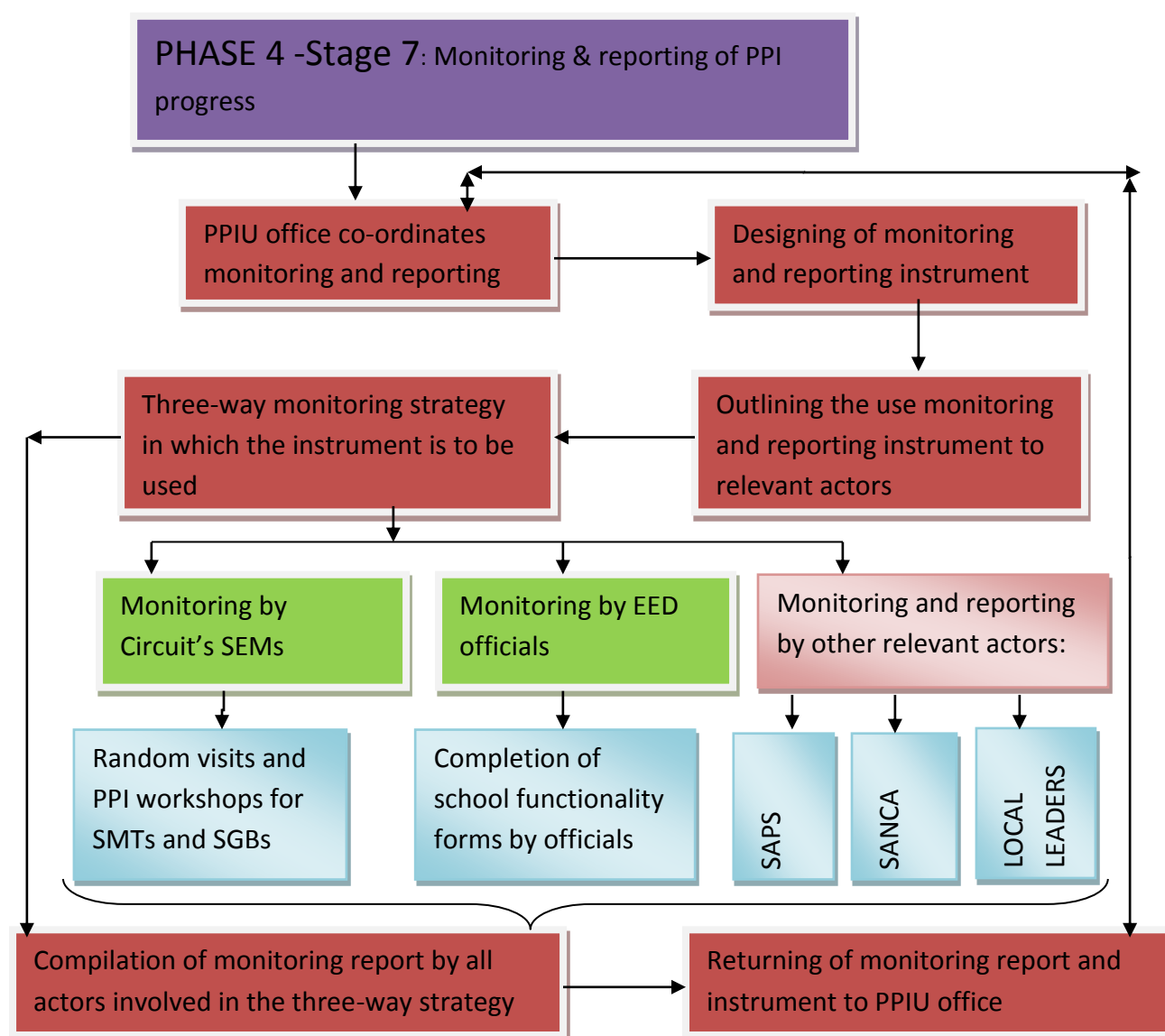


Figure 6.8: Monitoring and reporting of PPI progress

Source: Interview with the EED's management officials

According to Figure 6.8 above, monitoring and reporting are centralised in the PPIU which are also required to design monitoring and reporting instruments. The PPIU also outlines the use of the designed instruments to all actors, an act which promotes consistency and uniformity throughout the EED's jurisdictional area. This suggests an

emboldened functionality in institutions like schools, which are the operational centres for PPI processes as highlighted by the school's discipline, safety and security committee (DSSC) (cf. 3.2.4.1, Figure 3.4). Emboldened functionality is indispensable to the EED's PPI process and is also in line with one of the identified problems. Failure to follow set objectives of public policies is associated with compromising a school's basic functionality (cf. 1.3, 4.8.1.1 & 4.8.2.1).

The strengthened monitoring and reporting stage is characterised by a new three-way approach compared to the EED's current strategy where monitoring is only limited to random visits by the SEMs and some EED officials (cf. 5.6.4.1, Figure 5.10). Consequently, monitoring and reporting are extended to other actors who include the South African Police Services (SAPS), local leadership and non-governmental organisations like the South African National Council on Alcoholism and drug dependence (SANCA). This happens over and above the monitoring by the SEMs and other EED officials. This suggests a more coordinated and improved approach to addressing the overall monitoring challenges experienced and highlighted in the EED's current model (cf. 1.3, 3.2.4.3 & 4.8.1.7). Figure 6.8 further highlights that the strengthened three-way monitoring approach also allows for each actor involved in the EED's PPI process to compile and keep a monitoring report. This keeps every actor informed on each education-related public policy to be implemented in future, an innovation that is not prominent in the EED's current model (cf. 5.6.4.1, Figure 5.10). The monitoring and reporting records are also sent to the PPIU for archiving and, constitute a traceable PPI cycle, which remains a challenge for the EED's current PPI strategy (cf. 4.8.1.9 & 4.8.2.9). It can be deduced that the traceability factor and cyclic nature of monitoring and reporting augers well with the EED's capacity to manage all PPI processes as enunciated earlier in this chapter (cf. 6.3.3.2). Phase 5, the feedback, is discussed next.

6.3.1.5 Phase five: PPI feedback

Through the literature review and responses from the interviewed respondents, it could be established that feedback, explicitly or implicitly stated, constitutes one of the

components of the public policy cycle (cf. 2.5.3 & 2.5.3.7). However, it is noted in this study that the data collected through questionnaires and the responses from selected interviews with the EED management do not reflect evidence of a PPI feedback stage in the current PPI model (cf. 4.8.1.7, 4.8.2.8, 5.6 & Figure 5.3).

In light of the above challenge, the EED's strengthened model seeks to incorporate feedback as part of the cycle of PPI stages, as indicated in the illustrated primary structure (cf. 6.3, Figure 6.1). The feedback phase comprises of two stages namely: PPI process – Evaluation (stage 1) and PPI process – Modification (stage 2). These are discussed next in sub-sections 6.3.1.5.1 and 6.3.1.5.2 respectively.

6.3.1.5.1 *PHASE FIVE- STAGE 8: PPI PROCESS - EVALUATION*

The process evaluation stage is a stage which marks a clear contrast between the EED's strengthened PPI model and the current model, which is devoid of this stage (cf. 5.6 & Figure 5.3 & 6.3, Figure 6.1). In line with one of the research questions and the research objectives, the introduction of the evaluation stage marks a comparison of what the EED's PPI entails in relation to both the EED's current PPI model and the EED's improved or strengthened model (cf. 1.4 & 1.5).

This stage highlights the evaluation of each PPI process in the EED's area of responsibility. According to Figure 6.9, the EED's PPI evaluation begins with the reception of all stage reports regarding support and monitoring by all actors involved in the EED's PPI processes. The PPIU remains the central office responsible for collating all reports for evaluation purposes. The evaluation stage of the strengthened EED's PPI strategy suggests the promotion of commitment among all actors. Commitment is essential to PPI and to leadership capacity for effective PPI (cf. 2.5.3.4.3 & 3.2.5.2.1). Figure 6.9 below illustrates the evaluation stage of the EED's improved model.

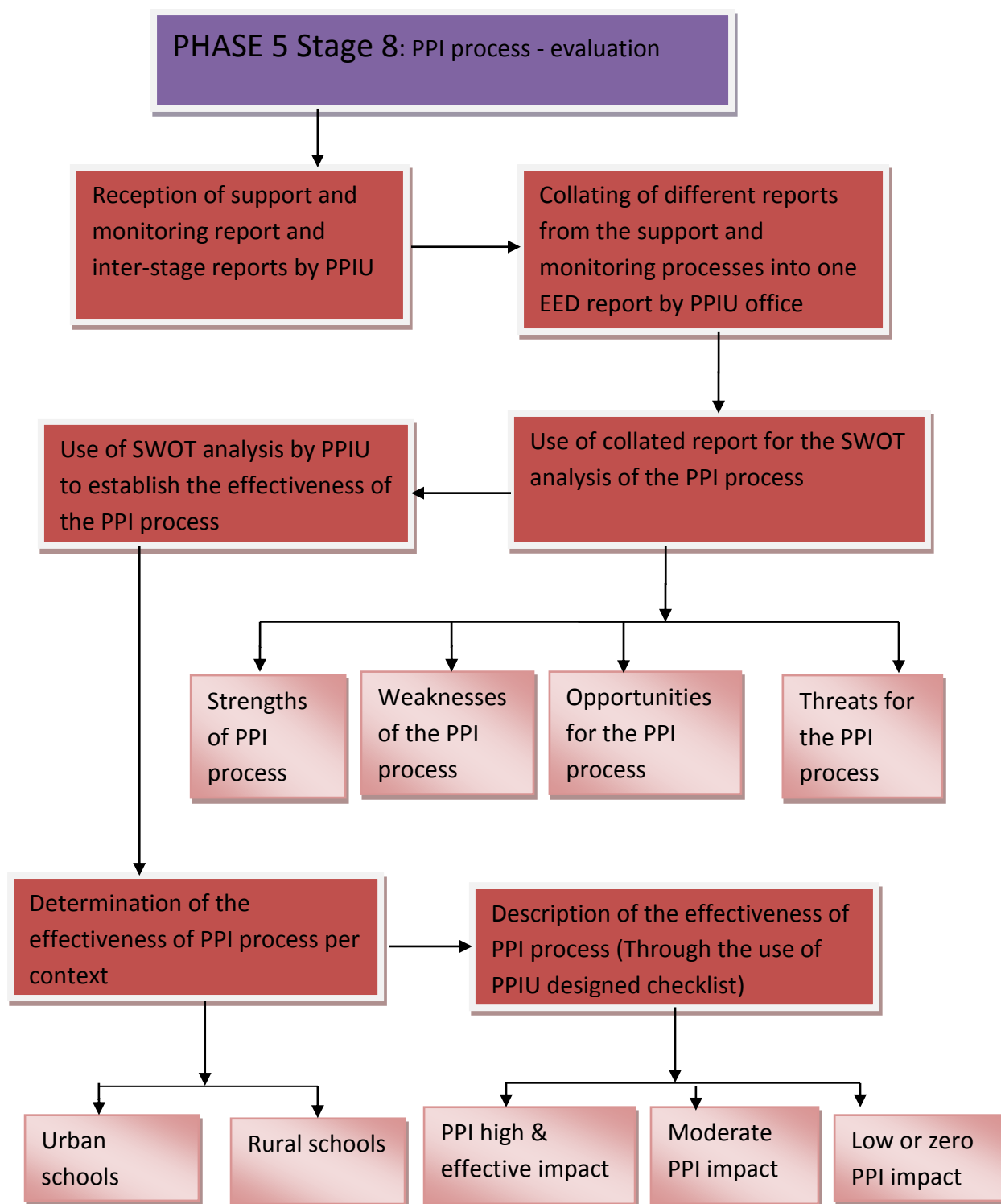


Figure 6.9: PPI Process-evaluation

Source: Interview with the EED's management officials

The establishment of PPIU to handle all EED's PPI processes is strength for the proposed EED model. It suggests the allocation of suitable personnel for PPI rather than the random selection of personnel from other EED units whose interests and allegiance are with the core duties of those respective units rather than the PPI (cf. 5.5.3.2). This further suggests an eradication of lack of consistency in EED's PPI strategy. Eradication of inconsistencies in the EED's PPI initiatives, as a result of the strengthened model, also points to the existence of a structure and functional internal organisational arrangements that eliminate PPIM challenges gripping the EED's current PPI model (cf. 4.8.1.8).

The PPIU uses the collated report to continuously conduct strengths, weaknesses, opportunities and threats through a SWOT analysis of each PPI process. An opportunity to conduct a SWOT analyses is non-existent in the EED's current model (cf. 5.6 & Figure 5.3). It is envisaged that the SWOT analyses in the EED's strengthened model will present an opportunity for the identification of possible solutions or alternatives to various foreseen challenges mentioned at the beginning of this chapter and unforeseen aspects that present challenges to PPI (cf. 6.2).

Figure 6.9 also highlights that the PPI evaluation culminates with the determination and description of the effectiveness of the PPI process according to different contexts in which schools function. This is consistent with the established literature review that PPI is a contextual phenomenon (cf. 2.2.5.4.2). Taking contextual factors into account is indicative of a further emboldened EED's PPI model. The EED's current is unable to distinguish between the rural and urban environments or between actors that are conversant and non-conversant with English (cf. 5.6.2.3). This strengthened PPI model recognises the context from which each actor operates and will be user-friendly in that it seeks to ensure that an optimum level of performance is achieved by all actors, something that seems difficult to achieve with the EED's current model (cf. 5.6.2.3).

Figure 6.9 further suggests that in the EED's strengthened stage, the evaluation of each cycle of the PPI process culminates in a specific description. The description of each

PPI process is informed by the checklist designed by the PPIU and associated with the one used in the previous chapter to establish what the EED's PPI processes entail (cf. 5.1, Table 1). Such description links evaluation to the ensuing modification stage (discussed in the following chapter), as extrapolated in the EED's strengthened primary structure (cf. 6.3, Figure 6.1). The link and continuity factor entrenches a cyclic process which augers well with the assertions by the selected (interviewed) EED managers, who generally insist that as part of ensuring that the EED's PPI strategy is improved, the public policy implementation cycle (PPIC) should be introduced to the current EED strategy (cf. 4.8.1.9).

The underlying implication that could be deducted from the evaluation stage is that it further marks an improvement and a departure from the EED's current model. Through the evaluation stage, it can be deduced that the EED acquires a leverage of identifying the impact and extent of the PPI processes. This is envisaged to strengthen the EED's PPIM capacity, which is reflected as having room for improvement (cf. 4.8.1.8 & 5.6.4.1). It seeks to address the challenges consistent with the EED's current model while simultaneously outlining what the strengthened EED's PPI processes entail. This is in keeping with the research questions and the research objectives (cf. 1.4 & 1.5). In contrast to the current model, the evaluation stage suggests the EED's strengthened model to be more responsive to all the EED's PPI, overt and covert, challenges including but not limited to those outlined earlier in this chapter (cf. 5.6, Figure 5.3, 6.2 & 6.3.1, Figure 6.1).

Linked to the evaluation process is the modification stage which is discussed next.

6.3.1.5.2 *PHASE FIVE- STAGE 9: PPI MODIFICATION PROCESS*

The PPI modification process, like the evaluation stage, is also a component that is added to mark an improved EED's PPI model (cf. cf. 5.5, Figure 5.2 & 6.3.1, Figure 6.1). The modification process is informed by the evaluation report as it uses the SWOT analyses to forge ways of ensuring effective implementation of education-related public

policies in the EED’s jurisdictional area. Figure 6.10 below is a schematic outline of the EED’s modification processes.

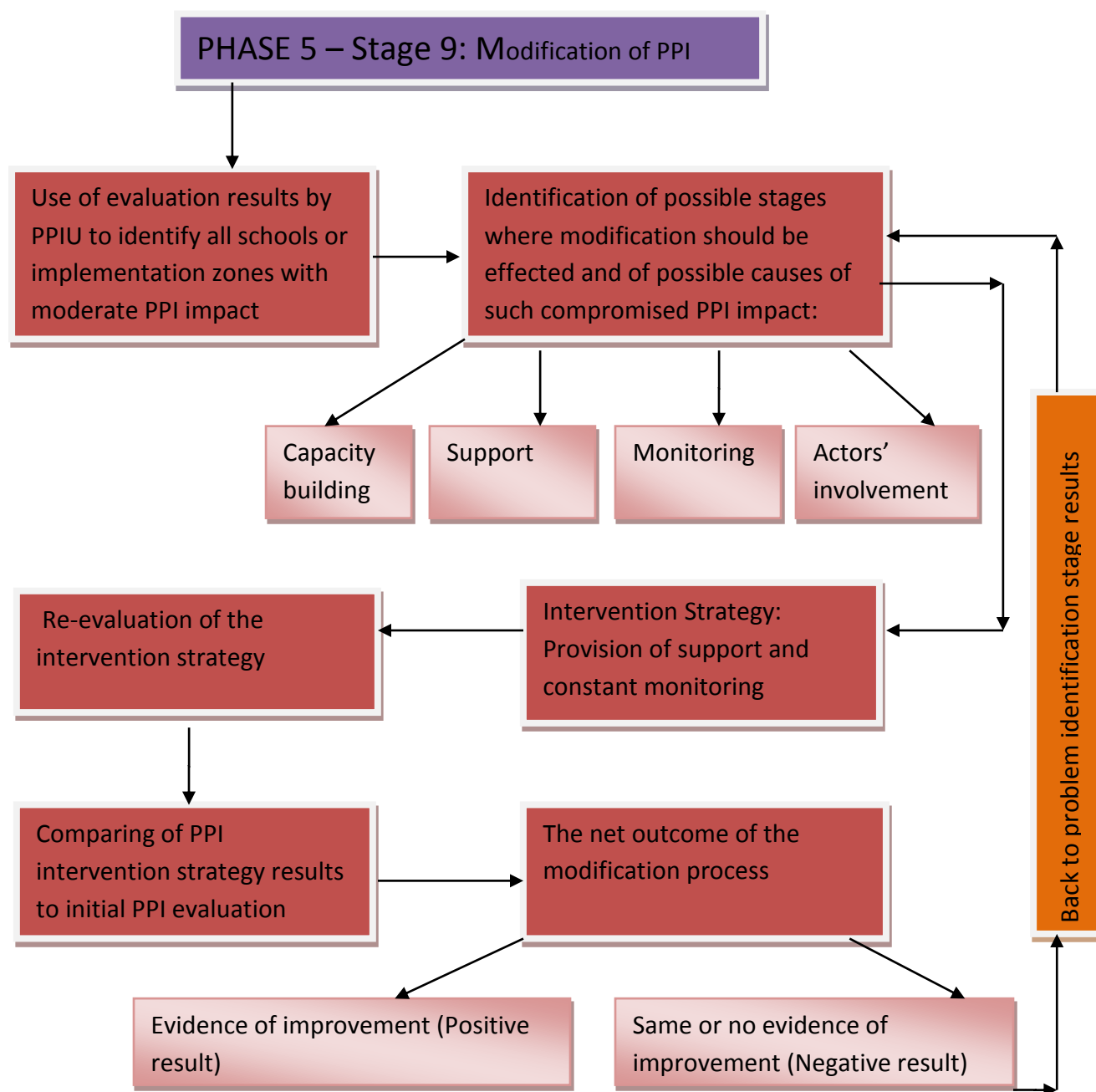


Figure 6.10: Modification process of PPI

Source: Interview with the EED’s management officials

Figure 6.10 above indicates that the modification process is designed to use PPI evaluation records to address the PPI zones or schools with moderate PPI impact. This implies that it does not address the total PPI break-downs characterised by implementation zones with very low PPI effect. Figure 6.10 further suggests that the modification stage is the sole responsibility of the PPIU. This implies that the unit as a structure and the personnel serving in that structure have modification processes as part of their core duties. This is consistent with the research objective which advocates for internal organisational arrangements, structures and personnel for effective PPI processes (cf. 1.4).

The modification stage depicts the ability of the EED's strengthened model to address the PPIM challenge facing the EED's current model, as it enables the identification of possible stages where PPI impact is compromised (cf. 4.8.1.8). The stages that the modification process identifies to be prone to contributing to compromise PPI impact include, but are not limited to: capacity building stage, support of PPI stage, monitoring of PPI and the identification of actors for PPI.

According to Figure 6.10 above, the modification stage also incorporates the identification of the suitable intervention strategy, the re-evaluation of the identified intervention strategy and the comparison of the PPI intervention strategy results to the initial PPI evaluation results in the quest of determining the net outcome of the modification process. Figure 6.10 also indicates that the modification process could be restarted should the net outcome not register an improvement when compared to the initial evaluation results that warranted the invoking of the modification process.

The process of the modification stage is another dimension that distinguishes the EED's strengthened PPI model from the current model. It, therefore, points to addressing PPI challenges consistent with the EED's current model and reflected in, *inter alia*, putting up sufficient personnel and structures to deal with the PPI, forging PPI coalitions leading to conducive and conflict-free PPI environment, heightening support for PPI and designing of a general public policy implementation cycle (cf. 4. 8.1.9, 4.8.2.10,

4.8.2.11, 5.6.1.1, 5.6.2.1 & 5.6.3.1). Phase six of the PPI strategy re-submission is discussed below.

6.3.1.6 Phase six: PPI strategy resubmission

The PPI strategy resubmission marks the sixth and the final phase of the EED's strengthened PPI model compared to the current model which has only four phases (cf. 6.3, Figure 6.1). Phase six is characterised by a single stage which is discussed in below.

6.3.1.6.1 PHASE SIX- STAGE 10: PPI MOP-UP PROCESS

The PPI mop-up process marks a stage that deals with the PPI stages where implementation challenges are intense to an extent that impedes the attainment of the PPI objectives. This implies that it addresses severe PPI stage break-downs which cannot be dealt with adequately by the modification process outlined earlier in this chapter (cf. 6.3.5.2).

According to Figure 6.11 below, the PPI breakdown is established after the involved actors, the level of their involvement and the sessions during which all actors will meet, are identified. All these initiatives are inclined to bolster collaboration and the creation of coalitions and a favourable environment where PPI processes thrive. Inevitably, this borders on the 'mop-up' process being able to meet some of the challenges which affect the EED's current PPI model (cf. 6.2).

Figure 6.11 (see page 266) further illustrates that during the 'mop-up' process the meeting with the relevant actors creates an opportunity for the PPIU to coordinate the identification of the stages to be involved during the mop-up process and the determination of the type of support required this process. Each mop-up process is subjected to evaluation which culminates with the results either being positive or negative, which implies either an improvement or no improvement, respectively.

According to Figure 6.11 the mop-up process is cyclic in nature. This suggests an enabled tracing and location of the shortfall which allows for the restart of this process in the advent of a negative result. The traceability aspect points to EED's strengthened model adopting a project approach that is influenced by communicative planning theory and attested to by a literature review of being collaborative and process-oriented (cf. 5.3). The illustration in Figure 6.11 below depicts all stage-activities of the EED's mop-up process.

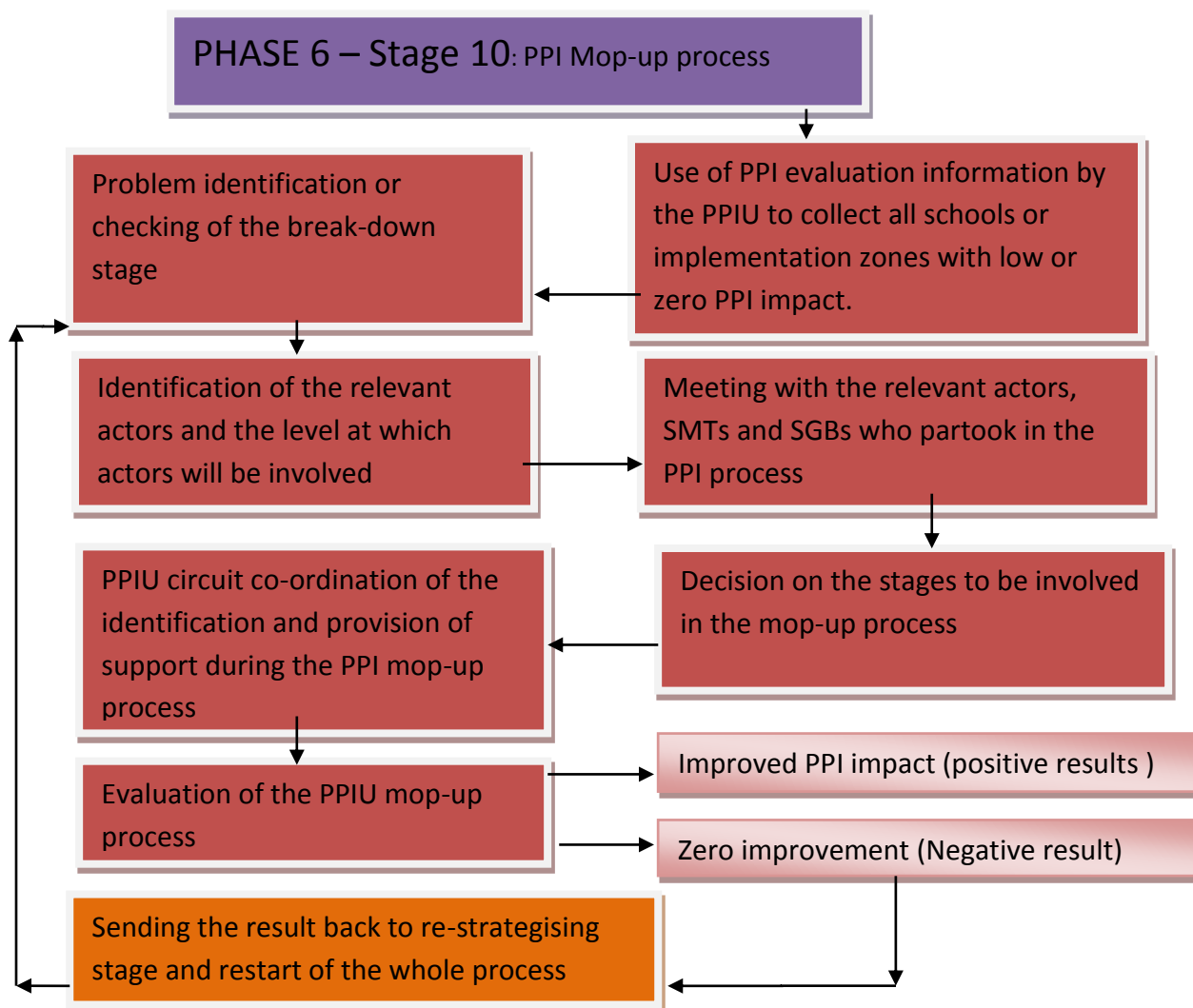


Figure 6.11: PPI mop-up process

Source: Interview with the EED's management officials

The mop-up process presents the improved EED model being able to deal with eventualities of PPI processes; even the collapsed stages or break-down, a dimension that is not consistent with the current EED model (cf. 5.6, Figure 5.3). Based on the EED's PPI mop-up process, the EED's current PPI model is elevated to a level of being able to respond to challenges enunciated earlier in this study (cf. 6.2). The EED's mop-up process seeks to ensure that each PPI yields the desired results that are consistent with each set of PPI objectives since low PPI impact is not overlooked, but addressed. This EED's mop-up process suggests a strengthened and systematic PPI approach, capable of detecting PPI problems and addressing them subsequently and decisively.

The EED's strengthened communication strategy model is presented in the ensuing discussion below.

6.3.2 EED's strengthened communication of PPI processes

Communication marks a vital integral part of the proposed EED's strengthened PPI model. The literature review reveals that communication is indispensable to effective PPI (cf. 5.6.2.2). It also emerged from the responses by the selected managers that the current model is characterised by challenges of being a one way, top-down communication approach, non-continuous and non-overarching (cf. 4.8.1.3 & 5.6.2.2). The EED's strengthened communication of PPI is overarching and spans across all phases and stages of the EED's improved PPI model. Consequently, it is an inter-phase and an inter-stage process that seeks to address the above-mentioned challenge. The two directional arrows, in the EED's model phases and stages, coupled with the dotted arrows are indicative of a flexible communication process which embodies a two-way and sometimes informal communication process with co-ordination in between the phases and stage processes. The communication strategy remains the responsibility of the EED's director under the coordination of the PPIU. In spite of communication being coordinated by the PPIU, the EED's office maintains flexible communication and accessibility.

The schematic representation of EED's strengthened inter-stage communication strategy is outlined in Figure 6.12 below.

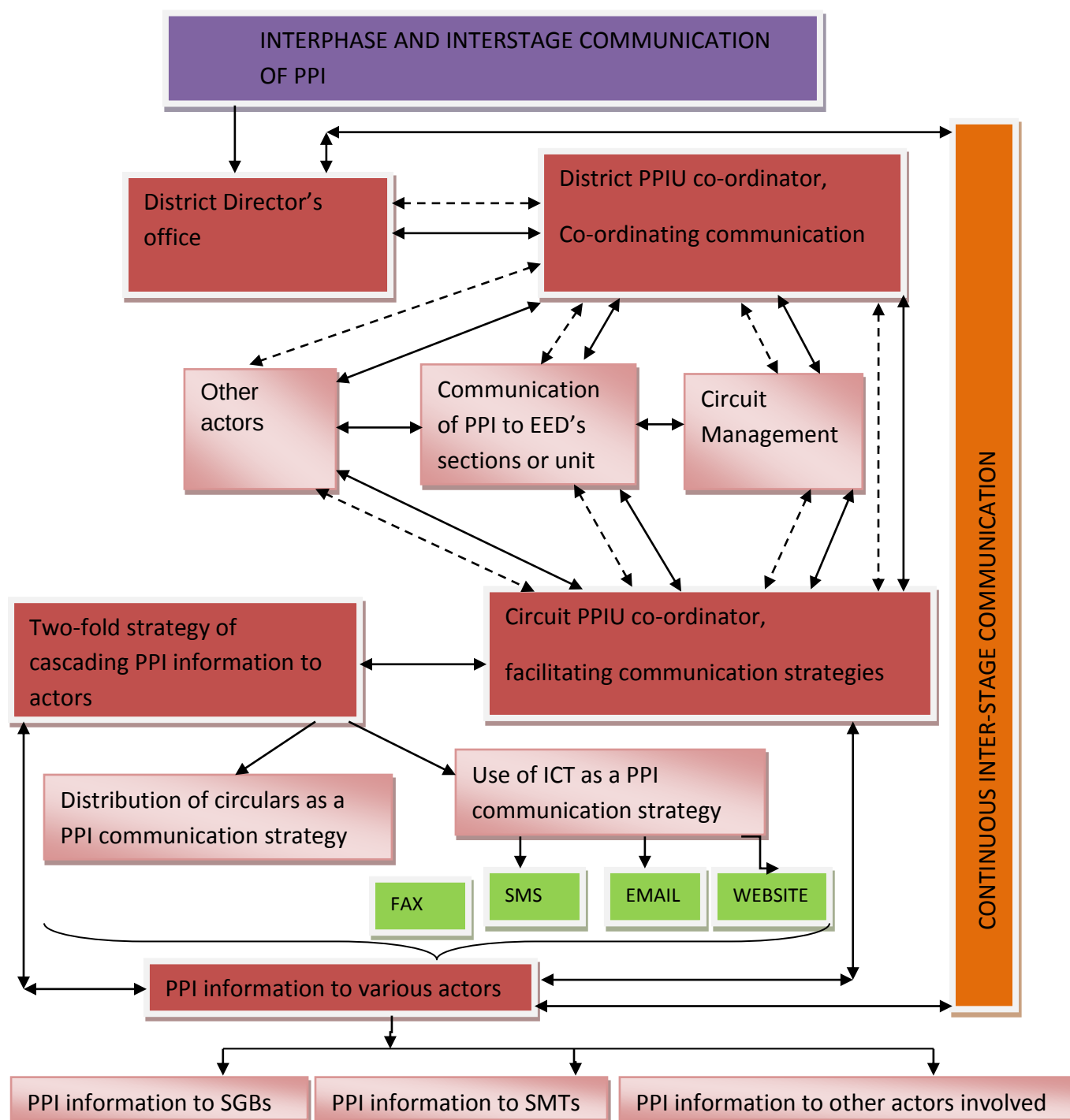


Figure 6.12: EED's communication of PPI

Source: Interview with the EED's management officials

The PPIU coordination function covers the interaction with three components, namely: other actors, the units at the EED's management level and circuit management level. These three components are also in constant liaison with each other. Communication with and among the three components suggests an enhanced communication and a strengthened common understanding among actors, compared to the EED's current model where communication operational constraints are evident (cf. 3.2.1.2.3 & 5.6).

Figure 6.12 further indicates that the EED's improved communication strategy enables the establishment of a circuit PPIU, with its own PPIU circuit coordinator. According to the EED's strengthened strategy objective, the introduction of a circuit PPIU is designed to facilitate a two-fold form of communication instead of the mono-fold one (which poses a challenge to the EED's current strategy) (cf. 5.5.2.2). Therefore, over and above the circulars which are currently dominating the EED's current mode of communication, an advanced communication strategy is incorporated. The EED's advanced communication enshrines the use of *inter alia*, emails, short message system (SMS), website and fax.

Positive implications can be drawn from the EED's strengthened communication approach. Advanced communication suggests an improved accessibility and flexible sharing of information which, consequently, heralds the systemic eradication of communication challenges consistent with the EED's current model (cf. 4.8.1.3, 4.8.2.3, 5.6.2.2 & 6.2). The website, for example, improves visibility which subsequently impacts positively on advocacy, another EED's compromised PPI dimension (cf. 4.8.1.2 & 4.8.2.2). Improved feasibility advances accessibility and transparency, attributes of Batho-Pele that enable this proposed EED's PPI model to be more responsive to communication challenges (cf. 3.2.5.3). Furthermore, websites with clear and more signage in all the EED's offices, showing necessary details such as postal-, telephone-, fax-, website- and email address and numbers, suggest the EED's elevated visibility and an overall communication improvement.

The EED's strengthened communication strategy overcomes the challenge of actors being limited to the SMTs and the SGBs, but also involves other actors who can

contribute to the PPI processes (2.6 & 5.6.2.3). The ability of EED's strengthened communication, to involve other actors, points to overcoming challenges regarding the formation of relevant structures consistent with the creation of a conflict-free environment, conducive for effective PPI (cf. 1.3, 3.2.4.1, 4.8.1.10, 4.8.2.10 & 5.6.2.3). The involvement of other actors also points to a process that is embrasive of Tirisano (working together) and which promotes citizen participation and, consequently, collaboration; attributes which are indispensable to more effective PPI (cf. 3.2.5.2.2).

Figure 6.12 above further displays how communication strategy is utilised to disseminate information to the SMTs, the SGBs and other actors under the coordination of the PPIU at both circuit and district level. This suggests that the PPIU ensures that each communication process and dissemination of information is undertaken in a user-friendly manner and in a medium that is relevant to all actors involved. Consequently, the challenges facing the EED's current PPI model of having material earmarked for capacity building written and communicated in English, even if the actors (e.g. SGBs) are not well versed with English, are avoided (cf. 5.6.2.3). Inevitably, actors can then perform to their optimum level. It can be deduced that if the EED's improved communication enables actors to understand what is communicated to them, they (i.e. actors) are likely to adopt a more positive attitude, which discourages lacklustre performance (cf. 4.8.1.5 & 5.6.2.3). In light hereof, the accountability which the literature review has perceived to be essential for effective PPI, could be heightened among the EED actors (cf. 3.2.5.1).

The overarching and continuous nature of proposed EED's strengthened communication outlined in Figure 6.12 above, attests to structured, systemic and constant support. This suggests that the EED's strengthened communication can contribute to a more improved PPI as it seeks to eliminate the lack of support evident in the EED's current model (cf. 1.3 & 5.6.3.1).

6.5 CONCLUSION

This chapter outlined the EED's two-pronged strengthened model. The first category revealed current phases and stages as well as recommended phases and stages while the second category reflected on the EED's strengthened communication processes. This chapter, therefore, presented an increased number of phases and stages in the EED's strengthened model compared to the EED's current model (cf. 5.6, Figure 5.1 & 6.3.1, Figure 6.1). Featuring a summary of challenges to the EED's current PPI model, the EED's proposed model seeks to address these challenges to mark a departure from the current model

The proposed EED's strengthened PPI model has features that compare and distinguish it from the current EED's currently applied PPI model. It also highlights the importance of support to PPI in EED's area of responsibility. According to the strengthened strategy discussed above, it embodies consultation, collaboration and inclusiveness (CCI), inherently upholding a culture of Tirisano (working together), which is a blue print for effective PPI (cf. 3.2.5.2.2).

The ability of the EED's proposed model to cater for both moderate PPI impact and very low or zero PPI impact suggests effective management of PPI processes and also an ability to trace each PPI process (cf. 4.8.1.8 & 4.8.1.9). It was revealed that both the modification and mop-up processes featuring in the EED's more strengthened PPI model suggest an approach that seeks to ensure that all EED's PPI initiatives bear positive results. These two above-mentioned processes are indicative of a strengthened EED's PPI system that detects and deals with conceivable PPI shortfalls.

The EED's two-pronged strengthened model can be summarised in the following four themes; organisation, overarching communication, co-ordination and resubmission. The incorporation of the four processes as interlinked and interdependent themes suggests an accommodative and embrative approach to communication. Being accommodative

and embrative also implies a poly-dimensional approach, which is a departure from focusing on communication only from management.

This four-themed summary is illustrated in Figure 6.13 below:

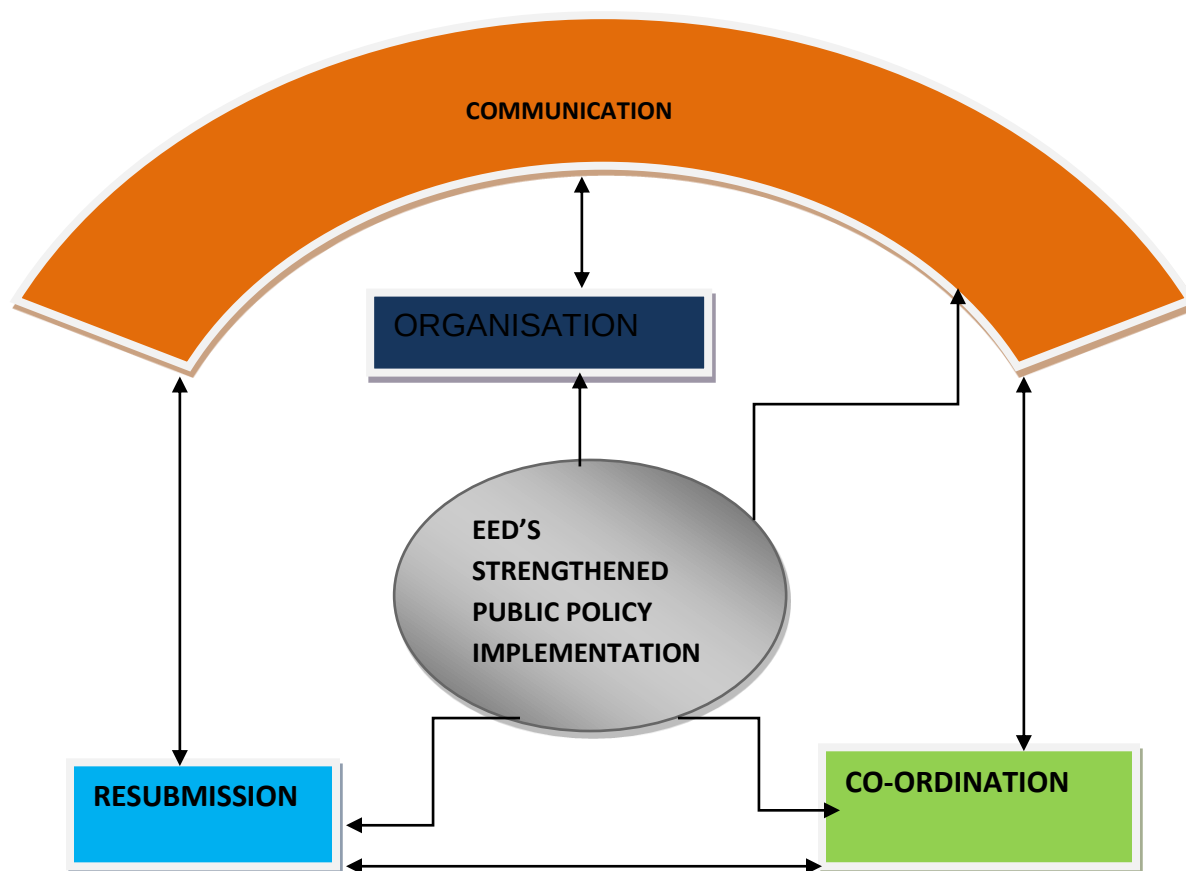


Figure 6.13: The four-themed cycle of the EED's strengthened PPI strategy

Source: Adapted from improved PPI model structure

From the above schematic summary of the EED's strengthened PPI model, it can be deduced that the featuring of overarching and continuous communication, organisation, coordination and resubmission, signify a traceable, cyclic PPI strategy that accommodates monitoring, reporting, evaluation and resubmission, which are all indispensable processes for effective PPI. Being embrative to these key PPI processes

suggests that the EED's PPI model is capable of being responsive to the EED's current and future PPI challenges.

It can be assumed that the above outline of what EED's PPI entails and the presentation of the comprehensive and a more strengthened EED's PPI model is in keeping with the pre-set study objectives (cf. 1.5). It is envisaged that the EED's strengthened model may assist in providing a blue print for an effective general public policy process and promotion of an effective PPI. The conclusion and recommendations of this study are discussed in the next chapter.