

CHAPTER 5

CURRENT PUBLIC POLICY IMPLEMENTATION MODEL IN EMPANGENI EDUCATION DISTRICT

5.1 INTRODUCTION

The empirical research in the previous chapter sought to establish and amplify the reality of the public policy implementation (PPI) process by the Empangeni Education District (EED) in its area of jurisdiction. The results of the analysis of data were presented to display how the PPI process is attained in the EED area. The analysed data included information gathered through questionnaires and the responses from the participants who are managers at school level and also who are office-based. The focus on these participants with management experience was undertaken to enrich the findings of this study with relevant information since all the managers interviewed are actively involved in the PPI processes of EED. The researcher perceived their contribution as a hands-on experience of the challenges and successes of public policy implementation by the EED. Their contributions proved valuable in addressing the problem statement (cf. 1.3) and the research objectives (cf.1.5). A broad view of what PPI entails in the education environment in KwaZulu-Natal (KZN) Province was sought.

In this chapter, the researcher presents the public policy implementation model as it is currently evident in the EED's geographical area of responsibility. In that regard, this chapter will focus on the general sphere of the public policy process, the underlying planning theory, the current state of PPI process by the EED office and the public policy models and their influence to EED's PPI model. The current EED's public policy implementation strategy is designed to form a foundation for the development of a more strengthened public policy implementation model for the EED's geographical area, which will constitute the next chapter of the thesis.

As a precursor to discussing the EED's current model, the checklist used to establish the nature of EED's current model will be discussed hereunder.

5.2 CHECKLIST FOR DETERMINING THE NATURE OF EED'S PPI

In order to establish the nature of the current EED's PPI model, the researcher used a checklist to review strategies that inform EED's PPI. The purpose of the checklist is to indicate, from the data analysed in the previous chapter, the trails of the nature of the EED's current PPI model. The checklist is inferred from the 5-point Likert scale questionnaire, which implies that the data was collected through the use of the questionnaire. However, the data analyses from semi-structured interviews concurred and linked with the data gathered through the 5-point Likert scale questionnaire (cf. 4.4.1 & 4.4.2). In light hereof, the researcher used analysed data from both the semi-structured interviews and the 5-point Likert scale questionnaire responses to complete the checklist. The "yes" answer in the checklist implies less or even no PPI challenges while a "no" response suggests PPI challenges emanated from that described criteria and a need for improvement.

The completed checklist revealed challenges of the EED's current PPI model reminiscent of the challenges highlighted in the problem statement and also concurred with the central theoretical statement (cf. 1.3 & 1.6). This checklist sought to establish where the EED's current PPI challenges emanate from. In this chapter, the checklist provides a backdrop against which the EED's strengthened model, (Chapter 6), could be contrasted against the EED's current model. The EED's strengthened PPI model is envisaged to be a sequel to the checklist.

Table 5.1 below is the checklist used to establish what the EED's current PPI strategies entail.

CHECKLIST DESCRIPTION	CHECKLIST RESULT	
	YES (✓)	NO (✗)
1. The EED public policy process entails having EED as the highest authority responsible for public policy implementation (PPI).		
2. The EED expects all its units to be responsible for public policy implementation (PPI) over and above their normal programmes of action to ensure sufficient allocation of human resources for PPI.		
3. The EED model allows for the identification and allocation of human and material resources for PPI.		
4. In seeking to enhance the quality of PPI in the EED, the allocation and identification of resources are coordinated and linked to context in a way that maximises planning, needs assessment and user-friendliness.		
5. The EED's current PPI model allows for coordinated determination of PPI costs.		
6. The EED's current PPI model promotes and upholds synergy amongst the different EED units.		
7. There is a centrally co-ordinated management plan that is followed by all those responsible for PPI in the EED.		
8. The PPI management plan has measurable attributes (resources needed, time line, envisaged accomplishments, accountable officers and performance indicators), which also assist in determining the impact of PPI.		
9. Experience and individual expertise is a prerequisite for PPI human resource provisioning.		
10. The EED's current model incorporates the simultaneous implementation of education-related public policies.		
11. As part of agenda setting and forecasting, there is a collaborated analyses and contextualising PPI objectives.		
12. In the EED model there is evidence of co-ordinated and		

collaborative capacity building processes.		
13. The EED PPI model promotes a planned and co-ordinated system at district and circuit levels on the identification of actors.		
14. Communication is open and continuous across all stages and phases of PPI.		
15. To ensure effectiveness and quality, the EED's official communication process strategy allows and applies information technology (IT).		
16. The EED's PPI model indicates personnel responsible for support and monitoring of PPI in EED schools.		
17. The EED's PPI model has a coordinated cycle of support and monitoring at all levels of execution.		
18. The EED's PPI model on support and monitoring promotes collaboration from other actors.		
19. In order to determine and maintain high quality of PPI, evaluation is undertaken of all the implemented public policies.		
20. As part of feedback, the EED's model has modifications of implemented public policies.		
21. The EED's PPI model incorporates the resubmission cycle after the modification process.		

Table 5.1: Checklist for analysing the nature of EED's PPI

Source: Adapted from Taylor's online strategy checklist (2012)

The topic here-under seeks to elaborate on what EED's PPI entails in relation to the organisational structure of the South African education system.

5.3 ORGANISATIONAL STRUCTURE OF THE SOUTH AFRICAN EDUCATION SYSTEM

In order to understand the EED as an organisation with a responsibility of implementing education-related public policies, it is important to present a broad organisational basis upon which the EED operates.

The education-related public policies that are implemented by the EED in its jurisdictional area are applicable within the greater sphere of the South African

education public policy system. The current structure of the South African education system is a two-tier model comprising of Higher Education and Training (HET) and a Basic Education Department (BED). This suggests that while each of these two tiers of education has their respective ministers of education, the education-related public policy processes operational in each respective ministry of education cannot be divorced from each other as they fall under the umbrella of the South African education public policy processes. Figure 5.1 below shows the hierarchy of the SA education-related public policy processes in the context of the two education ministries namely: the HET and BED. The two directional arrows between HET and BED emphasise the dependability of the education-related public policy processes of both ministries to each other. It also illustrates that the public policy implementation processes do not function in isolation.

Considering the focus of this study, that is at the level of the national basic education department (BED), the PPI process which manifest at the EED level is driven from the national BED level. Figure 5.1 below denotes the schematic representation of the state of public policy process in the South African (SA) education sector. The process of public policy implementation permeates to the provincial education departments, of which KwaZulu-Natal basic education department (KZNBED) is a part thereof. Each province has districts. According to the KZN education strategic plan (2010:24), there are twelve districts which form the KZN provincial education namely: Empangeni, Umlazi, Othukela, Ilembe, Sisonke, Ugu, Umzinyathi, Pinetown, Obonjeni, Umgungundlovu, Amajuba and Vryheid. The EED, which is the focus area of this study, is one of the KZNBED's twelve districts where each public policy implementation activity should cascade down to school level (cf. 3.2.5.2). These districts are listed in figure 5.1, and they are all on the same organisational structural level. Empangeni education district is placed at the centre of all other districts by the researcher in the organogram to emphasise and highlight it as the focus of this study. The area covered by Empangeni education district in relation to the provincial municipal district boundaries is also indicated on the map in figure 5.2 below (see page 197).

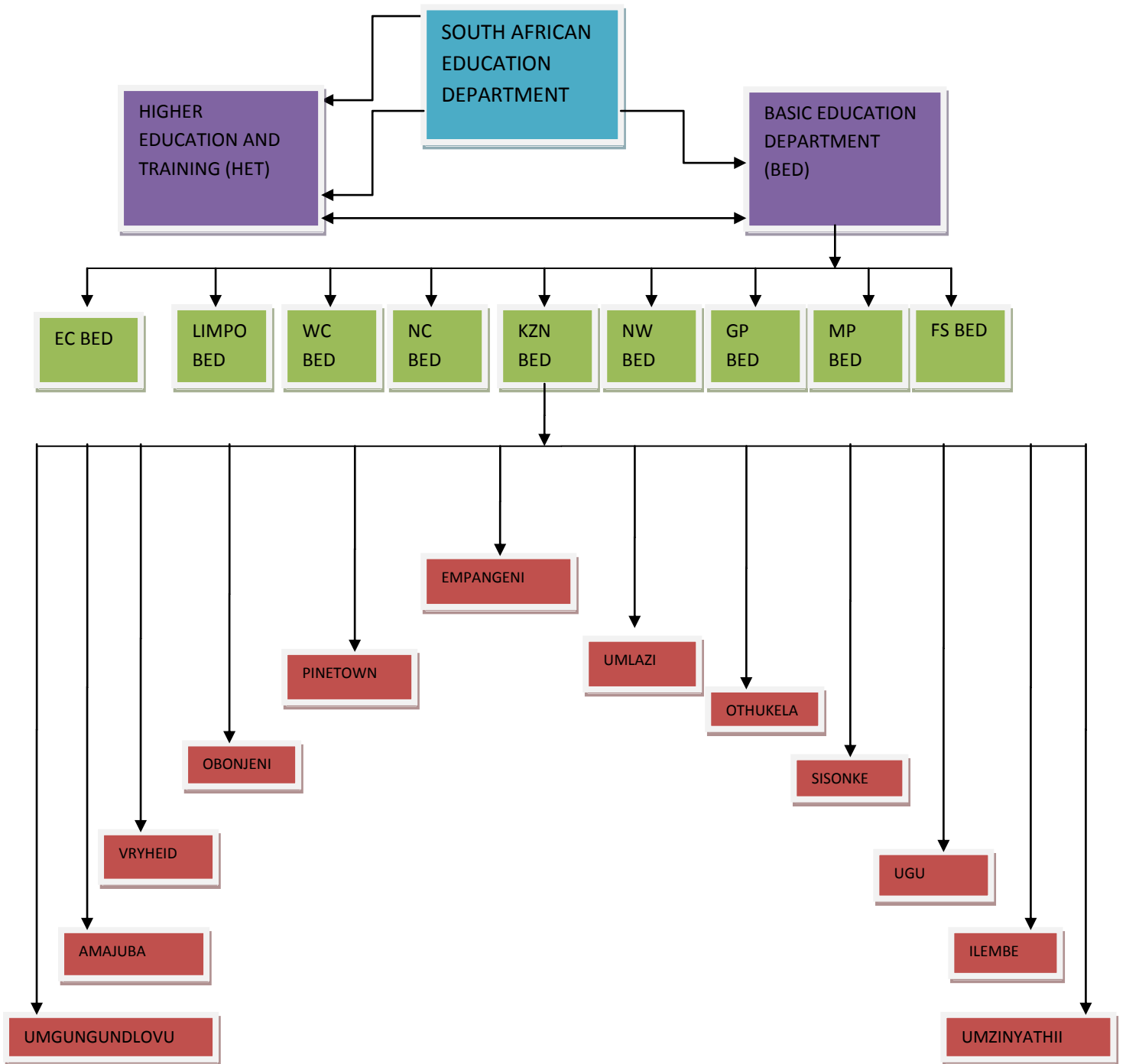


Figure 5.1: Hierarchy of public policy process in the SA education sector
Source: Adapted from KZN Education strategic plan (2010:26)

Empangeni education district (EED) map area in relation to KZN municipal district area

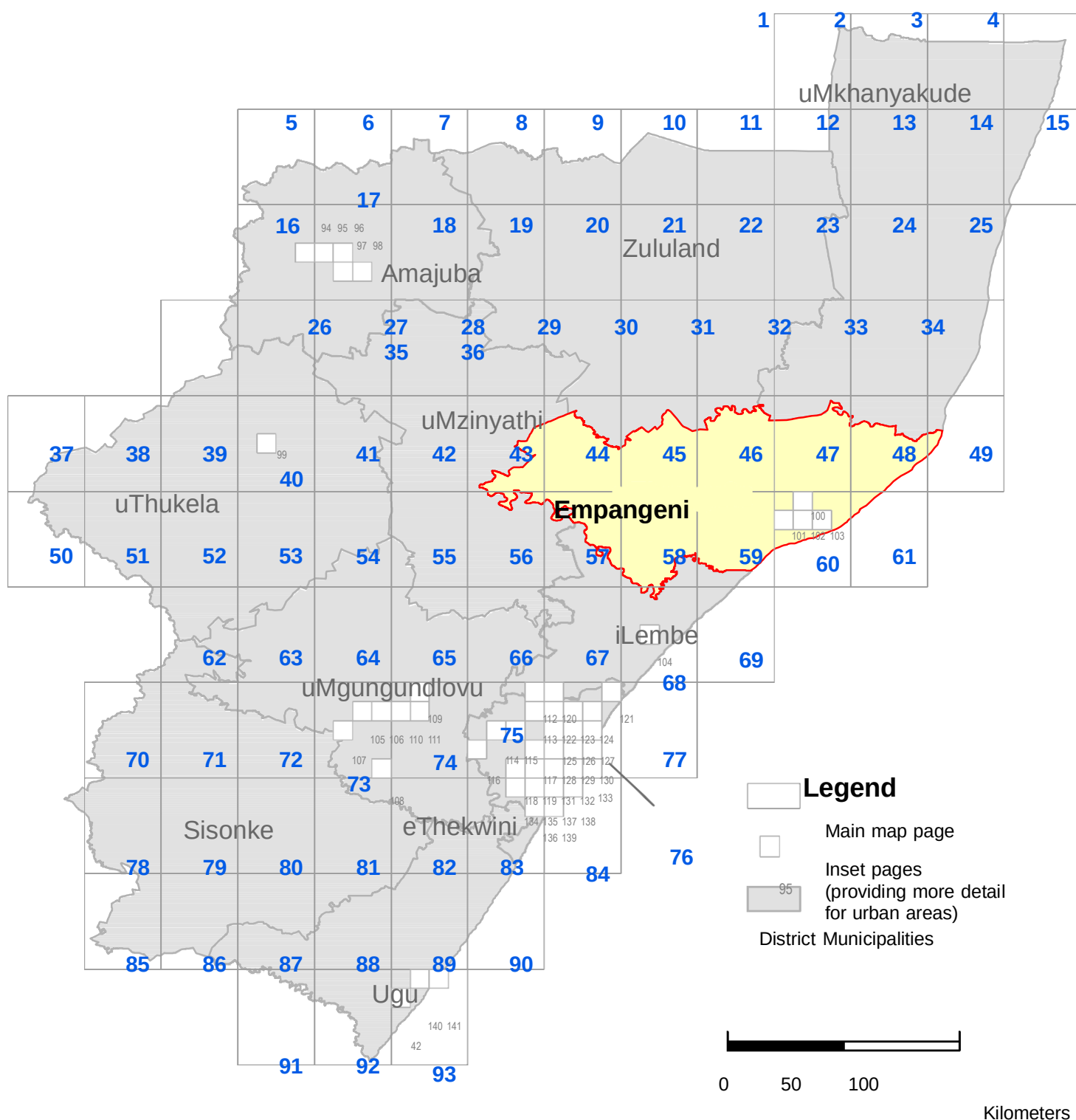


FIGURE 5.2: EED area in relation to KZN area

SOURCE: EduAction.co.za (2009:02)

It is noticeable that some education district names (cf. 5.1) coincide with the names of the municipal district demarcation (cf. figure 5.2), but this is not possible in all education district names since there are more education districts than municipal districts. Therefore, Empangeni, highlighted in figure 5.2 above, coincidentally, has the same name from both KwaZulu-Natal basic education department (KZNBED) and local municipal district demarcation.

The two directional arrows between the HET and the BED suggest the interplay and collaboration between the categories (HET & BED) of the SA education sector. Figure 5.1, above, further indicates public policy implementation being the responsibility of all nine provincial education departments namely: Eastern Cape (EC), Limpopo (Limpopo), North-West (NW), Gauteng (GP), Western Cape (WC), Northern Cape (NC), Mpumalanga (MP), Free State (FS) and KwaZulu-Natal (KZN). Xaba (2006:567) suggests that education related public policies, including DSNG, are a Constitutional requirement for each provincial basic education department. While the implementation of education-related public policies may come with critical problems such as a lack of the will and capacity in those expected to spearhead the implementation process, provincial education departments are still expected to oversee the implementation process (Mbelu, 2011:28). In that regard, each provincial basic education department and the district areas which all together fall under the jurisdiction of the provincial head office, have an obligation of implementing education related public policies.

The structure of the BED illustrates how provincial departments are linked to the national department and subsequently how districts, of which EED is part, are connected to provincial departments. The interrelatedness or link suggests some form of co-operation that occurs in a specific context. According to Lundin (2007:629), a strategy that embraces co-operation is likely to have a better PPI output. The organogram, as indicated in figure 5.1 above, suggests that the EED, in its quest to implement education-related public policies, has to operate in the context that recognises this link and co-operation. Consequently, the fact that the EED is intertwined

with other provincial departments and that it falls under the jurisdiction of the BED influences the current nature of public policy implementation in the EED.

The discussion of this section highlighted the organisational place of the EED in the education system in South Africa and the education structure of KZN Province. The following discussion under the topic 5.4 below, seeks to establish the planning theory that is associated with the current EED model.

5.4 LINKING THE UNDERLYING PLANNING THEORY TO EED'S CURRENT PPI PROCESSES

The literature review revealed planning theory as fundamental to public policy and consequently, the engine that drives the implementation of policies (cf. 2.3.1.1). From the literature review, it was established that planning theory embodies PPI as it entails the writings about activities and practices of planners in their organisational entities (cf. 2.3.1.1). This suggests that the planning theory is the blue print of practices for public policy implementation. In that regard, the EED's PPI processes cannot be isolated from the general planning theory followed by the BED and which permeates down to provinces and eventually to all districts of which Empangeni is one (cf. In view of this study's objective of seeking to establish what EED's PPI processes entail, the ensuing discussion below aims to determine how the EED's current PPI model is linked to or informed by the planning theory).

The planning theory underlies the EED's public policy implementation (cf. 2.3). According to Fainstein (2000:466), the planning theory is characterised by a top-down and consensus-seeking approaches (cf. 2.3.1). The significance of the top-down nature of planning theory is evident in the EED's implementation strategy when the public policies are communicated top-down from the national department down to the provincial districts (cf. 5.2).

The literature further revealed collaboration and integration emanating from the consensus-seeking and process-oriented approaches of planning theory. The stages

depicted in the EED's current model, as outlined in 5.5 of this chapter, suggest such a collaboration and process-oriented approach. While Figure 5.2 in this chapter highlights the processes of the current EED's PPI model, the epitome of collaboration is in phase three, which focuses on the identification of stakeholders for PPI. The collaboration nature of planning suggests a project approach to planning theory for public policy implementation.

Based on the above, it can be deduced that the incidents such as the non-delivery of school books in Limpopo Province points to failure to either implement communicative planning or to adopt and adhere to a project approach when undertaking to execute such a vital project of the distribution of books. The project approach suggests effective communication, collaboration, monitoring and traceability, attributes which were not evident in the Limpopo provincial department of education, for had these been prevalent, the books fiasco would have been either prevented or detected by Limpopo education officials before the media did (Govender and Shoba, 2012:02).

The literature review reveals the link between the planning theory and the project approach and further highlights that PPI reflecting project approach, an attribute of planning theory, can be characterised by specific deliverables and PPI cycle (cf. 2.3.1.1). This implies that for the EED's current PPI model to be described as compatible with the project approach it should reflect the project attributes which, *inter alia*, include a project cycle. However, the EED's current model does not have a PPI cycle which can show how far each PPI project has unfolded (cf. 4.8.1.9). It is envisaged that a strengthened PPI model, (discussed in chapter six), will have a cycle that traces the deliverables of the EED's PPI processes.

5.5 EED'S PPI MODEL AND THREE GENERATION THINKING THEORY

The literature review in describing the three generation thinking theory revealed them as being an integral element of PPI (cf. 2.5.3.4). With PPI being central to the EED's current model, the following discussion seeks to highlight the extent to which the nature

of PPI processes in the EED's area of responsibility could be generally attributed to first, second and third generation thinking. The establishment of three generation thinking influence on PPI highlights the basis upon which the EED's current PPI model is founded. As a point of departure, the exposition below using responses from interviews and the literature review begins with the description of where public policies implemented emanate from.

The EED's implementation model depicts the cascading of policies to be implemented from the national office down to provincial districts (cf. 5.2). This suggests a top-down approach to PPI. The interview with participant D (cf. 4.8.1.3), one of the EED's office-based officials, suggested that the EED's communication is also based on a top-down oriented approach from the district level to school level. The top-down assertion is in line with the affirmation by Mazibuko (2007:94), that school principals at school level with 25 years of school management experience, perceive the implementation of the education-related public policies, to be a consistent top-down approach. The top-down nature and other attributes of the EED's PPI model suggests a link to first, second and third generation thinking respectively.

According to Brynard and De Coning (2006:184), the first generation thought on policy implementation embodies a top-down approach to policy implementation. This is in line with literature discussion which revealed the first generation thinking as an automatic top-down process (cf. 2.5.3.4). It can be deduced from this parallel that the top-down influence of the first generation thinking is also evident to the EED's current PPI model discussed in detail under topic 5.5 below.

Brynard (2005:655) argues that the second generation thinking on public policy implementation regards public policy as a process and not as an orderly machine. Paudel (2009:39), who supports of the process nature of public policy implementation, argues that the second generation thinking on public policy implementation focuses on analysing and describing the relationship between policy and practice, thus emphasising balancing strategic support for effective implementation. The analysis and

internalisation phase of the current EED PPI, discussed in 5.5.2 of this chapter, suggests such relationship between policy and practice through seeking the identification of PPI objectives, allocation of resources and capacity building, both of which suggest the provisioning of strategic support for effective policy implementation.

According to Brynard (2005:656), the third generation thinking on the public policy implementation has, in spite of a lack of convergence of thought and prediction, enhanced the general understanding of variables that can impact on PPI. One impacting variable that stands out, in spite of the lack of convergence of thought, is a diversified approach to policy implementation. Diverse opinions exist regarding the most appropriate approaches to PPI in the South African context (Brynard & De Coning, 2006:205). The current EED model, as discussed in paragraph 5.5 below, creates a window for diverse opinions through its third phase which advocates for the creation of coalitions (i.e. teams of actors working together) for PPI. According to an interview with participant D (an EED office-based manager) the EED can maximise its ability to draw more diverse opinion in its PPI processes if it is effectively co-ordinated. This compares with Naicker and Waddy (2002:22) who argue that the implicit role of units and circuits is disadvantageous to proper co-ordination of diverse opinions and prevents the services of a full time co-ordinator who could be assigned the responsibility of leading and forging such collaboration. Mazibuko (2007:96) argues that other units in district offices are asked to assist with PPI over and above other core responsibilities assigned to them. This suggests a need for a co-ordinating unit for EED's PPI strategy to effectively embody collaboration and the seeking of diverse opinions, which are the fundamental elements of third generation thinking on the public policy implementation theory.

It is envisaged that, in order to inculcate the culture of working together among all actors, the EED's strengthened PPI model, (discussed in chapter six), should incorporate co-ordination as a basis for seeking collaboration through coalitions and appropriateness of diverse opinions on approaches to public policy implementation enshrined in the third generation thinking. It is further envisaged that through EED's

strengthened model, which promotes co-ordination and seeks diverse opinions, the researcher may be able to produce diverse informed responses to the research questions of this study (cf. 1.4).

5.6 CURRENT STATE OF PPI AFFAIRS AT THE EED

The organisational structure gives an indication of where the EED lies on the general ladder of the implementation of education related public policies in South African basic education (SANBED) system (cf. 5.2, Figure 5.1). The location of EED suggests that it is an overseer of schools under its area of responsibility. It is in that light that the information gathered to establish the nature of the EED's PPI was obtained from interviewees linked to various categories of schools located in the EED namely: urban schools, rural schools and farm schools. The urban schools are schools located in the townships and former White, Indian and Coloured schools. According to Basson *et al.* (2009:118), chapter 3 of the South African Schools Act (SASA), 84/1996 describes the rural schools as schools that are located in rural areas while farm schools are schools built on privately owned land. Tlokotsi (2009:115) argues that focusing on all categories of schools adds a deeper dimension to the study. In this regard, by focusing on all categories of schools, this study also sought a better understanding of the challenges facing the current EED's PPI model. Herewith, an improved insight on the implementation of this model was sought.

In the quest of understanding what the EED's current PPI model entails, the study aligned it with researched models that entail PPI. These models, the Dunn's model and the Wissink's stage model display all stage processes that influence PPI processes (cf. 2.5). The EED's current PPI model, which is informed by the analysed data from the interviewed respondents and Likert scale questionnaire, is compared to the Dunn and Wissink's researched models. These form a backdrop against which the PPI processes, which remain the foci of this study, can be perceived (cf. 2.5.3). While both the Dunn's model and the Wissink's stage model are used in this study to assist in the description of an understandable EED's PPI model, the Wissink's stage model is suggested as an

appropriate model. It is envisaged that most of the stage processes in the Wissink's stage model are elaborate enough to assist in the understanding of the EED's current PPI model (cf. 2.5.2). Based on the discussion of both Dunn's and Wissink's models, it can be inferred that the Wissink's model entails more public policy processes (cf. 2.5.1 & 2.5.2).

The literature review introduces various public policy processes which provide a framework that informs a model. De Coning and Cloete (2006:48) identify monitoring, reporting, evaluation and reviewing as a fundamental framework that provides aid to understand how different kinds of analyses can be brought to bear at different stages of the policy process. According to Odendaal (1995:205), the phases and stages can also be applied in describing the public policy model. In that light, this study will use both phases and stages as points of departure in discussing or evaluating a model. Consequently, in seeking to bring to bear that analyses in different phases and stages of the public policy implementation process, this study has also introduced descriptive phases and stages adapted from Wissink's stage model (cf. 2.5.2), which propagates the public policy process into various descriptive stages. The introduction of descriptive stages also suggests that stages emanate from and are dependent on phases of the public policy process.

De Coning and Cloete (2006:49) also add that the policy process may be broken down into descriptive phases that correlate with the real dynamics and activities that result in public policy outputs. This suggests that the phases are where the real dynamics and activities on the model can be described. For the purpose of this study, the adaptation of phases of the public policy process from the Wissink's stage model suggests the following six phases being central to how PPI processes unfold:

PHASE ONE: Introduction of public policy.

PHASE TWO: Analysis and internalisation of public policy.

PHASE THREE: Creation of a PPI environment.

PHASE FOUR: Support, Monitoring and Reporting on PPI.

PHASE FIVE: Feedback of PPI.

PHASE SIX: Re-submission of modified PPI.

From the above-mentioned phases, it can be concluded that each of the phases derives stages of activities that describe it. Since the essence of this study is public policy implementation, all the stages that involve the public policy implementation component of the public policy process was considered. Fox *et al.* (2006:53) assert that, in Wissink's stage model, there are considerations and activities for phases of the generic public policy model that culminate into stage processes for PPI. This assertion suggests a list of activities that emanate from the Wissink's model of the public policy process (cf. 2.5.2). It is, therefore, from this assertion that, in this study, these activities (from the Wissink's phases as discussed above) are encapsulated in the ten stages listed here-under.

Stage 1: Reception of public policy by the EED.

Stage 2: Definition of PPI objectives.

Stage 3: Budgeting for PPI.

Stage 4: Stakeholder identification for PPI.

Stage 5: Communication of PPI.

Stage 6: Capacity building for PPI.

Stage 7: Support, monitoring and reporting of PPI progress.

Stage 8: Evaluation of PPI progress.

Stage 9: Modification of PPI results.

Stage 10: Mopping up cycle.

The above-mentioned stages form the framework upon which the description of the EED's current PPI model can be based and discussed.

The phases and stages of the currently identified EED's PPI model, are descriptive in nature as they are informed by data collected through the literature review, the selected semi-structured interviews (with education managers) and the questionnaires. The

above-mentioned phases and stages from Wissink's model have been used as the backdrop against which to establish the extent of the EED's current PPI phases and stages. It is also envisaged that through such a back drop, ways of strengthening the EED's current PPI model, (discussed in the next chapter), can be established. Comparing the analysed data to Wissink's model revealed that, in the EED area of responsibility, processes like evaluation and feedback are lacking (cf. 4.8.1.7 and 4.8.2.8). The comparison of the analysed data to the Wissink's phases and stages suggests that, in the EED's current PPI model, four phases instead of six apply. Consequently, the adapted phases and stages which are utilised to determine the current situation in EED regarding the PPI are:

PHASE ONE: Introduction of public policy.

PHASE TWO: Analysis and internalisation of the PPI process.

PHASE THREE: Creation of PPI coalitions.

PHASE FOUR: Support, monitoring and reporting of PPI.

Since phases play into stages, as discussed above in the description of the Wissink's model, only seven of the ten stages are linked to the above-mentioned phases. This results in the EED's current PPI model having seven PPI stages which are listed as follows:

Stage 1: Reception of public policy by the EED.

Stage 2: Identification of PPI objectives.

Stage 3: Communication of PPI.

Stage 4: Stakeholder identification for PPI.

Stage 5: Capacity building of actors for PPI

Stage 6: Allocation of resources for PPI.

Stage 7: Support and monitoring of PPI.

Notable in the EED's above mentioned PPI model is the absence of feedback and resubmission phases (phases 5 and 6 of Wissink's model), which encapsulate stages

like continuous evaluation and modification. The feedback phase suggests a link to evaluation of public policy processes, which gives birth to modification and resubmission. This is an indispensable aspect of PPI processes (cf. 2.5.2 & 2.5.3.6). It could be deducted that the afore-mentioned phases and stages of public policy are indispensable for effective PPI and their absence compromises the effectiveness of the EED's current PPI model. Consequently, compromised effectiveness poses challenges for the EED's current model.

The phases and stages of the EED's current PPI model are represented in the flow chart below:

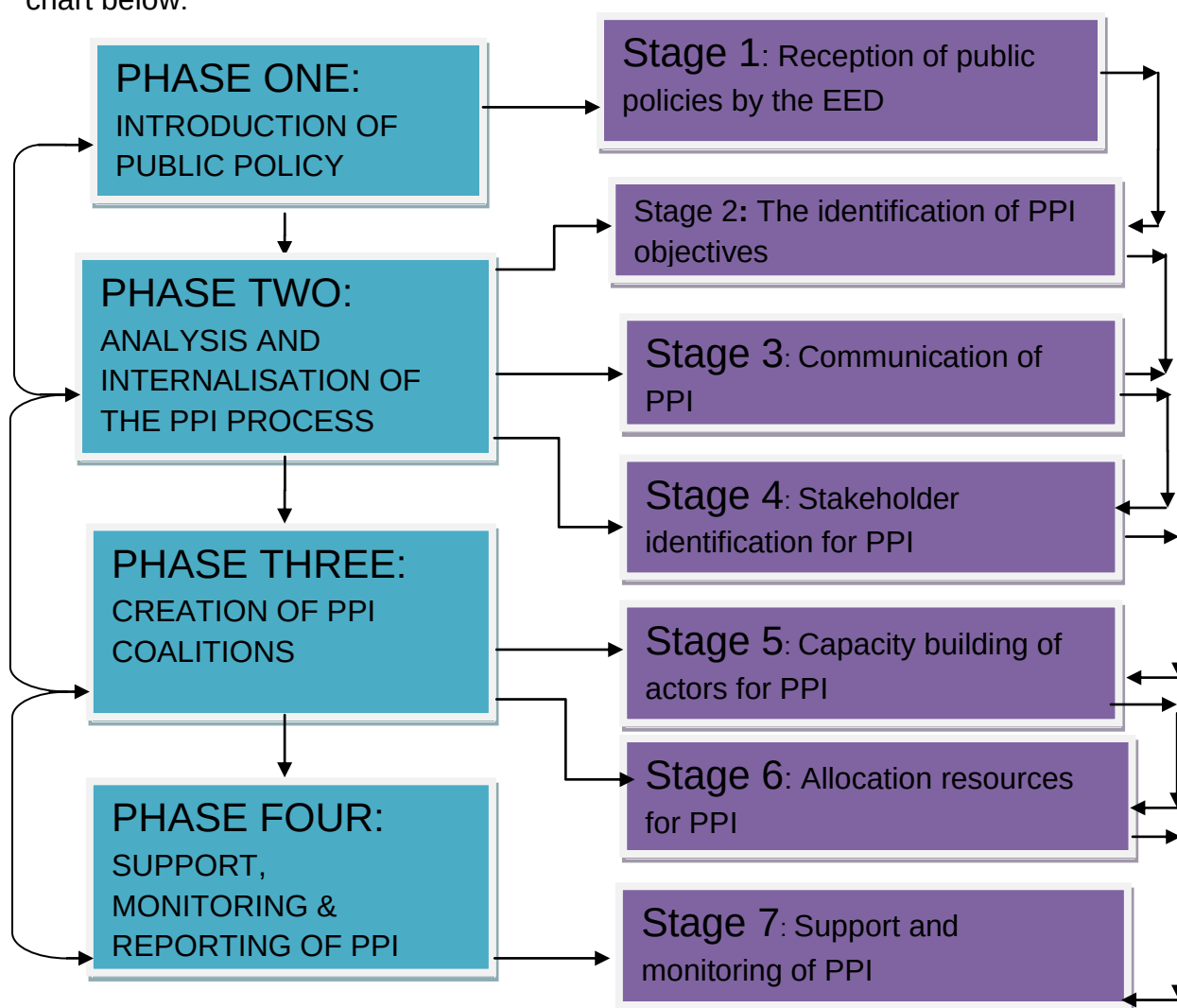


Figure 5.3: EED's current PPI model

Source: Adapted from Odendaal (1995:206) and Wissink Model in Fox *et al.* (2006:53)

However, the challenges facing the current EED's model have been used by this study to suggest and derive aspects through which the EED's current model could be strengthened to an improved comprehensive strategy as per one of the research objectives (cf. 1.5). It is envisaged that, in order for this study to present an improved EED's PPI model, an attempt should be made to address the phases and stages that do not feature in the current model.

All education- related public policies from the national department of basic education (BED) reach the EED through the provincial KZN head office. This is in line with Van der Westhuizen and Basson (2011:28) who identify this process as a cascade model of public policy implementation and which has become a dominant routine in South African schools. The stage processes cannot be divorced from this routine because through these processes PPI can be observed. According to Wallis (2010:156), stage processes are essential to provide a leverage to establish how the PPI processes unfold. With the PPI processes unfolding within the context of KZN provincial education, the EED being one part of this context of KZN provincial education, has consequently, the responsibility of overseeing the unfolding of these PPI processes and ensuring that they are cascaded down to all actors involved. In seeking to outline the unfolding of the PPI processes and how they cascade down to all actors involved in EED jurisdictional area, the phases and stages are discussed below.

The discussion below seeks to establish the actual EED's PPI processes.

5.6.1 Phase one: Introduction of public policy

The first phase deals with the introduction of existing public policies that should be implemented by the EED management with the assistance of relevant personnel. The district director of the EED is responsible to ensure that the policies are implemented by the EED management.

The Integrated Quality Management System (IQMS) manual (2005:15) stipulates that the IQMS as an education-related public policy should permeate from the national level down to district schools through an information cascading model. The general analysis of data, from managers in the EED's jurisdictional area, suggested that the education related public policies are cascaded to EED from the KZN provincial head office and, in fact, the national education department (cf. 4.8.1.1). This is in line with the IQMS manual (2005:17), which affirms that the provincial head office has to forward the education-related public policies to be implemented to the respective district offices. It is suggested that it is at this stage that the education-related public policies to be implemented are received at EED level. This marks the reception stage, by the EED, of public policies to be implemented and the commencement of the PPI processes at the EED level. In light hereof, the reception of public policies is referred to as the first stage of PPI at the EED level.

The first stage of phase one, which outlines the reception of the cascaded PPI process, is discussed below.

5.6.1.1 *Phase one-Stage 1: Reception of public policies by the EED*

Once the public policies regarding education are cascaded from the provincial head offices down to the districts, they have to be received and implemented by the district management.

Stage one, which is the reception of public policies by the EED, marks the first exposure of the EED to PPI processes at district level. The EED management, linked to other districts and under the control of the provincial head office and the national department, is the highest education office with the responsibility of receiving, distribution and overseeing the implementation of education related public policies in its area of jurisdiction. The launch of PPI strategies remains the sole responsibility of the EED management.

The first stage of the PPI process IS illustrated below.

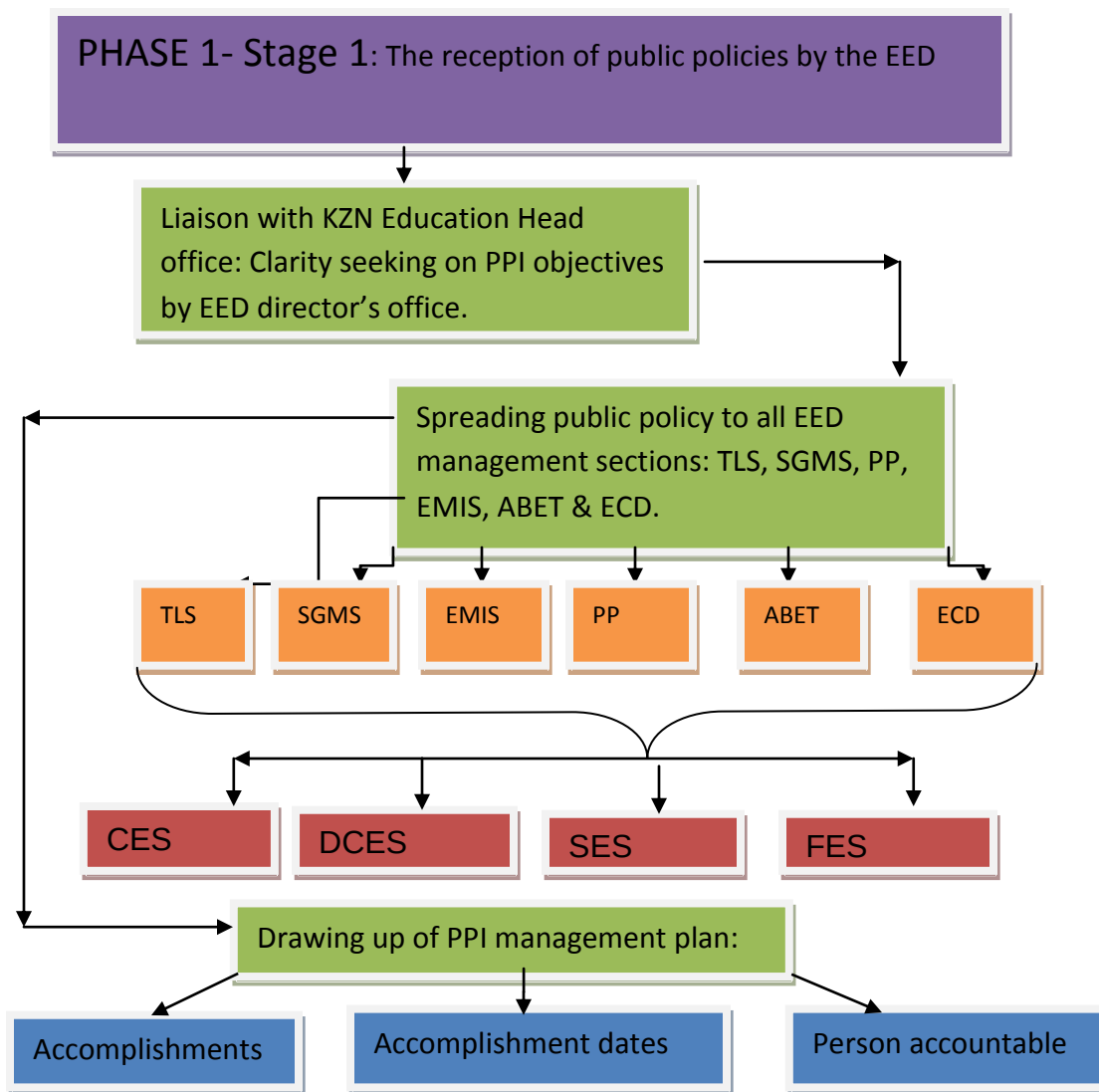


Figure 5.4: Stage 1- The reception of public policies by the EED

Source: Adapted from the IQMS Manual (2005:14)

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

Since each district is headed by a director, it is the director's office that receives education-related public policies cascading from the provincial head office. Figure 5.4 above, suggests that the public policies to be implemented, the office of the director of the EED has to liaise with the provincial head office in order to seek clarity on and understanding of the PPI objectives. The EED management has different units or sections which are also involved in PPI processes. These entail teaching and learning services (TLS), school governance and management services (SGMS), physical planning (PP), education management and information systems (EMIS), adult basic education and training (ABET) and early childhood development (ECD).

Figure 5.4 further suggests that each section has a Chief education specialist (CES), Deputy Chief Education specialist (DCES), Senior Education specialist (SES) and First Education specialist (FES) officials, who are responsible for drawing up the PPI management plan to be followed. According to the interviewed EED officials, the PPI management plan reflects the PPI tasks or accomplishments, the dates on which to undertake the PPI tasks and the people responsible for the accomplishment of the PPI tasks. It also emerged from the respondents that these aforementioned sections or units have their own work programmes to follow, over and above that of the PPI, such as the unpacking of the new curriculum changes (a core function of TLS), facilitating the feeding the identification and feeding of orphans (a core function of ECD) and the identification and teaching of illiterate adults in EED (a core function of ABET). The excerpt from an interview with participant A affirms that schools have their programme running independently and not in harmony with other EED office programmes (cf. 4.8.1.6). Each unit has its own work plan and strategy on its core unit functions, which it has to execute, while at the same time is also expected to steer PPI as an added function. Since PPI is fitted into a drawn and independent plan of each unit, the PPI by

each unit is bound to be influenced by the plans from these units. This suggests dependency on personnel and resources of other units. This dependency on other units may be best illustrated by the following excerpt from one of the research respondents, who for the past fifteen years has been a school principal in the EED (cf. 4.8.1.11):

The first concern is the connection between the policies themselves, which for me is very vital to public policy implementation. If therefore the post effectiveness of an activity is not looked into, then simultaneous implementation is a problem whereas if there is a good structure, which looks at this relationship and emphasises 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.

The afore-mentioned sentiments is in line with Lekome (2007:90) who asserts that the districts have no people employed, specifically, for public policy implementation (PPI), but use personnel from other units who also have their own core duties to focus on. Mazibuko (2007:271) on the other hand argues that a lack of clarity of roles impedes focus. The impediment of focus implies that while the intended public policy may be designed to achieve good implementation outcomes, it gets compromised. This could be attributed to the fact that those expected to advance PPI are at the same time to observe their unit's daily agenda or work programme, which entails monitoring teaching and learning in schools and implementing the assessment programme (Lekome, 2007:91). This further suggests the simultaneous implementation of education-related public policies or coupling them with existing programmes of each section or unit such as these enunciated above. Taking into account the overall implementation of the education-related public policies, it transpired that the other features of PPI by the EED are simultaneous processes and independent planning by each unit. This results in the PPI by the EED being associated with all the challenges of applying the strategy of simultaneous implementation of public policies (cf. 4.8.1.11 and 4.8.2.11).

It also emerged from the office-based respondents that the current public policy implementation (PPI) model focuses on ensuring that all education-related public policies are implemented at all costs. This is testament to Lekome (2007:90), who argues that it is the responsibility of the Provincial department of education to oversee the implementation of public policies even if it means using people from other units who might not have been involved with the PPI before. The underlying problem that could be deducted from this form of PPI model is a compromised understanding and lack of clarity of roles. Mazibuko (2007:272) contends that the urge to implement education-related public policies leads to simultaneous PPI, but it confuses superintendents of education management (SEMs) on the role they need to play and this translates into lack of ownership of the implementation process. The simultaneous implementation of public policies in the EED emerged from the quantitative data which suggested it (i.e. the simultaneous implementation of education related public policies) to be an act of overcrowding the implementation of public policies (4.8.2.11). This is in line with Mazibuko (2007:183) who argues that introducing too many public policies for implementation at one point in time compromises the intended objectives of the policies to be implemented.

This explains the concern of the simultaneous nature of PPI processes such as integrated quality management systems developmental appraisal (IQMS-DA), whole school evaluation (WSE) and discipline safety and national guidelines (DSNG) by the EED. While the EED's objective on its current model seeks to ensure effective PPI processes, the simultaneous implementation of education-related public policies suggests a challenge to internal organisational arrangements, such as PPI structures and personnel for effective implementation (cf. 1.5 & 3.2.5).

5.6.2. Phase two: Analysis and internalisation of the PPI process

This phase entails the analysis and the internalisation of the PPI processes such as the identification of the PPI objectives and allocation of human resources for PPI. According to the EED's current PPI model outlined above in Figure 5.3, phase two has three

stages namely: stage two which entails identification of PPI objectives, the third stage which focuses on communication of PPI and the fourth stage which entails identification of stakeholders for the PPI process.

These three stages are discussed here-under.

5.6.2.1 *Phase two - stage 2: Identification of PPI objectives*

Phase two of the current EED's PPI model begins with stage 2 which is the identification of the PPI objectives. This stage marks the analysis and demarcation of the PPI objectives into comprehensible, simplified and applicable steps. This analysis and demarcation remains the sole responsibility of the EED management team which is the highest office entrusted with the task of implementing education-related public policies. According to Jacobs *et al.* (2004:42), the implementation of identified public policies by bureaucratic institutions, like district offices, should be systematic and logical. This suggests that the district office is responsible for the identification of the objectives of education-related public policies and their subsequent implementation. Interviews with the school and office-based managers, who are both in the fore-front of PPI, attest to this view and suggest that the EED has to identify and define the PPI objectives so that stakeholders or actors will have access to the PPI processes.

Figure 5.5 here-under outlines stage 2.

The afore-mentioned respondents (i.e. school-based and office-based managers) further suggest that, as part of the EED's current model, contextualisation of the PPI is another encapsulated process. This entails linking the PPI to the needs at hand and the PPI objectives to the EED's current context. This is in line with the assertion that PPI does not occur in a vacuum, but is part of a specific context (cf. 2.5.3.4.2). Stofile (2008:92) also affirms that researchers are in agreement that public policy implementation is affected by the context in which policies are implemented. The EED's

quest of linking the identification and analysis of the PPI objectives to the EED context is affirming the assertion that the PPI occurs in a specific context.

Figure 5.5 below outlines the identification, analysis and the linking of these to EED's context:

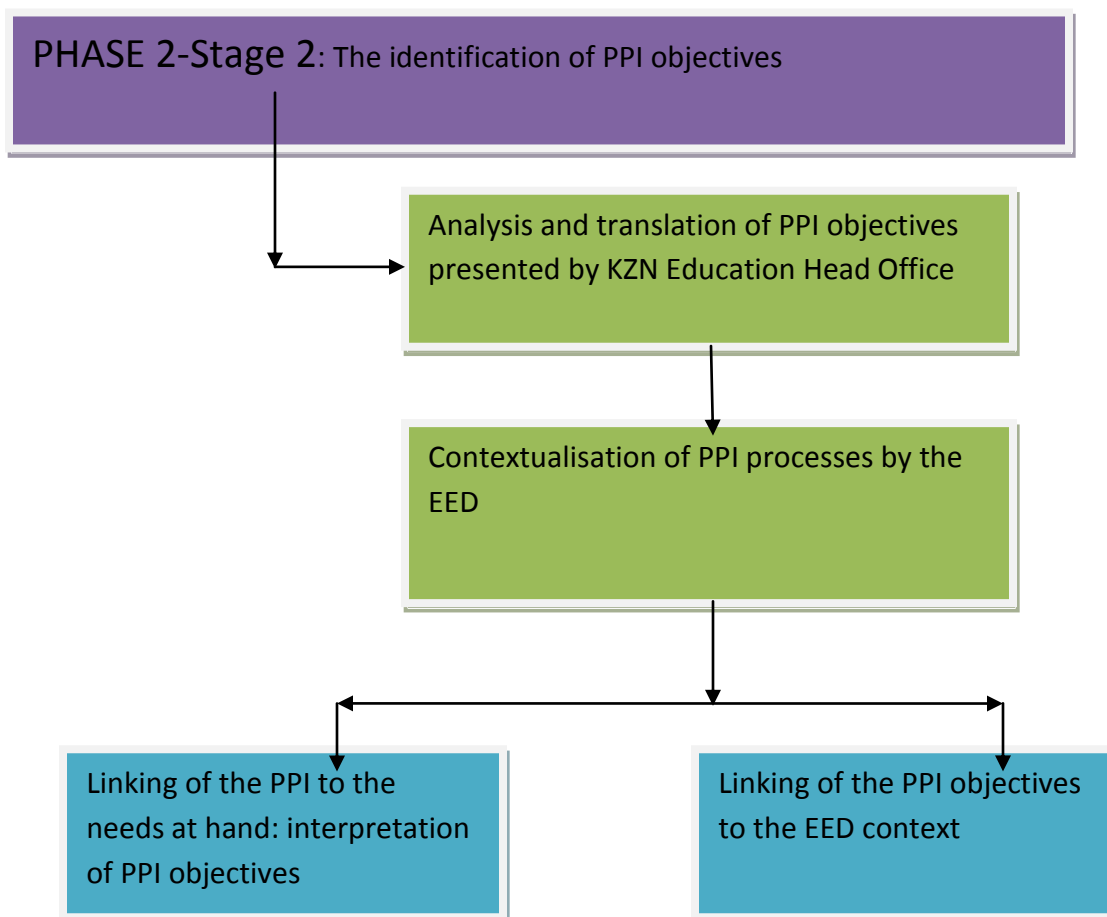


Figure 5.5: Stage 2-The identification of public policy objectives

Source: Adapted from KZN's Discipline, Safety and Security Manual (2003:16)

It can be inferred from the stage two processes as outlined in Figure 5.5 above that the EED's current PPI model lacks the ability to indicate specifically persons and units responsible and committed to these stage processes (cf. 2.5.3.4.3). Furthermore, the stage process which is part of the EED's current PPI model does not reflect the forging of coalition and collaboration in the quest of analysing, internalising and contextualising PPI. These can be perceived as challenges or shortfalls, which when addressed can

lead to a strengthened and improved PPI model or strategy for the EED's jurisdictional area.

5.6.2.2 *Phase two - stage 3: Communication of PPI*

For an improved implementation strategy for the Empangeni Education District (EED) area of responsibility, communication is one of the indispensable variables which should be considered. . The importance of an effective communication strategy is echoed by Stofile (2008:63) who claims that communication is an essential factor for the effective implementation of public policy. De Coning and Cloete (2006:51) suggest that effective and efficient PPI includes coordinating, communicating, organising, planning and executing. Communicating during PPI suggests a continuous process rather than a once-off event. For the EED, however, there is admission that there is a need for communication to be a continuous and an overarching process (cf. 4.8.1.3).

According to Mazibuko (2007:34), communication cannot be separated from leadership and management and all three concepts are central to public policy implementation within an institution. It can be deduced that communication is a leadership and management responsibility. It emerged from the respondents that the manner in which the EED execute their responsibility of communication is by a top-down, one-directional process that takes place through circulars (cf. 4.8.1.3) passed on by the ward managers, who are the common and dominant communication conduit for all the implementation of education-related public policies that have to be implemented by the EED management at school level. The following excerpt from one of the EED's management officials, confirms this mode of communication:

Education- related public policies are communicated through circulars. The circulars are left with the SEMs and all school managers are expected to come to circuit offices to check circulars from their SEMs or ward managers. This is the only way the EED uses to send any information to schools be it on public policies to be implemented or otherwise. This method I also found it being applied when I joined the EED and I

acknowledge that it may be improved by using the other communication methods, such as emails, short message system (sms) and faxes, which are speedy, modern and less inconveniencing. Yes, I agree that it is something worth considering especially if we want to be more effective.

According to Akor (2008:160), co-ordination and planning, for effective public policy implementation (PPI), are bound together by how communication takes place. This suggests that where means of communication are effective, relevant actors (i.e. stakeholders) are bound to access information about any public policy, which in turn is likely to heighten the rate of collaboration.

The above excerpt suggests the EED's communication and co-ordination strategy to be prone to communication and co-ordination challenges whereby information on the DAS, WSE, IQMS and DSNG could not reach certain schools in certain wards of the EED management office. The general responses on EED's current PPI model, also suggest that the current communication strategy results in some schools being unable to attend capacity building workshops that aim to prepare and equip actors for the implementation of public policies. The communication strategy via circulars, currently implemented by the EED, also suggests that the principals have to, from time to time, visit the circuit offices to collect the circulars in order for any education related public policy or national guideline to be implemented. This is confirmed by Mazibuko (2007: 273) who argues that the fetching of circulars, as a top-down communication method, is mandatory for principals whose schools are many kilometres away from the circuit offices. This pattern of communication increases the chances for the principals failing to sustain the routine as it becomes increasingly costly for them to travel such long distances daily. The mentioned Limpopo book distribution fiasco is indicative of a failed communication plan that led to failed execution of vital duties.

EED's communication stage 3 processes are encapsulated here-under in Figure 5.6.

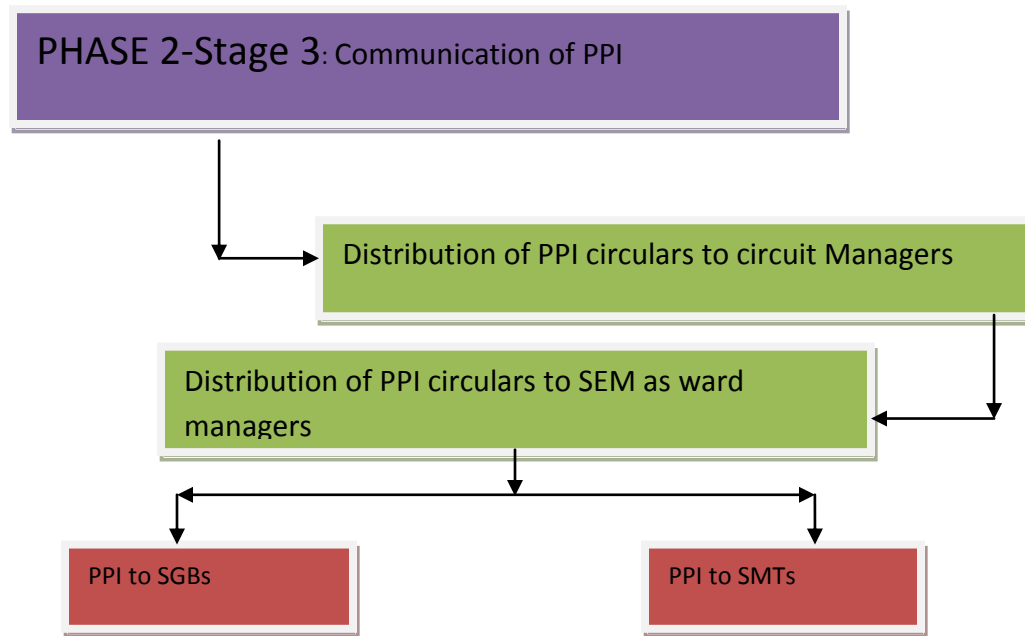


Figure 5.6: Stage 3- Communication of PPI
Source: Adapted from the IQMS Manual (2005:29)

According to Akor (2008:61), for a communication strategy to be effective, it should be a two-way process that enshrines intent of getting stakeholder input, advice and feedback. The one-way nature of the EED's communication strategy, as enunciated above by the respondents, does not suggest stakeholder input, advice or feedback. This further underscores the communication challenges suggested by qualitative data analysis (cf. 4.8.1.3). It compares the EED's communication strategy with the views of researchers on the importance of a communication strategy for effective PPI.

The above description suggests a need for various means of communication in order to strengthen the PPI communication strategy. Various means of communication in this study imply more accessibility and constant sharing of information at all levels or stages of PPI (cf. 4.8.2.3). It can be deduced that the non-effective use of information computer technology (ICT), such as telephone, fax, emails and even short message system (SMS) to communicate with geographically dispersed schools, especially in this 21st century, continues to pose challenges to the EED's current PPI strategy. Furthermore, a need for a strengthened policy implementation model that will accommodate other means of communication and encourage internal organisational arrangements that are

overarching and continuous throughout all phases and stages of PPI process is highly recommended.

5.6.2.3 *Phase two-stage 4: Stakeholder identification for PPI*

The identification of stakeholders for PPI suggests the importance of seeking collaboration with all envisaged actors in the PPI process for the EED's current strategy. Consequently, stage 4 encapsulates the identification of actors and their involvement in and their accountability for the implementation of education related public policies in the EED's geographical area of responsibility (cf.3.2.5.1 & 3.2.5.2).

Figure 5.7 below, based on the responses of interviewed office-based managers and school principals of the EED, outlines stage 4 of the EED's PPI model in its jurisdictional area.

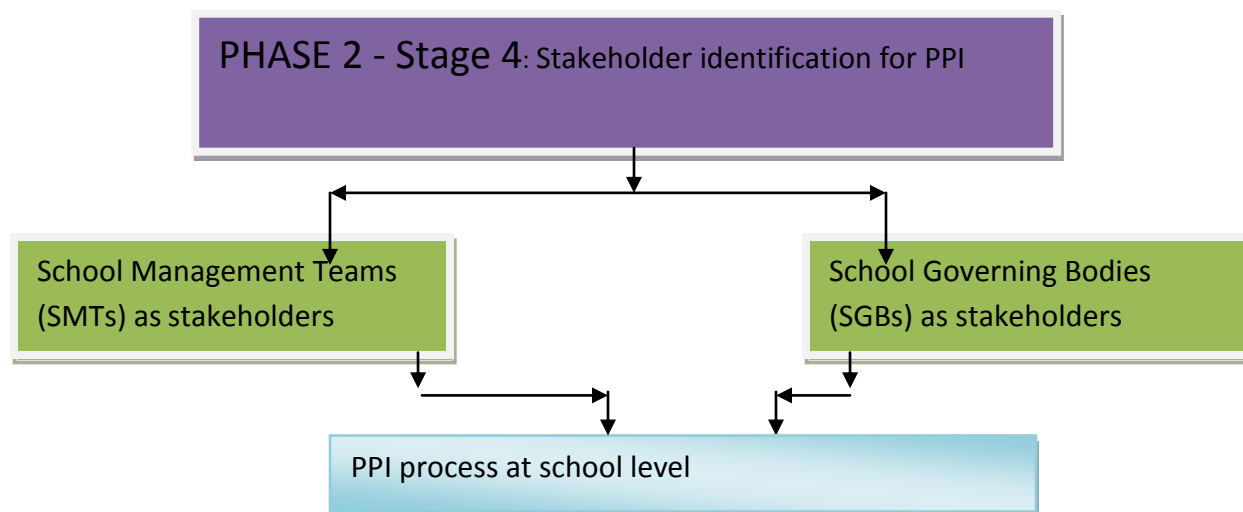


Figure 5.7: Stage 4-Stakeholder identification for PPI

Source: Adapted from the Whole School Evaluation Handbook (2002b:20)

The SMTs and the SGBs are the two categories of stakeholders, which in the current EED's public implementation process, are identified to be key-implementers and drivers of the PPI process. The data captured through interviews on the current PPI processes attest to Loliwe (2004:12) who argues that in order for the SMTs to be effective, they should *inter alia*:

- embrace public policies and not evade them;
- be strategic thinkers;
- be well informed or fully capacitated; and
- be united and conflict free.

This suggests that the current EED's PPI process is described and perceived by the respondents as dependent on the SMTs who are regarded as indispensable agents of the current EED's PPI strategy.

The SGBs are the other stakeholders upon whom, (according to the analysed data from the research respondents who are managers in the EED and actively involved in the PPI processes), the current EED's PPI strategy on education-related public policies is perceived to be dependent. In identifying SGBs as stakeholders, school-based participant revealed that SGBs play a vital role in the implementation of education-related public policies and national guidelines. This view attests to Xaba (2006:578) who affirms that the involvement of SGBs in the PPI process should translate into positive collaboration for the effective implementation of education-related public policies like discipline and safety.

It also transpired from the responses of the research participants that the SGBs in many rural schools are not literate enough to understand the English version of the content of education related to public policies in order to make a meaningful contribution towards their implementation. This argument was in line with Maile's view (2002:329), who contends that illiteracy among parent SGB members contributes to their own inefficiency and inability to access information. Van Wyk (2004:27) also points out that because of illiteracy, many SGBs, particularly in less disadvantaged areas do not have the required literacy skills. The parent SGB members, because of their illiteracy, end up being passive and disillusioned as they are unable to grasp all the PPI content which is mainly in English (Maile, 2002:320). The responses on the current PPI process by the EED also suggested that there are still illiterate SGB members who are expected to implement the education-related public policies that are predominantly in English. The

members of the SGBs complain that the documents are very difficult to understand and that the Department of Education seldom assists them in the interpretation thereof (Van Wyk 2004:35). The general view that some parent SGB members cannot perform to their optimum level because of the content that is in English, suggests a challenge which has to be overcome if the EED's current model is to be strengthened.

The above-outlined involvement of SMTs and SGBs suggests these to be the prominent actors other than education-based (i.e. school-based and office-based) actors involved in the EED's current PPI strategy. Figure 5.7 also suggests that the EED's current PPI model portrays the SMTs and the SGBs as the only actors. This implies that there is room to consider the involvement of other possible actors who may also play a key role in the PPI process (cf. 2.6). Systematic involvement of all conceivable actors may be vital for the formation of relevant structures and in the creation of a conflict-free and conducive environment for improved PPI processes (cf. 1.3; 3.2.4.1; 4.8.1.10 & 4.8.2.10). It is, therefore, envisaged that a strengthened EED model will address the challenges implied in a positive sense.

5.6.3 Phase three: Creation of PPI coalitions

Phase 3 entails the creation of public policy implementation (PPI) coalitions. The PPI coalitions suggest a favourable climate for a robust PPI process (cf. 2.5.3.4.5). Phase 3 encapsulates stage 5 and stage 6 of the EED's current model. Stage 5 relates to capacity building, while stage 6 entails the allocation of resources. Stages 5 and 6 are discussed below.

5.6.3.1 Phase three- stage 5: Capacity building of actors for PPI

In order to clarify the process of capacity building during the PPI process by the EED, the organogram on capacity building responsibility levels illustrated in Figure 5.8 below, informs the continuum of the general sphere of the South African education public policy process as outlined in Figure 5.1 (cf. 5.2). Figure 5.1 shows how the PPI processes at

the EED level links with those at the provincial sphere which in turn links-up with those at the national level of education.

It is deduced from the organogram illustrated below that district management being at the top echelon of the district and responsible for the implementation of capacity building processes. The circuit offices, headed by circuit managers, form part of the EED management subsections. Figure 5.8 also suggests that other sections like physical planning, early childhood development (ECD), teaching and learning services (TLS) and education management information systems (EMIS) are at the same level as the EED circuits.

While the responses from interviewed EED management officials revealed that the circuits play a critical role in the implementation of public policies like the WSE, they (i.e. the responses) also suggest that the role of the district is still inadequate. This is in line with the view of Mazibuko (2007:308) which highlights the lack of district support as a challenge to effective PPI. He further argues that there is a need to capacitate all the district staff which, in turn, can alleviate the circuit management on whose shoulders capacity building falls.

Figure 5.8 illustrates that under each circuit management are wards headed by the SEMs who provide capacity building for school principals, SGBs and SMTs who are the implementers of education-related public policies at school level.

Figure 5.8 below shows the levels of capacity building responsibility at EED management level:

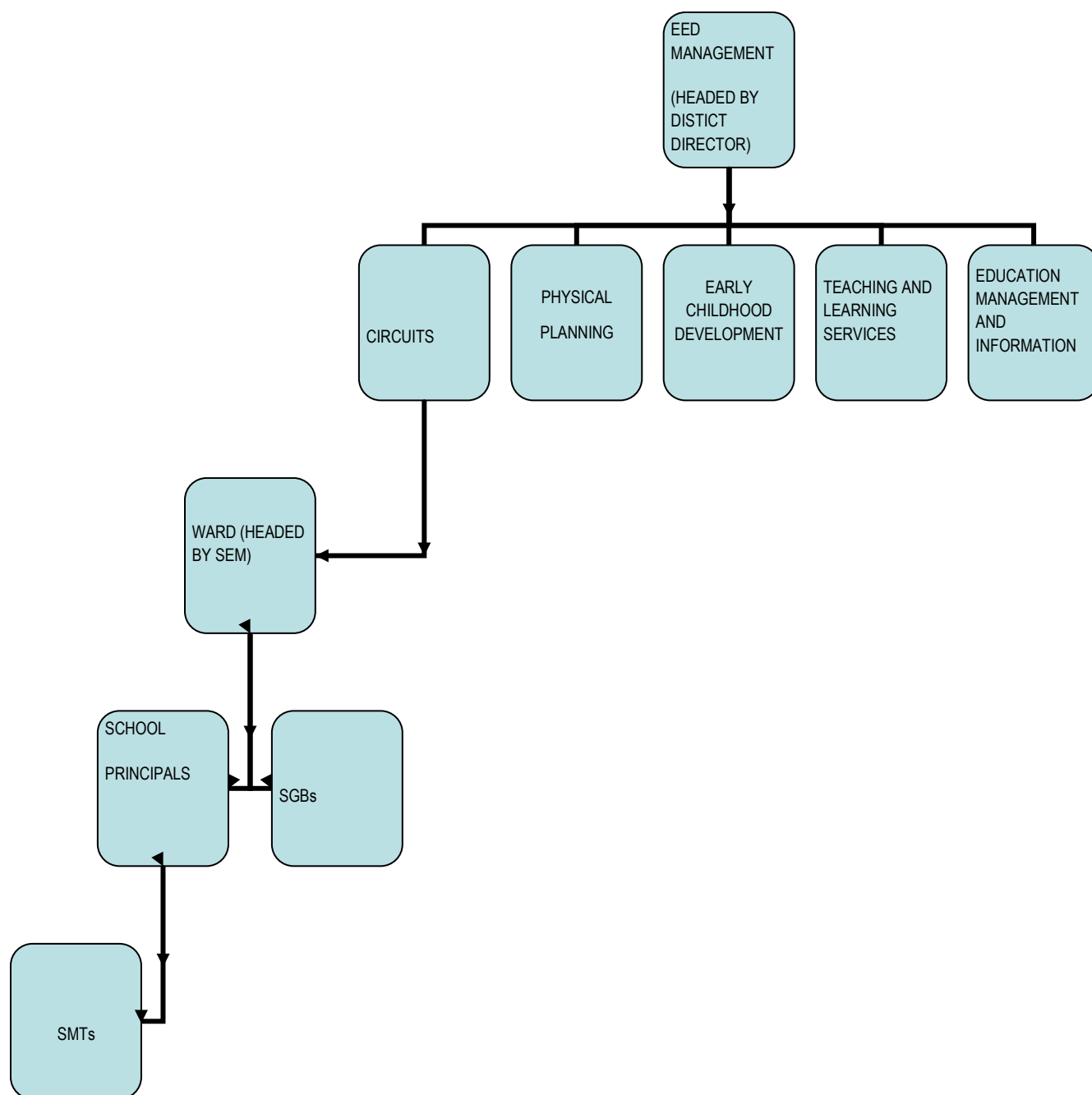


Figure 5.8: Capacity building responsibility levels

Source: Adapted from KZN Education strategic plan (2010:30)

In the light of Figure 5.8, the capacity building institutions in each ward is the responsibility of the SEM of each ward. The response from an EED management official who participated in this study, suggests that the SEMs play a leading role in capacity building for PPI purposes. Such view, on the role of SEMs in capacity building, affirms

Nongogo (2004:51), who claims that capacity building by the departmental officials, especially the SEMs, is specifically designed to monitor the effective implementation of respective public policies. This implies that the SEMs should provide capacity on public policies during workshops, attend to challenges and also answer questions which schools might have on public policy implementation.

Figure 5.9 below, which is stage 5 of PPI by the EED, outlines the roles of SEMs in the PPI processes for capacity building:

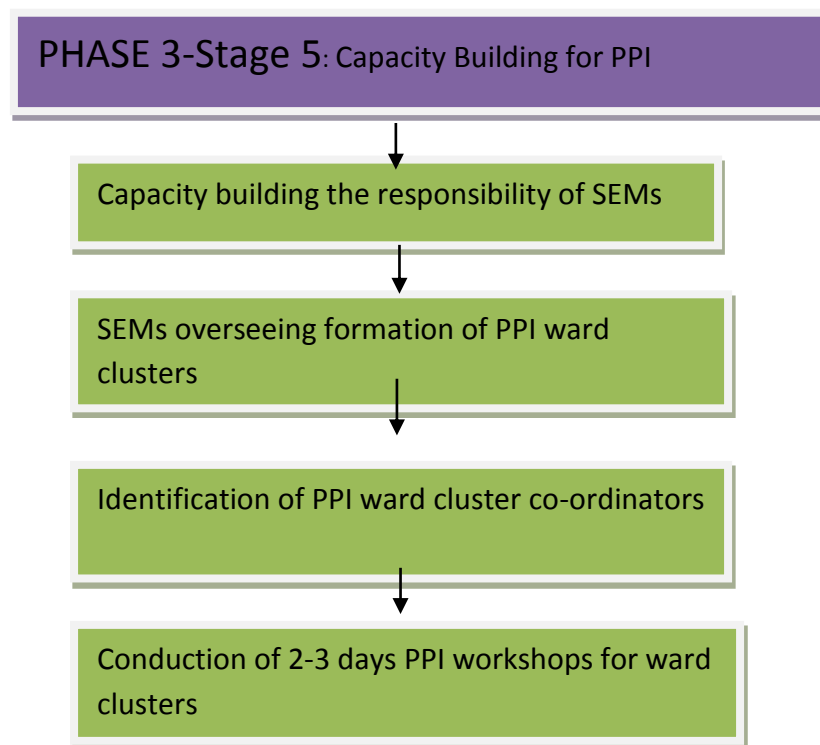


Figure 5.9: Stage-5-Capacity building for PPI

Source: Adapted from the IQMS Manual (2005:27)

From the above Figure 5.9, it is apparent that over and above capacity building, the SEMs are responsible for overseeing the formation of clusters, the identification of cluster co-ordinators and the conduction of workshops. It can be deducted that the SEMs seem to have much responsibility, which suggests a situation of overload.

An interview with an office-based participant who is a Deputy Chief Education Specialist (DCES) in EED, revealed that while other units (i.e. TLS, EMIS, ECD, SGMS and ABET) render assistance to the PPI processes, the SEMs, in their respective wards, still carry the responsibility of ensuring that all principals, SMTs and SGBs are fully capacitated on each education related public policy to be implemented. According to Mhlongo (2008:68), the SEMs, who are responsible for each ward, have a minimum of twenty five schools to supervise, support, monitor and develop on all educational matters. This suggests the lack of capacity of the SEMs which, inevitably, further suggests leadership deficiency, under-capacitation, which impacts negatively on the support and development of schools. According to Naidoo (2004:338), the slow pace of implementation of public policies in the EED can also be attributed to the deficiency of leadership. The inability of the ward managers to provide such leadership, at times, attests to the challenge of capacity deficiency facing the EED management.

The use of personnel from various units who might not have relevant expertise on the education related public policy suggests one of the implementation challenges facing the EED regarding the creation of capacity for all those involved in the implementation process (cf. 1.3 & 2.2.5.4.4). It also emerged from the respondents that the capacity building workshops for those expected to implement the public policies such as the DSNG, WSE and IQMS, generally took two to three days per workshop. The KwaZulu-Natal Basic Education Department (KZNBED) (2006:05) also suggested that the time taken to capacitate those expected to implement this policy at school level, is two days. This implies that the limited time allocated to these workshops is not proportional to the volume of work that should be grasped in order to be well prepared for the effective implementation of public policies such as the DSNG, WSE and IQMS. This is in line with Mazibuko's view (2007:274) that limited time allocation on capacity building and precipitated lack of capacity by the principals make it difficult for them to deal with the implications of implementing the public policies such as the WSE. This poses a PPI constraint on the scope of work to be covered versus insufficient training time, which remains a PPI challenge for the EED's current model (cf. 3.2.1.2.2).

5.6.3.2 *Phase three - Stage 6: Allocation of resources for PPI*

The respondents at the management level in the EED who participated in the selected semi-structured interviews, revealed that the EED has to identify the resources and, where applicable, estimate for foreseen costs attached to the PPI processes. This is summed up in the interview with an EED office-based manager involved in the PPI processes, who argues that the allocation of resources, which could be associated with budgeting for material to be used and determining personnel responsible for PPI is an indispensable component of the EED's policy implementation process.

According to De Coning and Cloete (2006:47), allocation of resources forms part of Wissink's public policy stage model. It can be deduced that the EED's current PPI model borrows from the allocation of resources as encapsulated in Wissink's public policy stage model, which places allocation of resources as a preceding step before the PPI stage (cf. 2.5.2). Nongogo (2004:51) claims that a number of districts are unable to allocate resources for PPI processes. The EED being a district has to allocate resources for the implementation of the education-related public policies by covering the logistical costs which entail the identification of PPI material to be used, the duplication of PPI material to be distributed and the determination of the human resources needed. Mazibuko (2007:276) alleges that apart from the District director, other human resources needed at a district level entail, *inter alia*, the following categories:

- the chief education specialist (CES);
- the deputy chief education specialist (CES);
- the superintendent of education management (SEM); and
- the first education specialist (FES).

In each EED section or unit there are human resource categories responsible for overseeing the implementation of public policies.

Figure 5.10 below outlines phase three as follows:

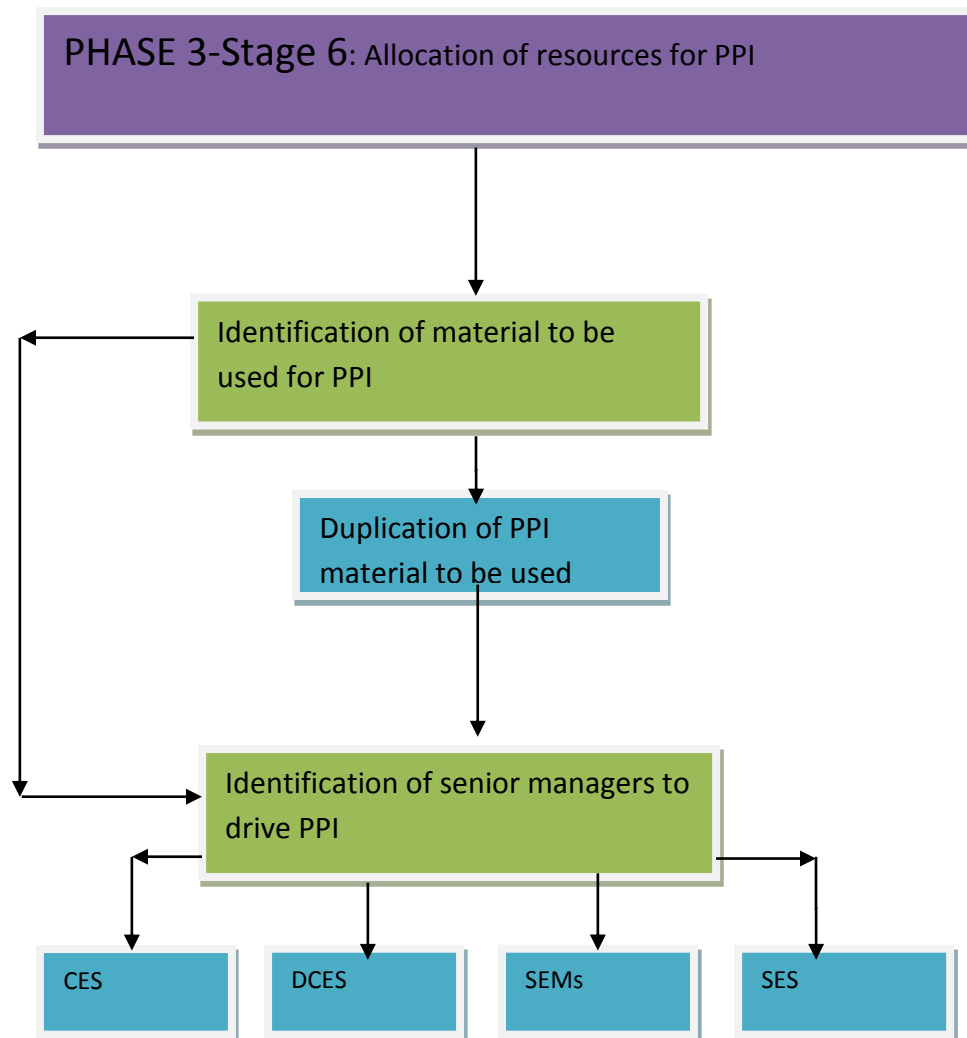


Figure 5.10: Stage 6- Allocation of resources for PPI

Source: Adapted from the IQMS Manual (2005:19)

The qualitative evidence from the research respondents who are at senior management level of the EED office further outlines that while allocation of resources is done, the vastness and the diversified status of schools have made it a challenging responsibility for the EED (cf. 4.8.1.1). This suggests that while the EED management has a strategy that strives for better control of resource allocation in order to facilitate the effective implementation of education-related public policies, they still experience challenges which entail random selection of human resources to oversee dissemination and the driving of the PPI processes. This further suggests an erosion of consistency and

commitment on the part of those randomly selected persons. This is unacceptable because commitment is a fundamental element to effective PPI (cf. 2.5.3.4.3). Stofile (2008:83) also concurs with the view that commitment or pledging oneself to a certain purpose or line of action is critical to effective public policy implementation. It can be inferred that the allocation of human resources, which also sees the random picking of personnel responsible for the driving of PPI processes in the EED's area of responsibility, may affect this commitment. It could be further assumed that this in turn may, , compromise the implementation of education-related public policies by the EED.

Anything that seeks to compromise the PPI processes suggests a challenge. In dealing with this challenge, the EED, as the highest institution to oversee the PPI processes, has room for improving budgeting and mode of human resources selection, in order to strengthen and improve commitment for the effective implementation of education-related public policies. Inevitably, this suggests that as long as there is room for improvement, there is a challenge to PPI that needs to be overcome in order for that gap or room on budgeting on material and human resources for PPI to be closed.

5.6.4 Phase four: Support, monitoring and reporting of PPI

The use of the descriptive term monitoring is aimed at explaining the events that take place in this phase. The stage seven process which entails the support and monitoring of the PPI progress, is discussed below.

It is noted that the responses from the selected interviews with the EED management and from the quantitative data collected through questionnaires, there is emphasis on monitoring and no mention is made of reporting, evaluation and resubmission (cf. 4.8.1.7 and 4.8.2.8). The omission of these attributes suggests a compromised model where reporting and evaluation as some of the essential components of the Wissink's stage model, upon which the current EED's stage activities are derived, are missing. According to Mazibuko (2007:184), education districts have a shortage of personnel to oversee the stage activities like monitoring and evaluation. The EED faces and should

address this challenge. Consequently, it is envisaged that a strengthened model (discussed in the next chapter) will address this challenge by incorporating evaluation as one of the stage activities.

Stage 7 processes on monitoring are discussed in the next paragraph.

5.6.4.1 *Phase four-Stage 7: Support and monitoring of PPI*

This is the final operational stage of the EED's PPI model. As mentioned previously, Wissink's stage model consists of 10 stages. This discrepancy will be discussed in the next chapter. Figure 5.11 below illustrates the processes that transpire in this stage:

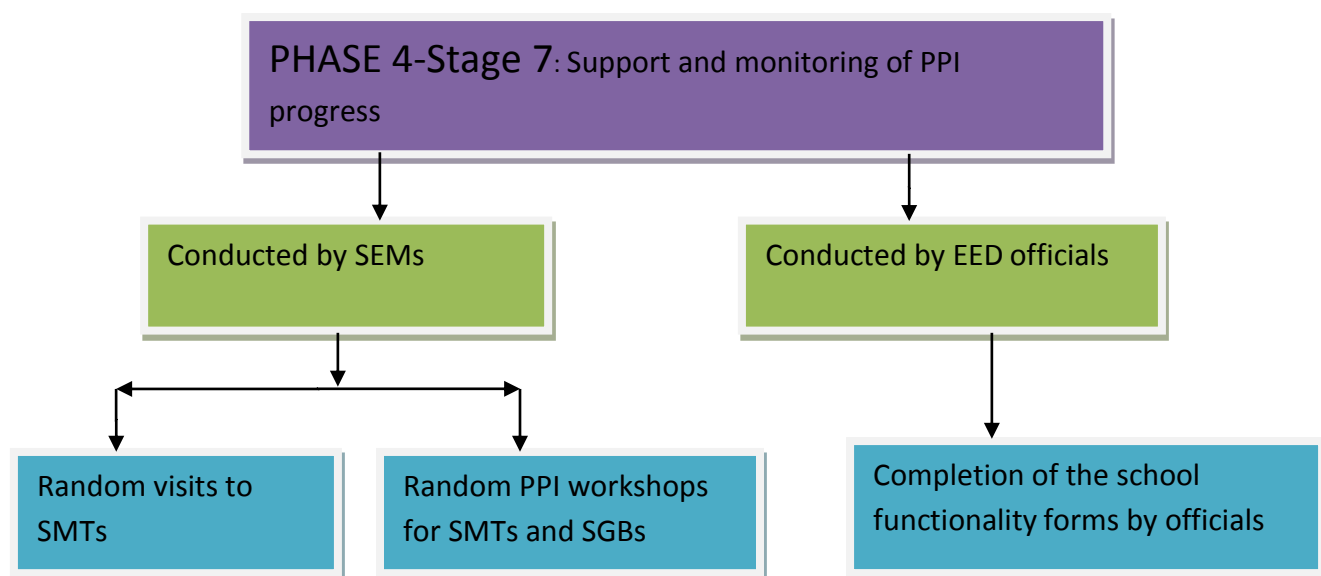


Figure 5.11: Stage 7-Support and monitoring of PPI

Source: Adapted from KZN Education strategic plan (2010:30)

Figure 5.11 illustrates the general view of the respondents, which is in line with the larger model, namely: the EED office-based managers and principals of schools, on the issue of support and monitoring of the PPI progress. The above diagramme reveals that support and monitoring are provided mainly by the SEM/ward managers in the EED's area of jurisdiction through conducting random visits to the SMTs and through random workshops for the SMTs and the SGBs. According to Cloete and Bunting (2000:13),

monitoring is conducted with the aim of promoting improved performance for effective school functionality. Figure 5.11 also suggests and concurs with EED managers that monitoring is undertaken by any available district personnel regardless of whether they have any special knowledge or expertise of the implemented education related public policy (cf. 4.8.1.7).

An analysis of the data captured reveals that the SMT and the SGB are identified as key role players driving the current PPI processes in the EED's geographical area of responsibility. This is in line with Xaba (2006:578) who argues that, while SGBs should take a lead, the SMTs should also take full responsibility of translating public policies into daily plans. Figure 5.11 illustrates above, that the EED's current implementation model suggests that the implementation of education-related public policies also depends on the support and monitoring of the SMTs and the SGBs. This explains why the SMTs and the SGBs are also identified as the visible actors, other than the EED's management staff who are responsible for the implementation of education-related public policies. While the analysed data indicates a PPI model that embraces support and monitoring for both the SMTs and the SGBs, it also emerged that the SGBs, especially those from rural communities, still needed more empowerment in order for them to play a more meaningful role in the implementation of education-related public policies such as the DAS, WSE, IQMS and DSNG. In the following extract from the data collected through semi-structured interviews, a respondent attested to the current PPI model as follows:

The EED management have always relied on the SMTs and SGBs to drive implementation of education related public policies and such effort has borne fruits especially in affluent and urban schools. However, there is a challenge in our rural community schools emanating from being unable to follow the content of the workshops. The EED will have to relook into how even parents who are not learned, can be sufficiently empowered to be able to play a more significant role in the implementation of public policies confidently. In fact, as long as all public policy

workshops are facilitated mainly in English, those who cannot read and understand it will remain marginalised and thus feel unsupported.”

The above extract suggests that the results of monitoring and supporting of the current PPI model are dependent on both the medium in which the workshops for the current PPI content is delivered and the literacy rate of those expected to implement the PPI content. Consequently, the perception from the above excerpt is that the use of English content material for workshops aimed at supporting SGBs in the current PPI model, adversely affects the capacity of parent SGB members from rural schools. This implies that there is no significant impact derived from the support and monitoring effort. It can be further deduced that the implication of the adverse effect is that the SGBs, where English proficiency is relatively low, do not achieve PPI results as they should. The inability of the parent SGB members in rural schools to achieve the expected PPI results could be paralleled to one of the problem statements of this study, that is, there is a lack of support for district monitoring and support (cf.1.3; 3.2.2.2.3; 4.8.1.6 & 4.8.1.7). The logical assumption drawn here-from is an inherent lack of capacity by those expected to implement education-related public policies. This is also reflective of the study objective on the challenges faced by the EED in implementing the education-related public policies such as the DAS, WSE, IQMS and DSNG and of the theoretical perceptions in this study (cf.1.5).

5.7 CONCLUSION

The two forms of models that this study reflected on were the descriptive and prescriptive models (cf. 2.3.2). Based on the collected data, interviews and literature review, the current PPI model was drawn (cf. 5.3). This study resolved to establish how the EED's current PPI model reflects on or compares to the descriptive and prescriptive models. Below are suggested examples or cases of how the EED's current PPI model reflects on or compares to the descriptive and prescriptive models.

Regarding descriptive models the element of analysing in terms of who is involved and how such involvement occurs (cf. 2.3.2.1), suggests an influence on stage 4 of phase three which entails stakeholder identification for PPI (cf. 5.3.3.1). Another resemblance of EED's model to public policy models is the display of the existence of the EED as a public institution from which the PPI processes disseminate information. This is evident in phase one step 1 (cf. 5.3.1.1). Such resemblance is suggestive of an institutional model, which depicts institutions as having an integral role in influencing PPI processes (cf. 2.3.2.1.5).

Regarding how the current EED's PPI model compares to prescriptive models, the mixed-scanning model, which is another form of the prescriptive model, can be used to depict this resemblance. The nature of this form of prescriptive model is that it enables the review of public policy as it concentrates on public policy results (cf. 2.3.2.2.3). This could be paralleled to the review and feedback stage. Evaluation and feedback are also basic stages of the Wissink's stage model which also fall under the prescriptive models (cf. 2.5.2). On the other hand, the Wissink's stage model is the basis on which the existence of the EED's current PPI model is suggestively derived (cf. 5.3). This implies that the model should have encompassed feedback. However, based on the interviews of research respondents who are at the management level in the EED, the current EED's PPI model does not indicate any activities on the feedback stage. This suggests a need for evaluation and modification, as part of a feedback stage, if the EED's current PPI model is to be strengthened.

The EED's current PPI processes outlined above were informed by the analysed data and the description of the current implementation of education-related public policies by the research respondents who are managers involved in the EED's PPI processes. The researcher, as an EED employee, is expected to implement the education-related public policies. Therefore, the researcher's involvement in the EED's current PPI model, helped in presenting a deepened and hands-on perspective of the current PPI processes in the EED. The seven-stage processes of the EED's current four-phased model were outlined and the illustrations were used to affirm the discussion of each

stage. Reflection on theories and models pointed to some degree of influence to the current PPI model.

It is, therefore, in light of ensuring effective PPI processes that the above outline reflected on the EED being in the process of implementing the current PPI model. It is in the best interest of the EED to remain creative in establishing more ways to improve the current model. It could also be deduced that an improved PPI model can, in turn, improve the implementation processes like coalitions, communication, capacity, monitoring, support and feedback which, eventually, may lead to effective PPI results. An EED's improved PPI model remains inevitable.

The next chapter seeks to strengthen phases and stages in the quest to present an improved EED PPI model.