

**Principles for effective governance of Further Education and Training (FET)
colleges in South Africa**

by

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DECLARATION

I declare that **Principles for effective governance of Further Education and Training (FET) colleges in South Africa** is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.



SIGNATURE
MG MOTHAPO (Mr)

05/08/2014
DATE

DEDICATION

Dedicated to my late mother Martha Moshala Mothapo, my beloved wife Buisewe Jane Mothapo, my family, relatives and friends who have inspired me through their love, support and encouragement.

ACKNOWLEDGEMENTS

This study would not have been completed without the sincere support and assistance of my supervisor Prof MM Van Wyk. He motivated and encouraged me throughout my research studies. I would like to thank principals, college councils, and staffs of Sedibeng College, Flavius Mareka and Western FET Colleges for participation, assistance and motivation they gave me. Most importantly, all honour and glory to Jesus Christ, my personal savior for giving me the strength, wisdom and courage to continue and making the journey easier.

I have all strength to face all conditions by the power that Christ gives me.

Philippians 4: 13

ABBREVIATIONS AND ACRONYMS

CEO	Chief Accounting Office
CFO	Chief Financial Officer
DHET	Department of Higher Education and Training
DOE	Department of Education
EMT	Executive Management Team
FET	Further Education and Training
FETSAC	Further Education and Training Specialist Advisory Council
GDE	Gauteng Department of Education
HR	Human Resource
MEC	Member for Executive Council
NBI	National Business Initiative
NQF	National Qualifications Framework
PDE	Provincial Department of Education
RSA	Republic of South Africa
SAQA	South African qualification Authority
SETA	Sector for Education and Training Authority
SGB	School Governing Body
SRC	Student Representative Council
UK	Unite Kingdom
USA	Unite State of America

ABSTRACT

Since 1994, the South African education system has been undergoing continuous transformation which has had an impact on the governance of Further Education and Training (FET) colleges. This study, which focused on an investigation of the principles of effective governance at FET colleges, was conducted in three purposefully sampled FET colleges.

Qualitative content analysis was used to analyse data collected using semi-structured interviews, observation and document analysis. The main finding of this study revealed that college councils do not have either the capacity or the resources to develop policies for colleges, nor is there a clear and documented reporting process in place. The study highlighted that the roles and responsibilities of college council's sub-committees are not clearly defined in the 2006 FETC Act.

Based on the research findings, recommendations were made in respect of the effective participation of college councils in the governance of FET colleges.

Key terms: governance; cooperative governance; strategic governance; governing body; strategic planning; stakeholder; effective participation; oversight; delegation; approval

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CHAPTER 1

INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

South Africa's fifty public Further Education and Training (FET) colleges are newly established in the landscape of tertiary education in the country. These colleges were created as recently as 2002 in terms of the Further Education and Training Act, No 98 of 1998 (Republic of South Africa (RSA), 1998:12). The provisions of this Act led to the merging of the former technical colleges and colleges of education and training centres to form the FET colleges. This merging of the technical colleges and colleges of education and training then, in turn, led to the merging of the technical college governing bodies to form college councils for each of the new FET colleges (RSA, 2006:18). Both the Further Education and Training College (FETC) Act, No 16 of 2006 (RSA, 2006:20) and the Further Education and Training Bill (RSA, 2006:10), which was passed by Parliament in 2006, removed a number of the ambiguities, for example, the FET colleges lacking autonomy and the college councils enjoying advisory powers only, that were associated with the 1998 FET Act.

1.2 BACKGROUND OF THE STUDY

The elections of April 1994, which marked the formal end of apartheid rule and a shift from authoritarian to democratic rule in South Africa, introduced a new South African Constitution that included an unequivocal commitment to representative and participatory democracy, accountability, transparency and public involvement (RSA, 1996). The essential vision encapsulated in the Constitution is that people's participation in shaping their destinies should extend beyond the periodic national elections. Participation, it is suggested, does not involve only the right to elect representatives but it should also translate into the right to influence decisions that are made. Thus, the South African Constitution issues an interesting challenge when it declares that the new democracy is both representative and participatory (Lewis & Naidoo, 2004:102).

Since 1996 the government's focus on the issue of governance in South African FET colleges has been on organisational structure, that is, on the formal articulation of rules, roles and responsibilities, with the legislation related to governance largely articulating the structure, roles and functions of different levels of government, namely, their composition, powers, channels of accountability, and rules guiding their operations.

During the apartheid era, college governance in South Africa was characterised by a top-down approach with the overall management and governance of FET colleges being dictated by the Department of Education without any involvement on the part of the stakeholders. The 2006 FET Act allows the participation of donors, business and industry in the governance of colleges. Two important principles contained in the 2006 FET College Act are concerned with inclusivity and decentralisation (RSA, 2006:20). The stated philosophy of the 2006 FET Act is to create a new college governance landscape based on industrial participation as well as partnerships with corporates and communities. As a result, the Act provides mechanisms for stakeholder participation in decision-making, specifically in those areas in which a particular college council member may exert his or her influence. The FET Colleges Act (RSA, 2006:20) was intended to include knowledgeable stakeholders with different ideas, values and viewpoints in the college councils of both public and private colleges. Jaff (2005:7). These stakeholders have an influence in terms of which programs must be offered by colleges and how the colleges must be governed as compared in the past when business and industry were isolated from the governance of colleges. It is maintained that successful college councils balance strong executive leadership, political provincial accountability, administrative provincial accountability and the broader social and public purposes of the college concerned. The governance of a public college is vested in the college council (RSA, 2006:20). As stipulated in the South African Schools Act, No 84 of 1996, the governance of a public school is vested in the governing body of the school (RSA, 1996:8). Thus, there are similarities in the governance of public colleges and public schools in South Africa and, therefore, the current research available on school governing bodies (SGBs) also applied to the governance of public FET colleges and private colleges.

Every public college is regarded as a juristic person with the legal capacity to perform its function in terms of the 2006 FET College Act (RSA, 2006:54). According to Knight

(1993:48), it is essential that the governors of public colleges identify their key tasks, that is, the tasks they are obliged to carry out in terms of the statute. Thus, an important aspect of educational leadership and governance is the involvement of stakeholders in the decision-making processes (Behnaz & Alireza, 2008:53).

Democratic college governance in South Africa requires that, whatever decisions are made at colleges, these decisions should be formulated on the basis of consultation, collaboration and cooperation, and in partnership with and with the participation of all stakeholders in the college council. Bean and Apple (1999:10) contend that in a democratic school (college) all the stakeholders have a right to participate in the decision-making process. Furthermore, there should be widespread participation as regards addressing issues of governance and policy making under the auspices of sub-committees, committees, college councils and other college-wide decision-making groups that include professional educators, young people (learners), parents and other members of the school (college) community.

According to Angelis, Lolwane, Marock, Matlhaela, Mercorio, Tsolo and Xulu (2001:284), the FET college council has the following statutory responsibilities, namely, to formulate a strategic plan; to address past imbalances as well as gender and disability issues; to determine the language policy; to ensure that the FET college is accredited; approve all the policies and consult with the academic board and the Student Representative Council (SRC).with regard to the implementation of the academic programmes that are approved by the Department of Education.

Apart from their statutory responsibilities, college councils should apply good governance principles, including providing oversight, approving, establishing, monitoring and controlling implementation of policies, as well as delegating responsibility and managing knowledge (Angelis et al, 2001:284). Each of these principles and challenges will now be discussed in detail in the context of this study.

(i) Oversight

In terms of this perceived responsibility, that is, oversight, the external members of the college council oversee and monitor the implementation of and adherence to policy by

the management of the college. This oversight role may be defined as monitoring, watching, observing in order to note, oversee, supervise, keep track of and survey (Jaff, 2005:27). FET colleges are assigned targets by the department of education such increase of students' numbers and proper management of finances for that matter college council provide an oversight role by becoming an eye of the department of education.

College councils do not have the structures in place to oversee the FET colleges except via the four meetings per year as prescribed by the 2006 FET Act. At these meetings the college management reports its intentions and seeks approval from the council. The council must hold at least four ordinary meetings in each academic year (RSA, 2006:56).

(ii) Approval

Jaff (2005:28) indicates that approval implies endorsement, support and agreement. Thus, as regards this function of approval, the college council formulates and approves policies related to the governance of the college (RSA, 2006:20). However FET college policies are formulated by the management of the college and are approved by the college council. This practice of delegating the development of policies to management contravene with the 2006 FET Act that stipulate the college councils must develop policies for colleges. Furthermore the practice is equivalent allowing management developing rules for themselves and college council rubber stamping.

(iii) Establishment of policies and committees

College councils draw up the rules for the college concerned, establish governance committees and determine the composition and function of each committee. In addition, the college council is tasked with establishing joint committees of the council and academic board and SRC , determining the student admission policy after consultation with the academic board and determining and providing student support services after consultation with the SRC (RSA, 2006:20).

Council committees are constituted but they are non-functional in the sense that no meeting are held and offer little support to various departments of FET colleges. This results to colleges relying heavily on head of departments such as human resources, finance, marketing and student support without the support of college council. Members of college councils with knowledge in finance, marketing finance, law and human resource are expected to share their expertise and guide with various department of FET colleges.

(iv) Monitoring and control

It is suggested that the college council use the performance agreement between principals and Department of Higher Education and Training (DHET) the college's code of conduct and the strategic plan in order to monitor performance (Jaff, 2005:57).

College councils are not monitored by either the Member of Executive Council (MEC) or the Director General of DHET as regards measuring their effectiveness in fulfilling their statutory responsibilities. However, DHET is responsible for auditing compliance in terms of the composition and functioning of the college council.

(v) Interaction

Jaff (2005:34) indicates that those councils that apply the codes of responsible governance would actively interact with the national Department of Education (DoE), the provincial departments of education (PDEs), and other government departments, institutions and stakeholders in the interests of the college community.

College council members often perceive their roles as prestigious and as a status symbol. Thus, they often represent themselves instead of the stakeholders and are sometimes unskilled for this important role.

(vi) Knowledge management.

Jaff (2005:29) indicates that it is incumbent on members of council to provide strategic direction with regard to addressing the social development objectives contained in the 2006 FET Act by ensuring that there are the requisite policies in place. In addition, the

members of the college council must share their expertise and knowledge with the management of the colleges to enable the colleges to make an equitable contribution to the economy of the country. However, this will not happen if the college council members are untrained and if new members do not undergo an induction process to help them fully understand their roles and responsibilities.

(vii) Delegation.

The council councils represent the stakeholders of the colleges. They have authority over these stakeholders but are also accountable to the MEC. In order to perform its work, the college council is forced to delegate responsibilities such as the writing of policies to the principal of the college and ensure that the principal is empowered to be successful (Jaff, 2005:53–85).

The governance of colleges relies heavily on the principals of the FET colleges. The principals must ensure that the councils understand their roles and that they function in accordance with the relevant legislation. Principals have to deal with the competing demands of both the management and the governance of the FET colleges. In addition, the principal of an FET college is responsible for the management and administration of the college (RSA, 2006:20). When dealing with the day-to-day management of the college the principal is obliged to assist governors in carrying out their functions. Thus, school (college) principals have a responsibility to exercise the type of leadership that promotes participation on the part of all the stakeholders in the school (college) in order to foster the democracy which is the key goal of education in South Africa (DoE, 2007:20).

A survey of a FET colleges conducted by the National Business Initiative (NBI) (2004:37) found that 86% of the college council members interviewed were unsure of the role of the council in relation to the role of the college management. In light of this finding it is clear that college councils are not fulfilling their statutory responsibilities effectively in accordance with the 2006 FET Act with regard, for example, the development of strategic plan and formulation of policies.

- **Development of the strategic plan**

College councils are involved only in approving and submitting the draft strategic plans developed by the college management to the PDE. It is thus clear that the development of colleges' strategic plans has become the responsibility of management rather than that of the college councils, as prescribed in the 2006 FET Act.

- **Development of the language policy**

English is the language of learning and teaching at the FET colleges. In other words, it is the medium of instruction at most FET colleges and, thus, a language policy is ineffective because other languages are not accommodated at the FET colleges.

- **Ensure the college complies with the requirements for the accreditation of learning programmes**

In view of the fact that FET colleges are public institutions they are accredited by the PDEs. However, if the colleges wish to offer programmes that are registered with the South African Qualification Authority (SAQA) and are quality assured by the Sector Education and Training Authorities (SETAs), then the colleges must apply for accreditation with the respective SETA. In terms of the 2006 FET Act this process of accreditation must be led by the college councils through the academic boards of the colleges. Academic board meetings are poorly attended by college council members who make it difficult for the college council to carry out its statutory responsibility of ensuring that the college complies with the accreditation requirements.

- **Policy development**

The 2006 FET Act indicates that it is the role of the college councils to formulate policies (RSA, 2006:20). However college councils rubber stamps policies that are developed by DHET and/or management of the FET colleges. It is evident that college councils do not take the lead in the process of developing policies and, instead, this responsibility is delegated informally to the principal and management of the FET colleges. The NBI (2004:37) survey found that 46% of council members believed that the council was not involved in policy formulation.

Mabaso and Themane (2003:113) indicate that, in South Africa, there is a need for further investigation into the functions of SGBs (college councils) as there is little information available on how to overcome the existing challenges in respect of stakeholder participation in school (college) governance. In examining the competences required by effective governing bodies, Mestry (2004:33) comments on the lack of

capacity and experience in respect of the members of governing bodies playing an active role in schools. This lack is also apparent in the colleges. In addition, the roles and responsibilities of the members of college councils are inadequately defined. It is, thus, in this context that this study was undertaken in order to investigate further the functioning of the college councils of South African FET colleges.

Mabaso and Themane (2003:12) indicate that the issue of stakeholder participation in governance is by no means unique to developing countries such as South Africa. The South African government is committed to developing a democratic system that provides for the participation of all stakeholders with a vested interest in education (Van Wyk, 2004:49).

The college council must, in consultation with the MEC, appoint four additional external persons with financial, human resources and legal skills as members of the council (RSA, 2006:24). The roles, responsibilities and functions of the college council committees have been inadequately defined in the 2006 FET College Act. College council are entitled to establish committees to assist in the performance of their functions (RSA, 2006:24). For example, college councils may establish the following committees, namely, an executive council, as well as finance, strategic audit, human resource, student affairs and communications and marketing committees (RSA, 2006:16). These committees are chaired by external college council members who possess a broad range of experience in the fields that are relevant to the functioning of the college.

The primary objective of this study was to determine the effectiveness of college councils in the governance of FET colleges. It is, thus, anticipated that the study will contribute towards the application of the principles of good governance in FET colleges in South Africa. The external and internal members of college councils could use the findings of this study to improve their involvement in the governance of FET colleges.

1.3 CONCEPTUAL FRAMEWORK

According to Irvine (2009:3), the definition of what constitutes an effective governing body in higher education is both complex and contentious. As such, it includes not merely the corporate governance requirements as regards the majority of sectors such

as in business and education, but also a number of issues which are specific to higher education.

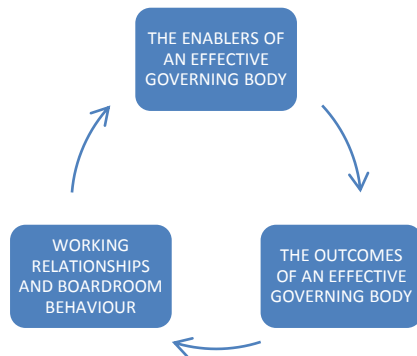


Figure 1.1: Conceptual framework

Source: Irvine (2009:3)

THE ENABLERS OF EFFECTIVE GOVERNANCE

The enablers of an effective governing body include the processes which provide the foundations for effective governance (Irvine, 2009:3). Irvine (2009:3) indicated that the sub-committees comprise the building blocks on which governance rests. The council must, in consultation with the MEC, appoint four additional external persons who possess financial, human resources and legal skills as members of the council (RSA, 2006:22). Without the sub-committees in place it is highly unlikely that a college council would be effective in practice. However, the sub-committees, by themselves, do not ensure effectiveness if they are not well structured and their roles and responsibilities are not clearly defined. Irrespective of the governance structures that are in place, college councils function effectively only when the key players involved are committed to the effective functioning of the council.

WORKING RELATIONSHIPS AND BOARDROOM BEHAVIOUR

Academic research into boards has devoted significant attention to the way in which CEO–board relationships influence board effectiveness (Westphal, 1999:7). The importance of the relationship between the college council chairperson and the head of institution is critical in determining the effectiveness of both positions. It is, therefore, essential that a healthy relationship be maintained between the chairperson of the

college council and the principal of the college. It is, thus, the task of the chairperson of the college council to interact with and provide a bridge between management and the board (Khoza & Adam, 2005:68). Khoza and Adam (2005:68) further maintain that it is relevant to all aspects of the governance of a state-owned enterprise that an effective relationship between the shareholder and the board, as well as between management and the board, is facilitated.

THE OUTCOMES OF AN EFFECTIVE GOVERNING BODY

The outcomes of an effective governing body include the effective participation in and the realisation of the roles and responsibilities that will determine the ultimate effectiveness of the governing body, including the extent to which it 'adds value' to the functioning of management. In this sense the real value of governing bodies lies in what they deliver in practice, with delivery being measured in terms of outcomes (Irvine, 2009:8). According to Angelis et al (2001:285), the principal of an FET college is responsible for managing and administering the college. Thus, the principal implements the policies of the college council.

1.4 PROBLEM FORMULATION

This study falls under the umbrella of governance in education. The study focuses on the involvement of stakeholders in the effective functioning of college councils. In 1998, the South African government published *White Paper 4: Programme for the Transformation of the FET sector* (DoE 1998), the FET Act 98 of 1998 (DoE 1998), the *New Institutional Landscape for Public FET Colleges* (DoE 2001) and the FET Act 16 of 2006 (RSA 2006). The intention of these policy documents was to foster the democratic management of institutions, thereby introducing a college governance structure that allocated to all stakeholder groups active and responsible roles in order to encourage tolerance, rational discussion and collective decision making. The government's call for greater participation in education has had widespread support (Joubert, 1996:6).

The report of the Further Education and Training Specialist Advisory Council (DoE, 2007:24-25) indicated that the major shortcomings on institutional governance were manifested as follows:

- The composition, functioning and role of the governing body are extremely broad and vague, as stipulated in terms of 2006 FET Act.
- There is lack of clarity regarding the role of the governors and the executive management with these roles not being clearly defined.
- There is a tendency for some college councils to engage in micro-managing the institution concerned. In addition, the majority of board members often do not understand the culture of the institution, with this exacerbating the conflict between management and governance (Coetzer, 2008:218).

In order to avoid these shortcomings, the powers, responsibilities and functions of the governing councils should be defined by the statutes, while the governors should be empowered to focus on their oversight responsibilities.

In determining the FET college council perspective of principals, the NBI report (NBI, 2004:i) made the following findings:

- There is a strong acknowledgement by college councils of the importance of strategy as regards business, organised labour and community representation on the college councils.
- A significant proportion of councils are not constituent in terms of the FET Act in that they do not reflect the 60% external council membership required.
- There is a need to improve understanding and skill on the part of councils in respect of providing leadership in aspects such as strategic planning and policy development.
- Many college councils do not have access to the requisite high-level legal, financial, marketing and project management skills required to support good governance.

Participation in the governance of FET Colleges implies that the members of college councils must be fully informed about developments in the FET sector to enable them to offer valuable and constructive criticism, if necessary, and apply the principles of effective governance.

1.5 RESEARCH QUESTIONS

Based on the research problem, the following primary research question was formulated:

How do FET college councils execute their roles and responsibilities regarding effective and efficient governance?

The following secondary research questions were also formulated for the purpose of conducting the study:

1.5.1 What is the current status of the role and functions of FET college councils in executing their governance responsibility effectively in terms of the 2006 FET Act?

1.5.2 How do FET college councils implement the principles of good governance?

1.5.3 What recommendations may be formulated to ensure the effective functioning of FET college councils in executing their statutory obligations?

1.6 AIMS OF THE STUDY

The aim of this study is to formulate strategies to ensure the effective functioning of FET college councils in executing their statutory obligations.

The following research objectives were formulated for the purpose of conducting this research study:

- To explore the current status of the role and functions of FET college councils in executing their governance responsibility effectively.
- To determine the way in which FET college councils implement the principles of effective and efficient governance.
- To formulate recommendations that may be implemented to ensure the effective and efficient functioning of FET College councils in meeting their statutory mandate.

1.7 RESEARCH DESIGN: RESEARCH APPROACHES AND RESEARCH METHODS

1.7.1 Research methods and research design

This study employed a qualitative research approach and, thus, the study made use of both observations and semi-structured interviews which were held with internal and external members of college councils. Qualitative research usually involves an inquiry during which the researcher collects data in a face-to-face situation by interacting with selected persons in their settings (McMillan & Schumacher, 2006:315). Thus, qualitative researchers are interested in understanding the meanings which people have constructed in their making sense of the world and their experiences in that world (Merriam, 1998:6).

Although the study relied on observations for the purpose of collecting data, interviews were also used to supplement the observations in order to gain holistic interpretations of the phenomenon under investigation. The aim of the interviews was to uncover additional, concrete information about the topic under study and to strengthen and supplement the observations and literature review. Accordingly, structured interviews were conducted with internal and external college council members. During these interviews a tape recorder was used to record the information obtained during the observations and interviews.

The research design used in the study involved non-empirical methods. Mouton (2001:52) describes non-empirical research as research that deals with conceptual problems, for example, scientific concepts or notions, scientific methods and techniques, the body of scientific knowledge or literature, scientific theories and models, different schools of thought, scientific data, worldviews and philosophies.

The non-empirical aspect of this study consisted of a literature study focusing on the relevant concepts. The literature review played a significant role in terms of the research topic as it enabled the researcher to trace the historical development of college councils and to examine the styles of governance that lead to the effective functioning of college councils. For the purposes of this study the researcher used various types of resource for the literature review, including books, research articles, research reports, theses, dissertations, circulars, newspaper articles and internet articles and reports.

1.7.2 Population

According to De Vos (1998:190), in research the population refers to the totality of persons, events, organisation units, case records or other sampling units with which the specific research problem is concerned. Furthermore Roscoe (in Mouton, 1998:134), states that a population is a collection of objects, events or individuals with some common characteristics that the researcher is interested in studying.

The population in this study comprised the Sedibeng College for FET, the Flavius Mareka College for FET and the Western College for FET. These colleges all have college councils that are constituted in terms of the 2006 FET Act.

1.7.3 Sampling procedure

The study used purposeful sampling. According to De Vos (1998:190), a sample is a portion of the elements in a population and is studied in an effort to understand the population from which it is drawn. This type of sampling enables the researcher to choose small groups or individuals who are likely to be knowledgeable and informative about the phenomenon of interest; thus selecting cases without needing or desiring to know all the cases (McMillan & Schumacher, 2006:475).

The following participants from the Sedibeng College for FET, the Flavius Mareka College for FET and the Western College for FET were invited to participate in the research study:

External members

- Chairpersons of the college councils

Internal members

- Principals of each college
- Deputy principals of each college
- Secretaries of the college councils of each college

Interviews were conducted with the twelve participants who were either external or internal members of the college councils. These specific participants were chosen because they were likely to be knowledgeable about the phenomenon being investigated and also because they played an important role as members of the college councils.

The researcher is the Deputy Principal Cooperative Services at the Sedibeng College for FET. He spent a considerable amount of time on the research sites, observing and conducting interviews with the research participants. In view of the fact that it is the principal of the college who is mandated to manage and administer the resources optimally and who is accountable to the college council in terms of the realisation of the strategic objectives a formal, written request was made to the college principals for access to the various sites in order to conduct the research (RSA, 2006:20).

1.7.4 Data-gathering procedure

For the purposes of data gathering, the monitoring tools selected to assist in the evaluation of the functioning of the college council as regards the governance of the FET colleges included a document review, participant observation and semi-structured interviews. These are discussed in more detail below:

1.7.5 Document analysis

The researcher reviewed documents such as the FET College Act, the constitutions of the FET college councils, the minutes of the FET council meetings, the meeting attendance registers and the college council meetings invitations of each college council.

1.7.6 Participant observation

The researcher attended college council meetings and college council committee meetings at the Sedibeng, Flavius Mareka and Western FET colleges in order to observe the meeting procedures. The researcher observed a total of 48 council members during council meetings at the three colleges. The frequency and consistency of college councils meetings was also examined and, finally, the researcher evaluated the participation of the individual college council members in the meetings.

1.7.7 Interviews

Semi-structured interviews were conducted with external and internal college council members. The interviews were useful because they assisted the researcher to collect personal information as well as information about the attitudes, perceptions and beliefs of the internal and external college council members. Interviews help to promote motivation and openness. Each interview was recorded using a tape recorder and was later transcribed.

1.7.8 Data analysis

Data analysis is a time-consuming, creative and fascinating process which entails bringing order, structure and meaning to the mass of information collected (Marshall & Rossman, 2006:111). According to Creswell (1994:153), in qualitative analysis, the data analysis is conducted simultaneously with the data collection, data interpretation and the narrative report. For the purposes of this study the data was analysed in an on-going, cyclical and integrated manner during all the phases of the research study. The data was analysed in a systematic manner by selecting, categorising, comparing, synthesising and interpreting the data in order to provide explanations pertaining to the phenomenon of interest (McMillan & Schumacher 2001:462). The researcher used a subjective, interpretive style. The analysis began as soon as the first set of data had been collected with the data analysis process running parallel to the data collection process. Thus, the data collection and interim analysis formed the basis of subsequent research activities. The data analysis was conducted in accordance with Tesch's method of open coding in order to identify themes and categories. This method, described in Creswell (1994:155), involves several steps in the analysis of data, which, in this case included the transcriptions of the interviews held with participants.

The quality procedure of Tesch's approach (Creswell, 1994:155) entailed the following:

- All the transcripts were read carefully to enable the researcher to gain an understanding of the overall scenario.
- The researcher grouped similar and dissimilar topics together. This assisted the researcher in obtaining the final findings.
- The researcher took this list and went back to the data, abbreviated the topic in the form of codes and noted the codes next to the appropriate segments of the text. The researcher then tried out this preliminary organising scheme to ascertain whether new categories and codes emerged.
- The researcher then found the most descriptive wording for the similar ideas or topics had been coded. After coding, similar topics were grouped together into categories.
- In order to reduce the list of categories, topics that related to one another were grouped together.

- A final decision was then made on the abbreviation suited to each category.
- Finally, the data material belonging to each category was assembled in one place and a preliminary data analysis was performed.

The information emanating from the data analysis was compared with the existing literature (Burns & Grove, 1993:15). This information, in conjunction with the relevant literature, was then used to formulate guidelines for the effective participation of college councils in the governance of FET colleges.

1.8 RELIABILITY AND VALIDITY OF RESEARCH

Reliability in qualitative research refers to the consistency of the researcher's interactive style, data recording and data analysis and the interpretation of the participants' meaning from the data collected (McMillan & Schumacher, 1993:385). Validity, on the other hand, is generally defined as the trustworthiness of the facts drawn from the data collected an on-going concern in educational research (Le Compte, Milroy & Pressle, 1993:644).

1.8.1 Reliability

In this study, the researcher strove to ensure that what was recorded had actually occurred in the research settings. In addition, the researcher exercised great care with the selection of the participants and the noting down of the verbatim accounts of conversations and the transcripts, as well as with the use of quotes from documents that illustrated what the participants had meant.

1.8.2 Validity

There are two types of validity, namely, internal validity and external validity. Internal validity refers to the fact that the interpretation of the phenomenon and the concepts must mean the same thing for both the participants and the researcher, while external validity refers to the degree to which results may be generalised (McMillan & Schumacher, 1993:39).

In this study the researcher investigated the facts and, primarily, the exact interpretation of the phenomenon under investigation by establishing an atmosphere of trust which encouraged the participants to voluntarily share

information and views about the topic under investigation. Where necessary, their responses were translated.

1.9 LIMITATIONS OF THE RESEARCH STUDY

The research focused on and was limited to three FET colleges in South Africa, namely, the Sedibeng College for FET and the Western College for FET, situated in Gauteng province, and the Flavius Mareka College for FET, situated in Free State province. The researcher decided to restrict the research to these colleges for logistical reasons.

1.10 CHAPTER LAYOUT

The layout of the study is as follows:

Chapter 1: Introduction and background. This chapter discussed the background to and the scope of the study. The chapter also highlighted the problem statement and the research objectives and provided definitions of the terms used. In addition, the chapter contained an outline of the research methodology used in the study.

Chapter 2: The structure, functions and responsibility and principles for excellence of college councils in FET colleges. This chapter contains a literature review that addresses the background to, and a description and history of, college councils in South Africa. In addition, the chapter contains an exposition of the effective functioning of a college council as well as an examination of the factors which result in the ineffective governance of college councils.

Chapter 3: An effective FET governance model for college councils in South Africa:

Chapter 4: The research methodology and design .This chapter focuses on the research design that was used to determine the effectiveness of college councils. The study used research methods such as observation and interviews to collect the data required. The data collected was then analysed and interpreted in an attempt to answer the research question.

Chapter 5: Presentation and interpretation of the research results. This chapter presents the findings emanating from the data collected on the effectiveness of college councils, as well as the analysis and interpretation of the empirical data.

Chapter 6: Summary, conclusions, findings and recommendations. This chapter contains a summary of the research study and discusses the limitations of the research. The chapter also presents the conclusions drawn from the research findings and offers recommendations for ways in which college councils may improve their effectiveness. Recommendations for future research were also given.

1.11 DEFINITION OF TERMS

1.11.1 College

A public or private FET institution that is established, declared or registered in terms of the Further Education and Training College Act, No 16 of 2006 (RSA, 2006:8).

1.11.2 College council

The governing structure of a public college (RSA, 2006:2).

1.11.3 Governance

A process of decision-making and the process by which decisions are either implemented or not implemented (McGregor, 2008:14).

1.11.4 Stakeholder

A person, group, or organisation with either a direct or indirect stake in an organisation because it may affect or be affected by the organisation's actions, objectives, and policies (www.businessdictionary.com/definition/stakeholder.html).

1.11.5 Participation

Joint consultation in decision making, goal setting, profit sharing, teamwork, and other such measures through which a firm attempts to foster or increase its employees' commitment to collective objectives (www.businessdictionary.com/definition/participation.html).

1.11.6 Management

The process of working with and through individuals and groups and other resources to accomplish organisational goals (Everand & Morris, 1990:5).

1.11.7 Management staff

The principal and vice-principals of a FET college (RSA, 2006:8)

1.11.8 Principal

The chief executive and accounting officer of a FET college (RSA, 2006:10)

1.12 ETHICAL CONSIDERATIONS

The researcher obtained the consent of all the research participants to participate in study. In addition, the participants were fully informed about the aims of the research study, the research methods, the nature of their participation and the possible publication of the results, while confidentiality was assured (Burgess, 1989:6). The participants' participation was voluntary and their anonymity assured. The researcher is ethically responsible for protecting the rights and welfare of the subjects who participate in the study, particularly if this involves issues of physical and mental discomfort, harm and danger (McMillan & Schumacher, 2006:16).

CHAPTER 2

THE STRUCTURES, FUNCTIONS, RESPONSIBILITIES AND PRINCIPLES FOR EXCELLENCE OF COLLEGE COUNCILS IN FET COLLEGES

2.1 INTRODUCTION

The first chapter of this dissertation provided the background to and motivation for investigating the governance at Further Education and Training (FET) Colleges in South Africa. This chapter contains an overview of the function and composition of FET college councils in the South African context. The information in the literature review was gathered from various prior research and other sources, including academic works and journals, research articles and government legislation and policies. The researcher explored the way in which the councils of FET colleges employ corporate principles in order to develop and change their institutions. This chapter also discusses the functioning of the student representative councils (SRCs), academic boards and college councils that are involved in the governance of the colleges, as described in the 2006 FET Act.

In 1998, the South African government published the *Education White Paper 4: A Programme for the Transformation of Further Education and Training* (DoE 1998). The intention of this white paper was to foster democratic institutional management by introducing college governance structures. The purpose was to involve all stakeholders actively in college governance by stipulating their roles in order to encourage tolerance, rational discussions and collective decision making in the interests of effective and efficient governance (RSA, 1996:16). The 1998 FETC Act, which became operative from 1998, emanated from *White Paper 4*. This Act mandated that all public FET colleges in South Africa must put in place a democratically elected college council composed of internal and external stakeholders.

According to Jaff (2005:3), the governance of public FET colleges takes place within a national framework that is made up of policy documents, legislation, regulations and guidelines. This national policy framework articulates a fundamental value base, sets parameters for decision making, and provides the context in which the colleges seek to play their part in the overall development of South Africa.

Since 1994, legislation pertaining to education, including the South African Schools Act, 1996, the FET Act, 2006, and the FETC Amendment Act, 2012, has been seen as a milestone in stakeholder decision making. This legislation has followed the international trend, adopted in South Africa post 1994, towards the decentralisation of education. Decentralisation refers to the workings of boards of directors of companies and exemplifies the interests of shareholders. The key role of the board of directors is to ensure that the company's operations are legal and ethical and that reporting is honest. In addition, the board of directors monitors management decisions in the interests of profitability. The issue of governance also applies to the boards of directors or trustees of non-profit organisations. A board would typically consist of a small group of professionals, especially lawyers and accountants, as well as the managing director (Angelis et al, 2001:6–9).

2.2 GOVERNANCE

The word 'governance' is derived from the Greek verb, *κυβερνάω [kubernáo]*, which means 'to steer' and it was used for the first time in a metaphorical sense by Plato. The word then passed into Latin and then into several languages (en.wikipedia.org/wiki/governance). Willson-Kirsten (2008) states that 'governance' comes from the Latin word, 'gubernace', which means 'steering'. To steer refers to the use of institutions, structures of authority and even collaboration to allocate resources and coordinate or control activity in society or the economy.

According to Jaff (2005:3), the governance of public FET colleges takes place within a national framework that is made up of policy documents, legislation, regulations and guidelines. Jaff (2005:3) further states that this national policy framework articulates a fundamental value base, sets parameters for decision making, and provides the context in which the colleges seek to play their part in the overall development South Africa's

Based on this definition of the word 'governance', the following paragraphs will focus on important issues relating to the structures and functions of FET colleges.

2.2.1 Cooperative governance

In terms of the Constitution of South Africa, 1996, all spheres of government must observe and adhere to the principles of cooperative governance and conduct their activities within the parameters stipulated in the Constitution (RSA, 1996:40). According to Coetzer (2008:4), the FETC Act was compiled in line with the 2002 King II report.

Thus, cooperative governance in the context of education may best be described as an interactive approach to education in terms of which all stakeholders are represented and take co-responsibility for the effective and efficient operation of the institution in question (Van Wyk, 2004:54).

2.2.2 Strategic governance

Angelis et al. (2001:3) define 'strategic governance' as that aspect of governance that focuses on guiding management and monitoring progress towards the principled, effective and profitable achievement of the organisation's goals and priorities.

Since 1994, legislation for education, such as the South African Schools Act, 1996 (SASA), and the FETC Act has been seen as a milestone in stakeholder decision making. Such legislation was introduced to ensure the involvement of stakeholders, such as independent directors or external board members, including members of governing bodies, in order to guarantee impartial governance (Coetzer, 2008:43). Thus, FET college councils include members who are not employees of the colleges and are, therefore, referred to as external members.

2.2.3 Purpose of governance

The purpose of governance in an educational institution is achieved through the inter-relationship between institutional performance and success, representivity, democracy, accountability and compliance of institutional policies and legislations, as described below.



Figure 2.1: Primary purposes of governance

Source: Schofield and Mathews (2009:5)

Governance for maximising institutional performance and success is the primary, although not the sole, purpose of governance in the private sector and in autonomous institutions such as universities and some charities. Much of the rhetoric about board effectiveness is based on this purpose of governance, and board performance is judged by the extent to which it adds value and maximises institutional performance and success. Accordingly, this approach, that is, maximising performance and success, is most suited to a competitive environment with strong market features. Many of the boards of private providers delivering work-based learning operate within this frame of reference while certain further education governing bodies also see this as their primary purpose (Schofield & Matthews, 2009:5)

Governance for accountability and compliance has been the dominant, although not sole, purpose of governance in much of the public sector. In addition, the focus of this is on public sectors implementing agreed policies, despite the fact that these policies may not be developed by themselves, meeting defined performance parameters which are often expressed through targets, avoiding perceived risk and assuring compliance with legal and regulatory requirements. Thus, this type of effective governance equates with

ensuring accountability and the operation of defined processes and, in competitive environments, may, at least, in part operate as a control as regards the operation of market forces (Schofield & Matthews, 2009:5).

Governance for representation and democracy is the dominant, although not the sole, purpose of governance in many social organisations and in those organisations which provide either educational or social services. The focus here is on engagement, participation and democracy and, hence, the concomitant concern about the possible lack of democracy in the other two approaches. The focus of effective governance is often on the way in which decisions are made rather than on whether the decisions made are optimal or not. Some colleges with strong partnerships with local communities report seeing governance for representation and democracy as the primary purpose of their governance, particularly in situations in which collaboration rather than competition is the norm (Schofield & Matthews, 2009:5).

The literature on effective governance and, therefore, on generalised 'good' practice, is based primarily on expectations that seek to enhance performance of governing bodies. However, much of the relevant literature is about the processes of governance and it is only more recently that increased attention has been paid to the leadership roles of boards or college councils.

In addition to this discourse on governance, Langlands (2005:9) describes the good governance standards for public services that should guide governing bodies in carrying out their governance responsibilities:

Good governance means performing effectively in respect of clearly defined functions and roles

Good governance requires that all concerned are clear about the functions of governance and their own roles and responsibilities as well as the roles and responsibilities of others and also that all concerned behave in ways that are consistent with such roles. Clarity about one's own role and the way in which it relates to the roles of others increases the possibility of performing the role well. In addition, clarity about roles helps all the stakeholders to understand how the governance system works and who is accountable for what (Schofield & Matthews, 2009:5).

Clarity about the functions of the governing body

According to Schofield and Matthews (2009:5), the members of governing bodies are elected or appointed to direct and control public service organisations in the public interest. The primary functions of the governing body include the following:

- To establish the strategic direction and aims of the organisation in conjunction with the executive.
- To ensure accountability to the public for the organisation's performance.
- To ensure that the organisation is managed with probity and integrity.

Schofield and Matthews (2009:5) also maintain that, in order to direct strategy and to ensure both that the strategy is implemented and that the organisation achieves its goals, the governing body must carry out the following:

- Allocate resources and monitor organisational and executive performance.
- Delegate to management.
- Oversee the appointment and contractual arrangements of senior executives, and ensure that effective management arrangements are in place
- Understand and manage risk.

2.3 HISTORICAL OVERSIGHT OF FET COLLEGES IN SOUTH AFRICA AFTER 1994

2.3.1 The relationship between the 1998 FET Act and the 2006 FET Act

Cosser, Kraak and Winnaar (2011:20) maintain that a comparison of the purpose clauses contained in the Further Education and Training (FET) Act, 1998 (RSA, 1998), and those in the FET Colleges Act, 2006 (RSA, 2006), reveals one major difference only between the two. The following table compares the two Acts:

Table 2.1: A comparison between the 1998 and 2006 FET Acts

FET Act, 1998	FET Colleges Act, 2006
1. To regulate further education and training	1. To provide for the regulation of further education
2. To provide for the establishment, governance and funding of public further education and training institutions	2. To provide for the establishment, governance and funding of public further education and training colleges
3. To provide for the registration of private further education and training institutions	3. To provide for the employment of staff at public further education and training colleges
4. To provide for quality assurance and quality promotion in further education and training	4. To provide for the registration of private further education and training colleges
5. To provide for transitional arrangements and the repeal of laws;	5. To provide for the promotion of quality in further education and training;
6. To provide for matters connected to FET	6. To provide for transitional arrangements and the repeal or amendment of laws
	7. To provide for matters connected to FET

The FETC Act makes provision for the employment of staff at public FET colleges by declaring that the college is the employer of all lecturers and support staff. (RSA, 2006:20). This distinction confers on the college councils certain powers, namely, to create posts and appoint staff to these posts, not available to them under the previous dispensation. In the 1998 FET Act, the nomination of council members was driven in part by considerations of stakeholder category representation (Cosser et al., 2011:20).

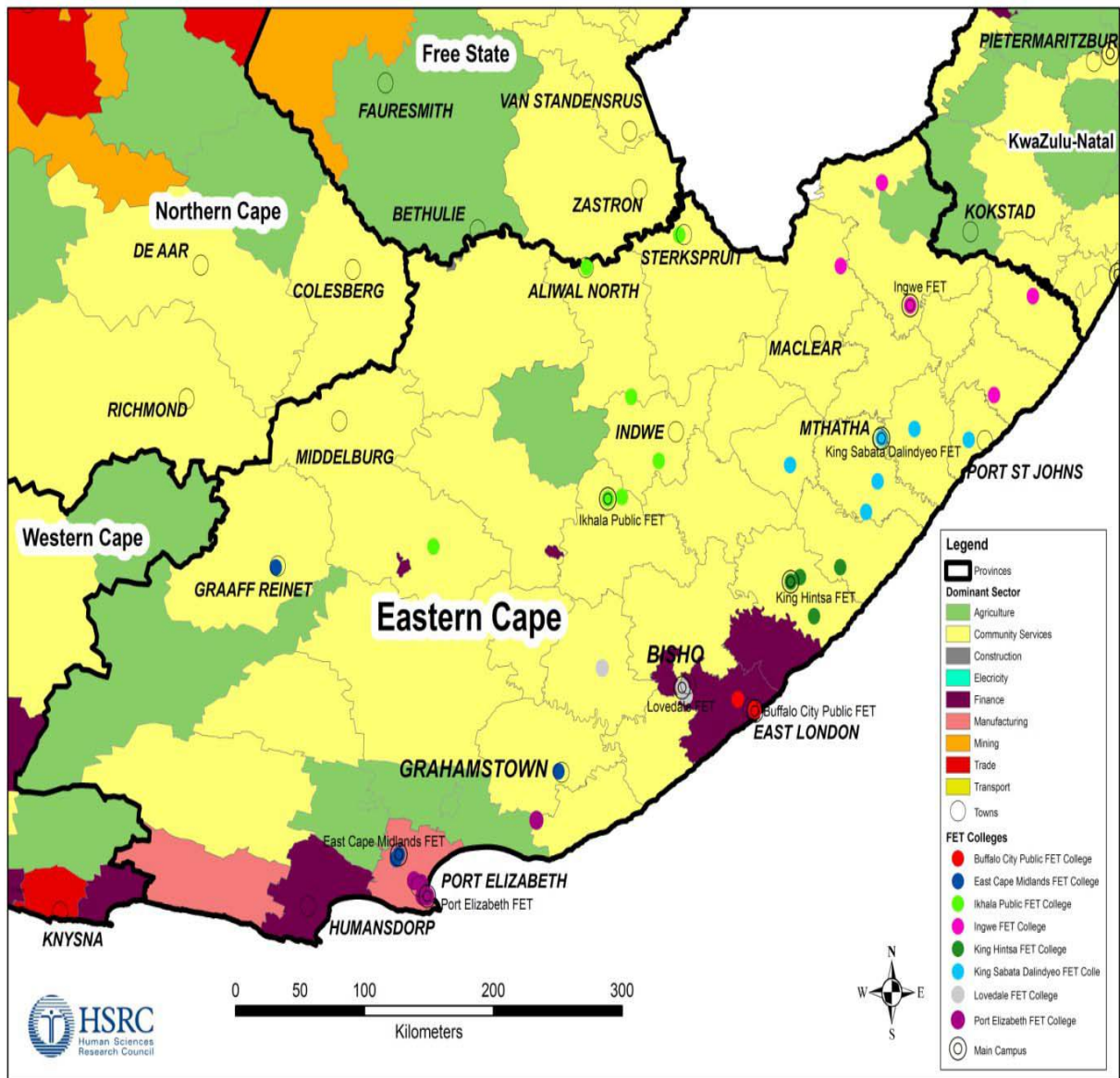
The aim of introducing the FETC Amendment Act, 2012 was primarily to focus on administrative reporting subsequent to the migration of FET colleges to the Department of Higher Education and Training (DHET) and to amend the FET Act, 2006, so as to remove all reference to provincial authority; to assign functions previously assigned to the MEC to the Minister of Education; to remove all references to Head of Department and to replace them with Director General; to regulate the conduct of the members of the council, members of a committee of the council, and the staff of FET colleges engaging in business with the relevant public college; to provide afresh for the appointment of staff and to provide for transitional arrangements (RSA, 2012:2).

2.3.2 FET colleges after the merger

Gewer (2010:5) maintains that, following the promulgation of the FETC Act in 1998, the critical transformation of the FET colleges sector began in 2000 with the establishment of a task team to plot the restructuring of the institutional landscape. This resulted in the formulation of nine provincial plans outlining the new configuration of the merged colleges and the transformation of 152 technical colleges into 50 multisite FET colleges. This process was completed in 2003 with the declaration of the FET colleges in the provincial gazettes. As a result, the Department of Education successfully outlined a vision for a new institutional landscape for the college sector. There are currently 50 FET colleges with 165 campuses distributed throughout the nine provinces of South Africa (Fisher, Jaff, Powell & Hall, 2003:331).

The following section provides a spatial overview of the central and academic campuses of the 50 FET colleges in 2010, as described by Cosser et al. (2011:98–141):

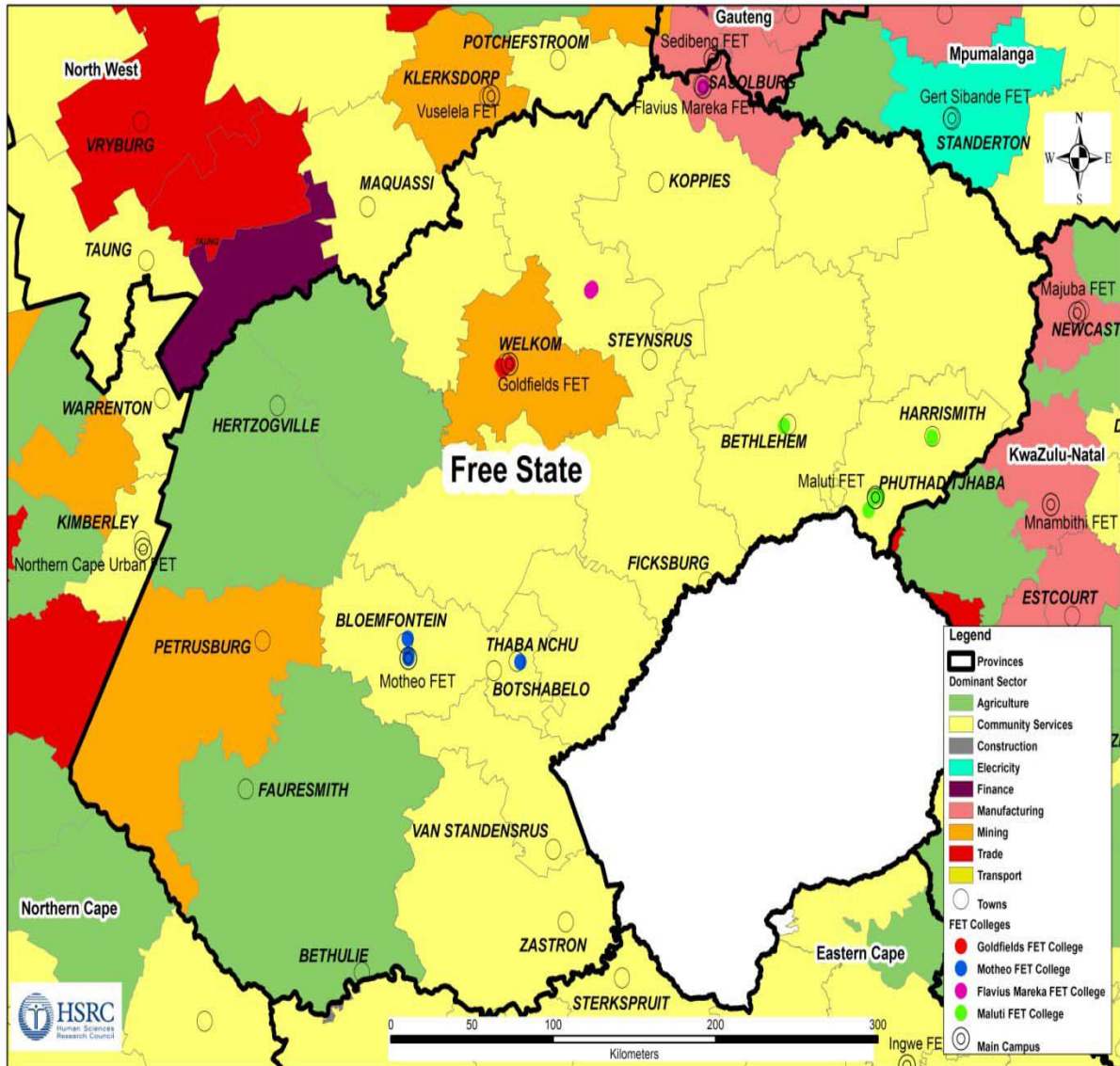
Figure 2.2: Eastern Cape: FET college location by dominant economic sector.



Source: Cosser et al. (2011)

In the Eastern Cape, the Nelson Mandela Bay and Kou-Kamma municipalities are dominated by manufacturing. There are ten colleges and campuses in Nelson Mandela Bay, including the campuses of the East Cape Midlands and the Port Elizabeth colleges. Finance is the dominant sector in Buffalo City, Kouga, Mountain Zebra Park and Great Kei. The colleges and college campuses located in these areas are in Buffalo City and Lovedale.

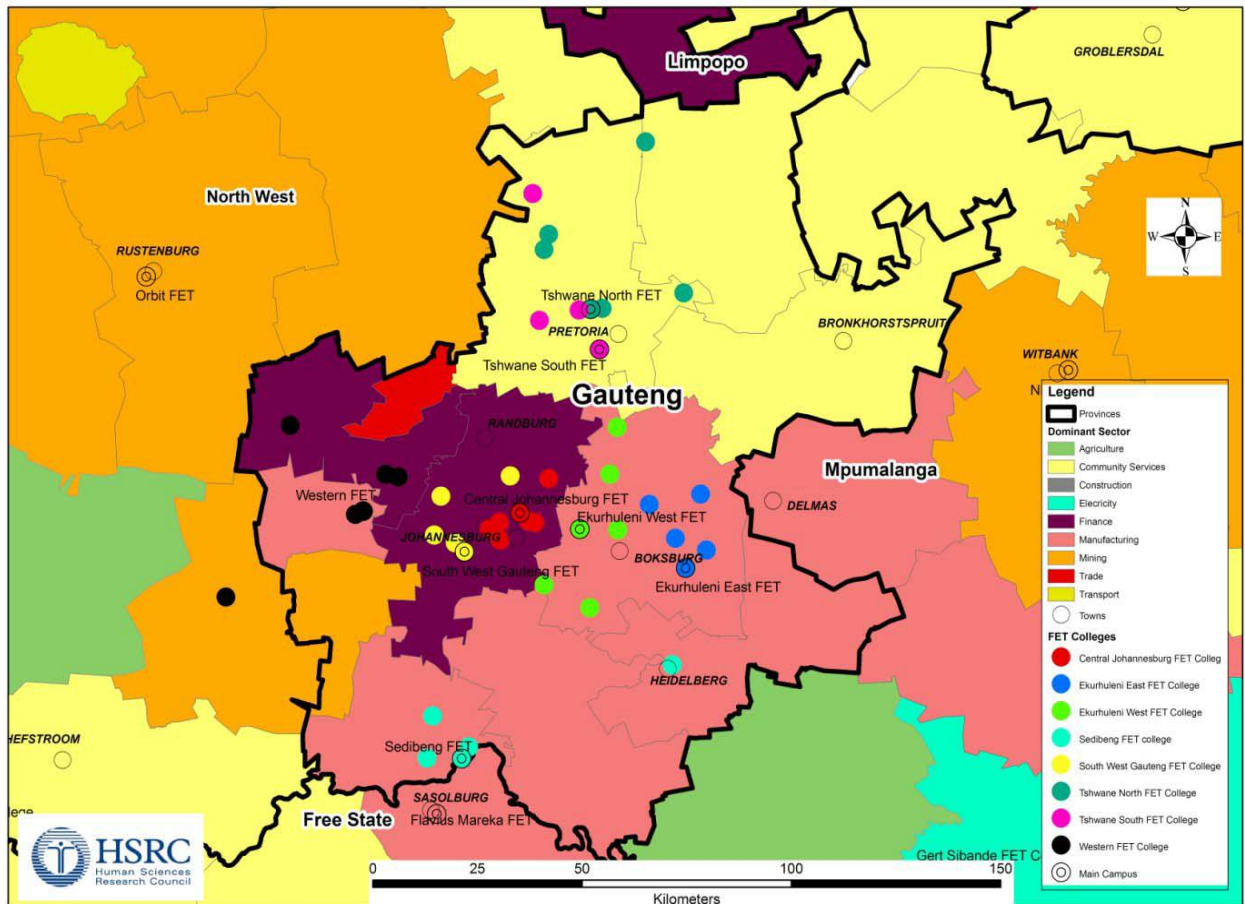
Figure 2.3: Free State: FET college location by dominant economic sector.



Source: Cosser et al. (2011)

The Free State economy is dominated by the community services and social and personal services sectors. There are 13 colleges and college campuses located in the Free State municipalities. These include Maluti, Matheo and Flavius Mareka. Other municipalities in the province are dominated by agriculture, mining and manufacturing and, thus, the Goldfields College is situated in the municipality of Matjabeng (Welkom), where mining is predominant. The only municipality where manufacturing is dominant is the Metsimaholo (Sasolburg) municipality where the Flavius Mareka college campuses are situated. The latter focus their curricula on subjects relating to the surrounding economy.

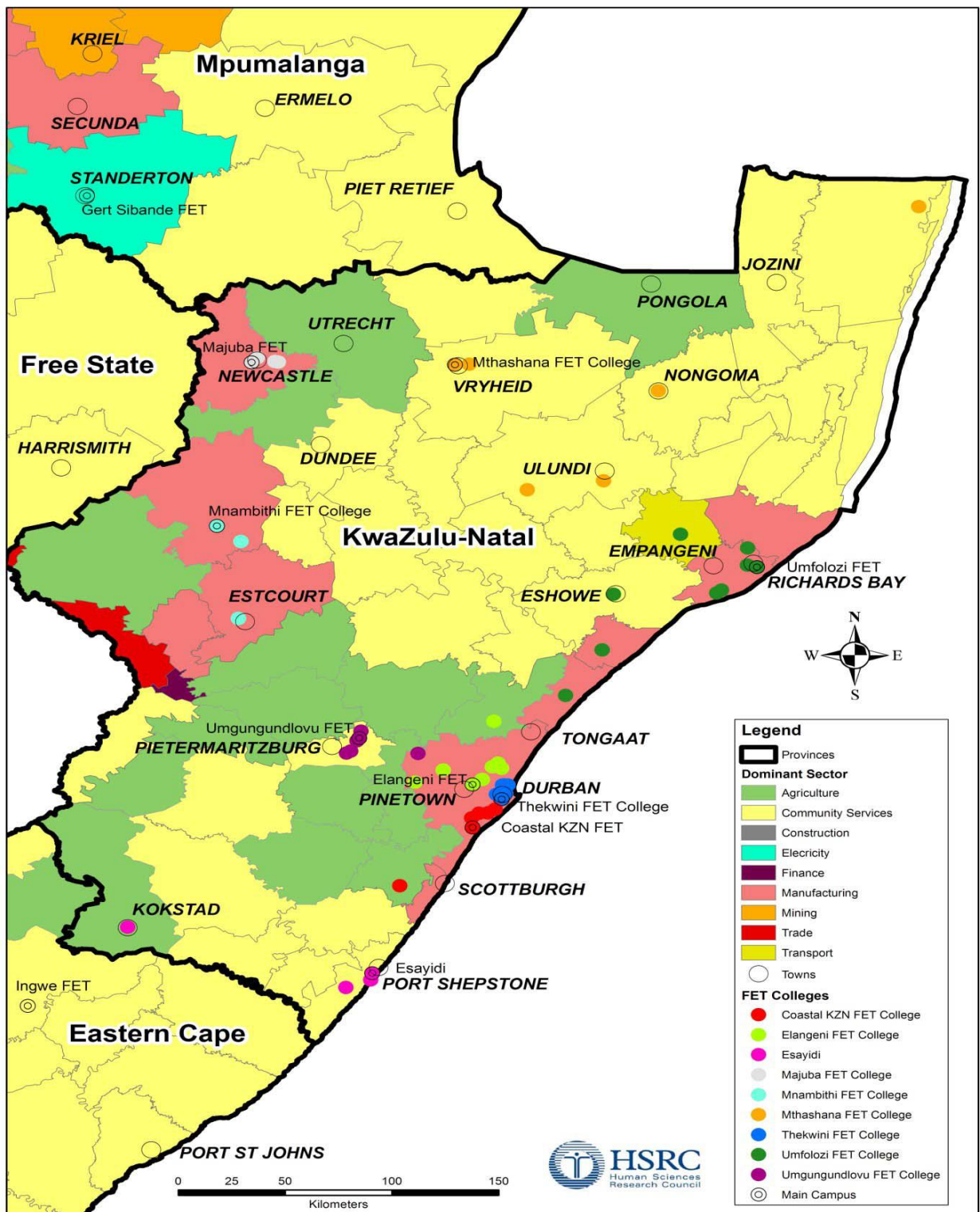
Figure 2.4: Gauteng: FET college location by dominant economic sector.



Source: Cosser et al. (2011)

The economic sectors that predominate in Gauteng include finance, manufacturing, mining, community service, and trade. Community service is dominant in the Kungwini municipality, and in the north in the Tshwane, Emfuleni and Nokeng tsa Taamane municipalities. Fourteen of the 48 college campuses in Gauteng are located in municipalities in which the service sector is the dominant economic activity. These colleges include the campuses of Tshwane North and Sedibeng. Mining is pre-eminent in the south-west of Gauteng and, consequently, Western College is located in this area in the municipality of Merafong City. Manufacturing occurs predominantly in the south-east of the province in the municipalities of Ekurhuleni, Emfuleni, Lesedi, Midvaal and Randfontein in the west. There are 16 college campuses in these municipalities, including Ekurhuleni East and West, Sedibeng and Western.

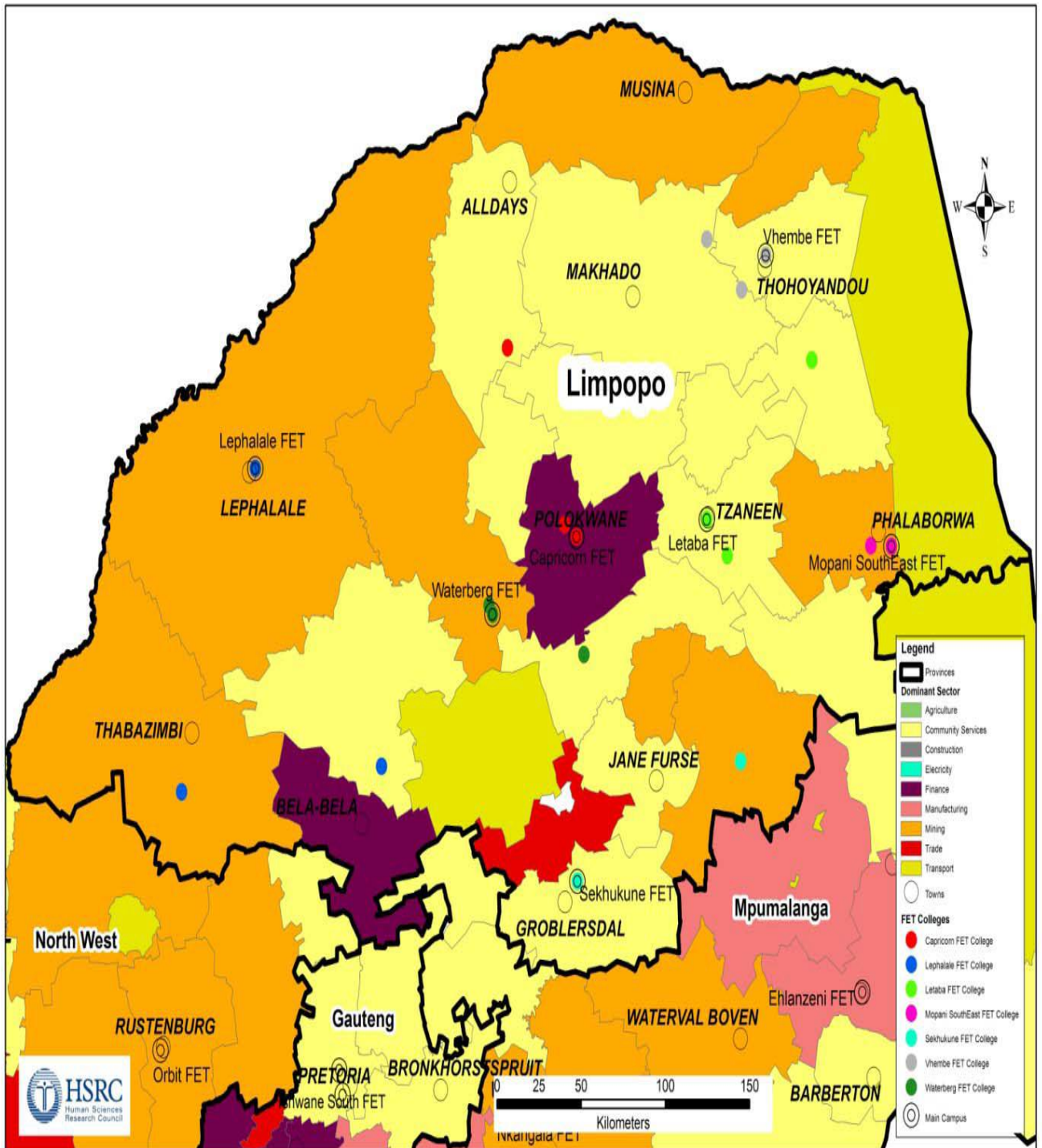
Figure 2.5: KwaZulu-Natal: FET college location by dominant economic sector.



Source: Cosser et al. (2011)

The majority of colleges and college campuses in KwaZulu-Natal are located in municipalities in which manufacturing is the dominant economic activity. There are 44 campuses in these municipalities, including the colleges of Elangeni, Coastal KZN, Majuba, Mnambithi, Thekwini, Umfolozi, and Umgungundlovu. These municipalities are located primarily along the coast and in the north-west of the province. Other economic activities in the province revolve around community services, with 18 college campuses being located in the municipalities in which community services occur. These colleges include Esayidi, Mthashana, Umfolozi and Umgungundlovu. A few colleges are located in the municipalities in which agriculture is the predominant economic activity, namely, the college campuses of Elangeni, Coastal KZN and Esayidi. These municipalities are located in the southern part of the province. One college, Umfolozi, is located in the Ntambanana [Melmoth] municipality in which transport is the dominant economic activity with this economic sector including storage and communication.

Figure 2.6: Limpopo: FET college location by dominant economic sector.

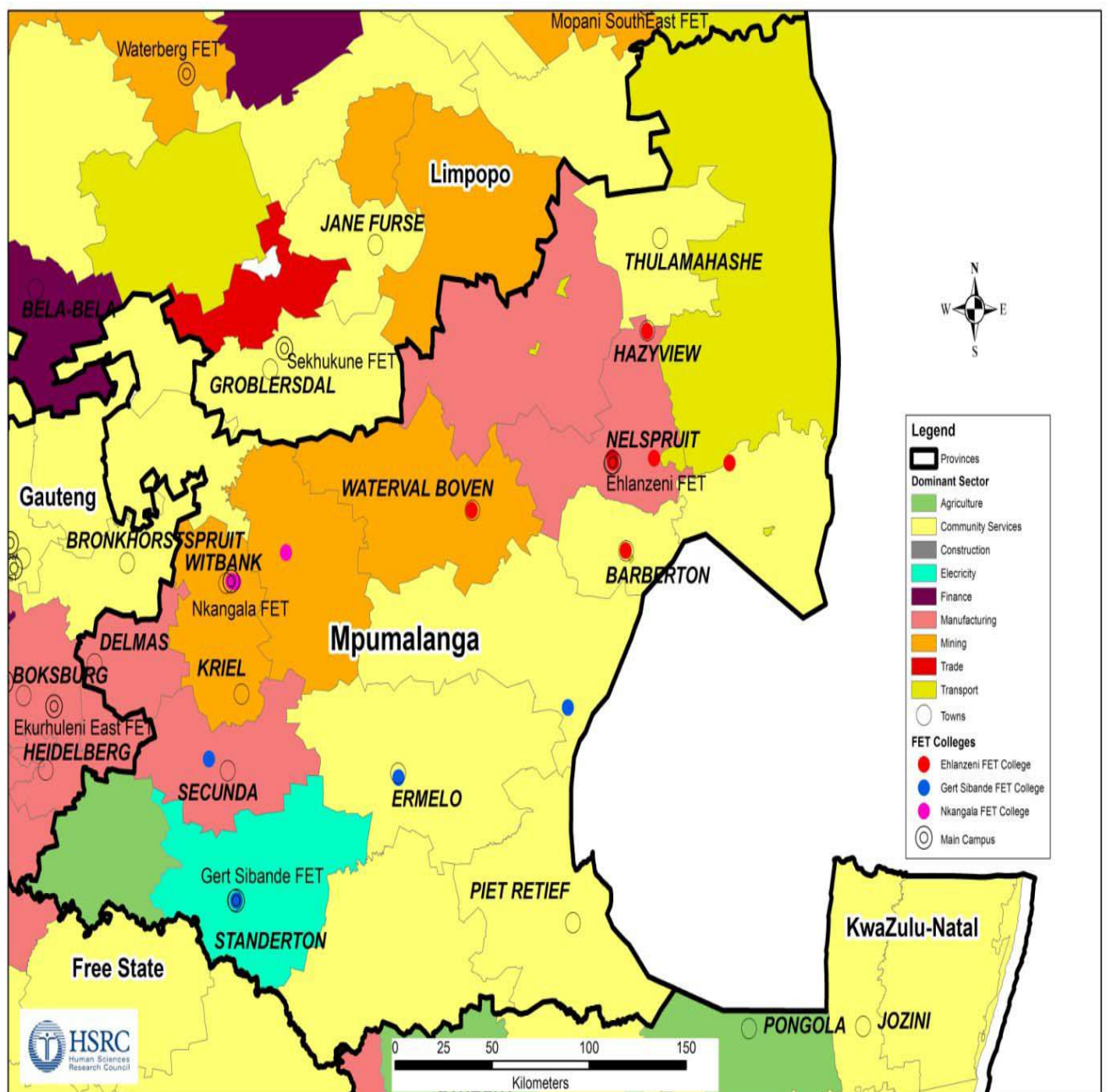


Source: Cosser et al. (2011)

The western part of Limpopo is dominated by mining and quarrying, while the economy of the central region is centred on community and personal services. Twelve of the college campuses in this province are located in municipalities in which mining is the dominant economic activity, namely, Mopani, Waterberg, Sekhukhune and Lephalale. The municipalities in which the economic activities related to community and personal

services are dominant are located in the central and southern part of the province, where a total of twelve college campuses are located, namely, Letaba, Sekhukhune, Vhembe, Waterberg, and Capricorn. Economic activities related to finance are dominant in Polokwane, where the three campuses of the Capricorn College are located.

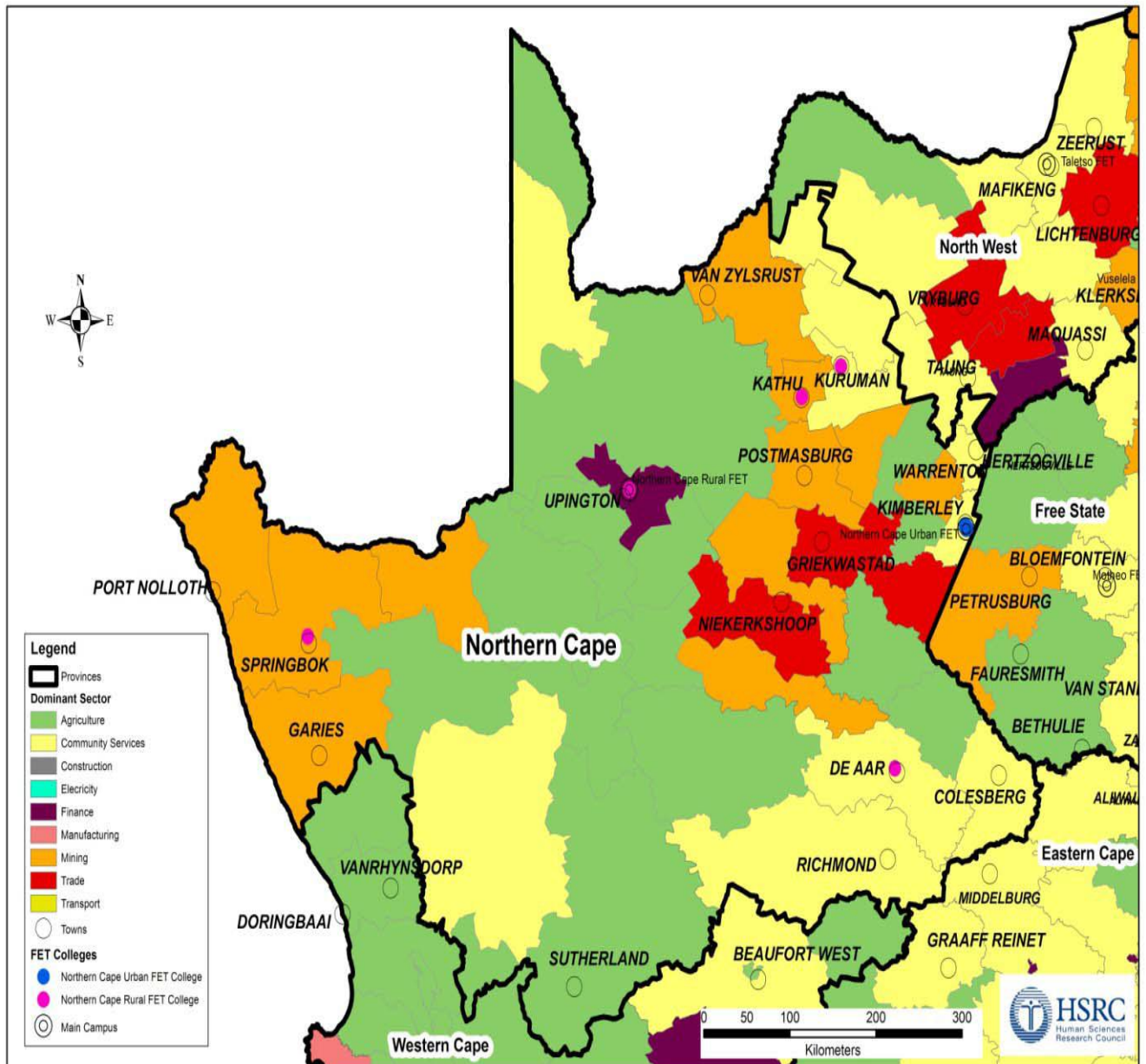
Figure 2.7: Mpumalanga: FET college location by dominant economic sector.



Source: Cosser et al. (2011)

In Mpumalanga most of the municipalities (9) are dominated by economic activities related to community and personal services. There are four colleges and campuses located in these municipalities, including the Ehlanzeni and Gert Sibande Colleges. Manufacturing is dominant in four municipalities in which the campuses of Ehlanzeni and Gert Sibande are located. The municipalities include Highveld East, Delmas, Thabo Chweu and Mbombela. Mining and quarrying occur in the north-west of the province, where the municipalities of Emalahleni, Middelburg and Highlands are situated. The colleges located in these municipalities include the six campuses of Nkangala and Ehlanzeni. One municipality in the province is dominated by transport, storage and communication. These activities could be linked to the tourist industry in the province.

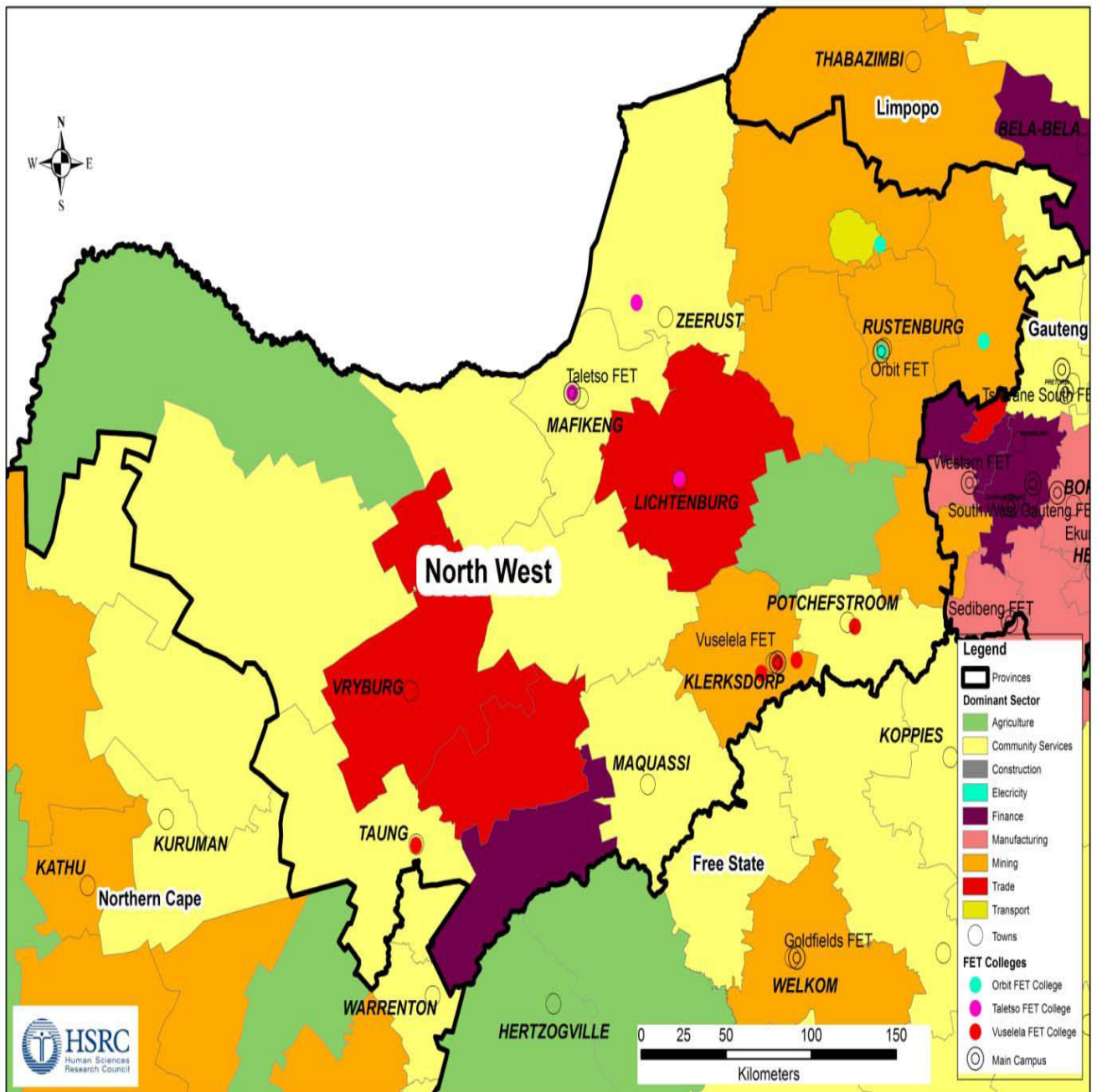
Figure 2.8: Northern Cape: FET college location by dominant economic sector.



Source: Cosser et al. (2011)

The ten college campuses in the Northern Cape are situated in a diverse economic environment. The dominant economic sectors include mining (Gamagara and Nama Khoi), finance (||Khara Hais) and community services (Ga-Segonyana, Emthanjeni and Sol Plaatje).

Figure 2.9: North West: FET college location by dominant economic sector.

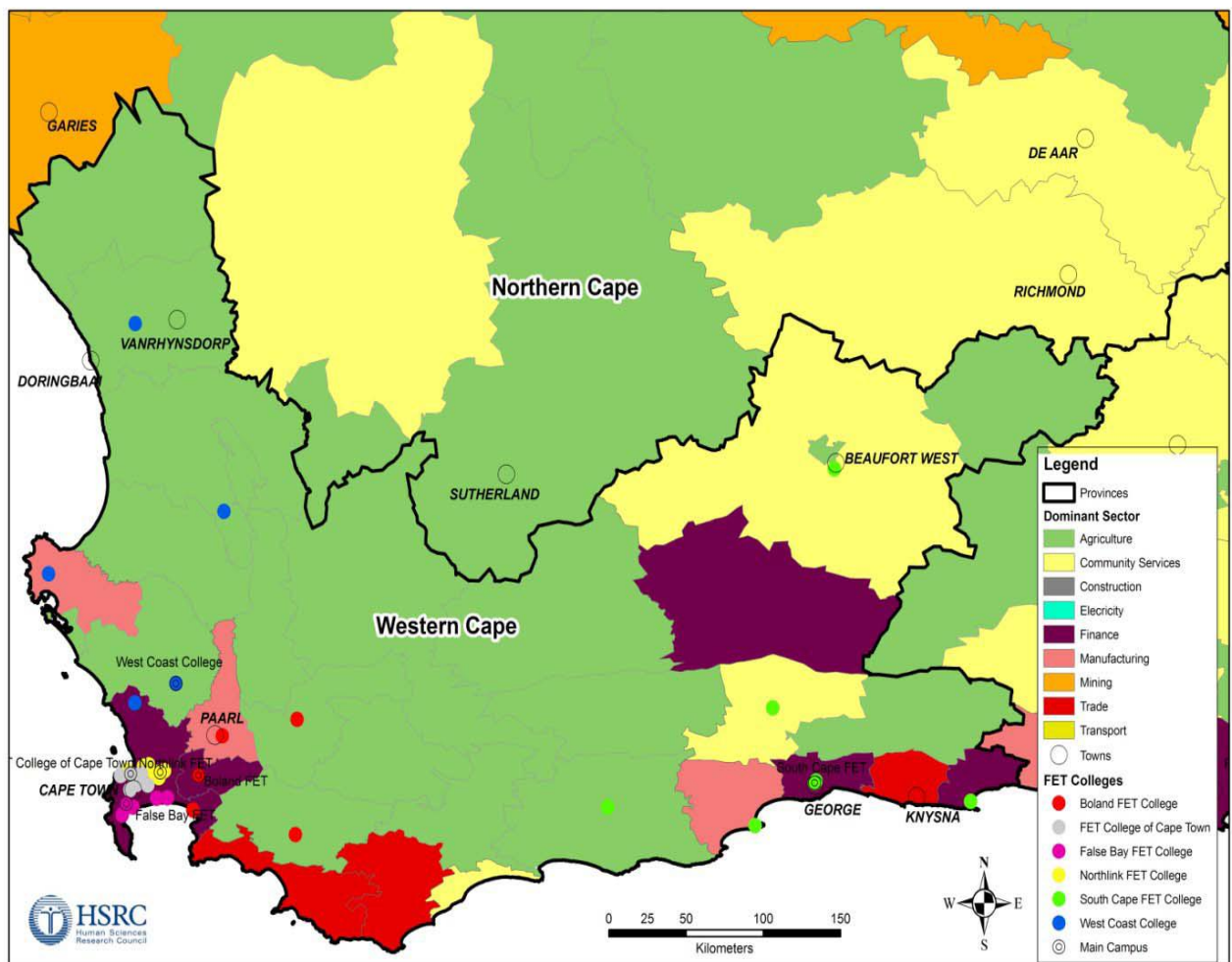


Source: Cosser et al. (2011)

In the North West province, community service is the pre-eminent economic activity, primarily in the municipalities of Mafikeng, Potchefstroom, Greater Taung, and Zeerust. The FET Colleges located in these municipalities include the five campuses of Vuselela and Taletso. Mining activities are predominant in four municipalities where the colleges include Orbit and Vuselela. It is suggested that these colleges take into consideration the types of economic activity which are dominant in their surrounding areas and

consider including them in their training curricula. The Taletso College campus in Lichtenburg is the only college in the province which is located in a municipality where trade is the dominant economic activity. This municipality is linked to the main roads which serve both the North West and the Northern Cape.

Figure 2.10: Western Cape: FET college location by dominant economic sector.



Source: Cosser et al. (2011)

Thirty-one of the 42 colleges and college campuses in the Western Cape are located in municipalities in which the dominant economy is finance. It would, therefore, make sense for these colleges to devote a significant proportion of their facility to finance and also for graduates in the area to consider seeking employment in the finance sector. Finance is the dominant sector in the municipalities of Cape Town, Stellenbosch, George and Plettenberg Bay. The finance sector includes insurance, real estate and business services. Students from colleges in Cape Town should find it easier to

integrate into the diverse economy of the city as compared to students in the rural colleges. However, for those students from the surrounding municipalities this would be more difficult as the economies of these municipalities are dominated by manufacturing and agriculture and are also not very diverse. Manufacturing is dominant in Drakenstein and Saldanha Bay, where the college campuses of Boland and West Coast are located. Agriculture is the dominant sector in the municipalities of Matzikama, Cederberg, Swartland, Breede Valley, Theewaterskloof and Langeberg, where the college campuses of West Coast, South Cape and Boland are located.

2.4 GOVERNANCE STRUCTURES

The FETC Act indicates that the FET college have three major governance structures, namely, the college council, the academic board and the SRC. The college council comprises a group of representatives from the main stakeholders of the college in question with the college council assuming responsibility for the governance of the college within the framework of regulations and support drawn up by the provincial education department and the national education authorities. Thus, as set out in the FETC Act, the college council is responsible for the overall governance of the college and is accountable to both the Department of Education and the constituency (i.e. the college stakeholders) it serves (Angelis et al., 2001:23).

2.4.1 THE COLLEGE COUNCIL

2.4.1.1 Composition of the college council

The 2006 FETC Act was compiled in line with the King II report on corporate governance in South Africa. The King II report recommends that a majority of non-executive directors, independent of management, form a unitary board of directors (King II, 2002:3). Thus, subject to section 10(4) of the FETC Act (RSA, 2006), the membership of the college council comprises the following:

- The principal
- Five external persons appointed by the MEC
- One member of the academic board elected by the academic board
- One member representing donors
- One lecturer

- One member of the support staff
- Two students
- Four additional external members drawn from a broad spectrum of financial, human resource, marketing, information technology, education and legal backgrounds.

Thus, a fully constituted and complemented college council consists of at least 16 members.

2.4.1.2 Functions and responsibilities of college councils

The role of the FET college council or board of directors of a college is to establish and maintain the practices of good corporate governance in order to enhance the quality, standing and perceptions of the FET college in question (Jaff, 2005:34).

In accordance with the FETC Act, the council is responsible for the following (DoE, 2009:19):

- It performs all the functions required in order to govern the college.
- It develops a college statute.
- It formulates a strategic plan for the college.
- It devises the college rules.
- It establishes the following council committees:
 - Executive committee
 - Audit committee
 - Finance committee
 - Conditions of employment committee
 - Planning and resource committee
 - Other committees as may be required
- It establishes, in consultation with the academic board, joint committees.
- It determines the student admission policy of the college.
- It determines and provides a student admission policy for the college.
- It determines the language policy of the college.
- It sets the tuition and accommodation fees and any other fees that may be required.

- It approves the annual college budget.
- It concludes any loan or overdraft agreements.
- It establishes posts for lecturers and support staff.
- It determines the functions, conditions of service and privileges of lecturers and support staff.
- It adopts a disciplinary code for lecturers and support staff.
- It appoints and remunerates all lecturers and support staff.
- It ensures that the college complies with the accreditation requirements.
- It approves learning programmes.
- It ensures that, within the resources available, the college is accessible to disabled students.
- It keeps records of all proceedings.
- It keeps accounting records of all assets, liabilities, income and expenses and any other financial transactions of the public college.
- It implements internal audit and risk management systems.
- It appoints an auditor to audit the records and financial statements of the college.
- It provides the MEC with the following:
 - A report on the overall management and governance of the college
 - A report on the overall performance of students on the programmes offered by the college
 - A duly audited statement of income and expenditure
 - A balance sheet and cash flow statement.

Jaff (2005:25) summarises the five action areas of the 2006 FETC Act as follows:

Develop:

- Strategic planning
- Language policy
- Admission policy
- Code of conduct
- Student support services policy
- Policies and procedures for the academic board and the SRC

Monitoring the implementation of

- the policies and procedures of the academic board and the SRC
- the strategic plan
- the management of operational and environmental risks
- the estate (fixed buildings, land and infrastructure).

Approval of

- policies
- procedures
- activities (including college projects)
- business decisions (student numbers, enrolments, additional staffing)
- establishment of committees and reports of such committees.

Ensure compliance with

- legislation
- employment legislation and regulations
- accreditation.

Provide financial oversight of

- budget
- financial management.

Apart from its statutory responsibilities, the college council should apply good governance principles including providing oversight and approving, establishing, monitoring and controlling the activities of the college as well as delegating responsibility and managing knowledge (Angelis et al., 2001:284).

2.4.1.3 Term of office of college council members

Council members may hold office for a period of five years and may not serve more than two consecutive terms of office (RSA, 2006:20). The majority of the council members at FET colleges were appointed in 2008 and, thus, their first term of office expired in June 2013.

2.4.2 THE ACADEMIC BOARD

The academic board is accountable to the college council for all matters relating to academic quality and provision (RSA, 2006:22). This board is probably the key structure that ensures that the requirements pertaining to the accreditation of programmes are met. In particular, it is concerned with establishing internal academic monitoring and quality assurance procedures. The quality and number of the learning programmes offered by a college are central to the academic board's decision-making process. The academic board is also the main internal structure of the institution and, thus, it is essential that the persons who sit on the board are involved in the debates about the accreditation of programmes and the programme qualification mix (PQM). In other words, according to the 2006 FETC Act, the majority of persons who sit on academic boards must be educators (RSA, 2006:22).

2.4.2.1 Composition of the academic board

In terms of the FETC Act, the academic board of a public college must include the following individuals (RSA, 2006:12):

- a) the principal
- b) the vice-principal or vice-principals
- c) lecturers
- e) members of the student representative council
- f) members of the college council

2.4.2.2 Functions of the academic board

In accordance with the FETC Act, the academic board is responsible for (DoE, 2009:19–20) the following:

- a) It is accountable for the teaching, learning, research and academic functions of the college.
- b) It determines the learning programmes offered at the college.
- c) It is accountable for the academic functions of the college and also for promoting the participation of women and the disabled in its learning programmes.
- d) It establishes internal academic monitoring and quality promotion mechanisms.

- e) It ensures that the accreditation requirements are met.
- f) It advises the college council on a code of conduct and rules concerning the students.
- g) It determines the conditions applicable to any scholarships and other academic prizes.
- h) It determines the persons to whom scholarships and academic prizes are awarded.
- i) It determines the functions of its sub-committees as well as the procedure of the meetings held by these committees.
- j) It takes note of any action taken by sub-committees in exercising its delegated powers or functions when such committee reports its actions to the next meeting of the academic board.
- k) It organises and supervises instruction and examinations, and also lecturers and classes.
- l) It submits to the council
 - Such reports on its work as may be required by the council
 - Recommendations on matters referred to it by the council
 - Recommendations on any other matter affecting the college that the academic board considers to be useful.
- m) It appoints
 - An executive committee
 - Sub-committees as may be required.
- n) It determines the composition and functions of sub-committees.

2.4.2.3 Term of office of academic board members

Members appointed in terms of section 17(1)(u), (6) and (c) of the 2006 FET Act may hold office for as long as they are employed by the college in that capacity as academic board members (RSA, 2006:62).

2.4.3 THE STUDENT REPRESENTATIVE COUNCIL

In South Africa, prior to 1994, the apartheid state excluded the majority of citizens from genuine and equal participation in the governance of colleges, while it used education to socialise young people into the existing status quo of inequality through conformity to

authoritarian structures (Mncube, 2008:77). The 2006 FETC Act prescribes that a public FET college must establish an SRC as a governance structure (RSA, 2006:20).

2.4.3.1 Composition of the student representative council

The establishment, composition, manner of election, term of office, functions and privileges of the SRC of a public college are determined by the college council after due consultation with the students of the college, subject to policy determined by the MEC (RSA, 2006:24).

According to the 2006 FETC Act the following procedure must be followed in order to elect an eligible SRC (RSA, 2006:24):

- Registered students only are eligible to serve on the SRC.
- The SRC must be representative of the student body.
- The election of SRC members must be democratic and transparent.

2.4.3.2 Functions of the SRC

The DoE (2009:109) articulates the functions of the SRC as follows:

- Liaising with management, the general public, and other colleges, the SRCs of other colleges, national and/or international student organisations, unions and the news media.
- Being the umbrella organisation for all student committees, clubs, councils and societies, and granting or withdrawing recognition of such student committees, clubs, councils and societies as it considers appropriate.
- Coordinating and supervising the use of the students' facilities.
- Convening and conducting all authorised meetings of the student body and operate as the managing body in all general referenda and petitions organised by the students in terms of the rules.
- Election of office-bearers and the establishment of committees.
- Organising and promoting extramural activities among students.
- Keeping account of all moneys allocated to the SRC by the college council and also any other moneys accrued in its capacity as representative of the students.
- Allocating or disbursing such funds for use by students, and making grants to approved student clubs, committees, societies and councils.

- Preserving order at student functions and ensuring good conduct at other approved meetings of students.

2.4.3.3 Term of office for SRC members

The term of office of the members of the SRC is one academic year; although members of the SRC may serve more than one term of office (RSA, 2006:35).

2.5 GOVERNANCE IN PRACTICE

According to Akoojee, Gewer and McGrath (2005:109), the newly merged colleges face a crucial challenge in becoming new, merged institutions in reality as well as on paper. The leadership of the new chief accounting officers is central to this, as is the development of management teams around them and the college councils in order to oversee and support these new, merged institutions.

King (2009:6–17) indicates that the board of an organisation should act as a focal point for corporate governance as regards its roles and functions when it

- directs, governs and controls the company
- provides effective corporate governance
- provides a link between the organisation's stakeholders and the community
- exercises leadership, enterprise, integrity and judgement
- identifies and takes account of the legitimate expectations of the stakeholders.

Adams and Waghid (2005:25) regard participation, community engagement, rationality, consensus, equality and freedom as the basic principles of the South African democracy. Thus, an understanding of some of these constitutive principles of democracy is essential because, if these principles are undermined in any way, this would bring the democratic function into disrepute.

The DoE (2009:99) indicates that the programme for participation in governance requires the following:

- 1) that a policy framework be established to define the guidelines and decision making processes associated with programme development and delivery

- 2) that the right people serve on the academic board, that is, staff members with appropriate expertise and experience
- 3) that the council ensure that the organisational structure of the college facilitate the management and delivery of quality programmes. Best practice indicates that the responsibility for programme clusters should be assigned to faculty heads. However, under circumstances where the responsibilities for programme delivery are assigned at a campus level, the role of the academic board in maintaining programme quality is critical.
- 4) that the delegation of authority be formulated to empower the decision making related to programme development and delivery
- 5) that all the relevant stakeholders are updated with regard to programme development, implementation and delivery. It is, thus, essential that an effective reporting framework, detailing formats, reporting, responsibility, timing and progress indicators, be developed.

2.6 CONCLUSION

The South African Qualifications Authority (SAQA, 2005:38) indicates that the board is the main governance structure of an organisation and, if the board is strong and competent, then stakeholders may feel confident that the state's funds are being well managed.

As cited in the SAQA (2005:38), the responsibilities of a board when in operation may be adapted as follows:

- a) The board is the focal point of the college governance system. Thus, it is ultimately accountable and responsible for the performance and affairs of the college. The delegation of authority to board committees or management does not, in any way, mitigate or dissipate the discharge of their duties and responsibilities by the board and its board of directors.
- b) The board must provide a strategic direction to the organisation, appoint the chief executive officer and ensure succession planning.

On the other hand, the SAQA (2005:39) also states that it is important to remember that the board in any corporate setting must possess knowledge of the following: Ways in which to ensure that strategic development and implementation become the focus and key responsibility of the board; how to ensure that the board's composition reflects the right skills, the right attitude and appropriate safeguards to protect the interests of the shareholders; and ways to ensure that a company achieves its goals by meeting the needs of the stakeholders.

The literature review in this chapter described the structures, functions, responsibilities and principles for excellence at FET colleges in South Africa. In this regard, the college council plays a pivotal role in terms of implementing the principles of effective governance in order to address the challenges associated with good governance.

It is assumed that, if college councils engage in the roles as described in the 2006 FET Act, then the governance of FET colleges will improve.

The next chapter will focus on an effective FET governance model for college councils in South Africa.

CHAPTER 3

AN EFFECTIVE FURTHER EDUCATION AND TRAINING GOVERNANCE MODEL FOR COLLEGE COUNCILS IN SOUTH AFRICA

3.1 INTRODUCTION

In South Africa, the legislative and policy framework for effective governance is encapsulated in a broad array of national policies, legislation, regulations and guidelines (Khoza & Adam, 2005:73). The 2006 FETC Act and 2012 FETC Amended Act regulate the governance of public FET colleges in South Africa. Jaff (2005:3) also indicates that members of the college council are guided by the South African Constitution, Act 108 of 1996, which compels public institutions to ensure good and cooperative governance. According to Khoza and Adam (2005:58), good governance includes measures that will enhance organisational integrity, transparency and sustainable performance. Khoza and Adams (2005:58) also state that, if effective governance is underpinned by effective leadership, then it is imperative that the respective leadership roles required by the organisation be understood so that they may be appropriately fulfilled.

3.2 STAKEHOLDER PARTICIPATION

The word 'stakeholder' has been used a great deal in the context of South Africa's new democracy to emphasise that the voices of all those with a particular interest in charge and development should be heard, especially when their interests are affected (SAQA, 2005:4). The FETC Act ensures stakeholder participation in the establishment of three college governance structures namely, the college council, academic board and SRC. The council of a public FET college must be broadly representative of the community served by the FET college and must include volunteers from the public (Angelis et al., 2001:287). The DoE (2009:105–106) states that, if a college council is to steer stakeholders and promote effective interaction between the college and its stakeholders, to achieve this then the college council must ensure that

- it establishes a policy framework to articulate the guidelines and responsibilities for management of stakeholder.
- it establishes channels for the delegation of authority within the college from the college council to management in order to facilitate stakeholder governance

- it establishes a reporting framework to ensure that stakeholder interaction is planned, the progress is monitored and that mutually beneficial results emanate from the relationship between the council and stakeholders
- its members recognise their individual and collective roles by initiating and sustaining relationships with stakeholders
- it formulates and applies appropriate legal mechanisms in order to formalise relationships between management and governance.
- it meets provincial and national reporting requirements.

3.3 THE LEGISLATIVE FRAMEWORK OF HIGHER INSTITUTIONS

In the United Kingdom (UK), further education (FE) is a devolved issue, with separate arrangements in place for England, Northern Ireland, Scotland and Wales. The current arrangements for FE in Northern Ireland were established by the Further Education (Northern Ireland) Order 1997 ('the 1997 Order'), which removed the colleges from the control of the education and library boards to enable them to become self-governing, incorporated bodies with effect from 1 April 1998 (McGinley, 2008:41).

3.3.1 The American context

According to Legon (2010:3–5), the enormous diversity among American colleges and universities is reflected in their disparate governance structures and functions. Although the culture and process of governance varies widely among institutions, the presence of lay citizen governing boards distinguishes American higher education from the most of the rest of the world, where universities are, ultimately, dependent on the state. America's public and private institutions also depend on government, but, historically, they have been accorded autonomy as regards carrying out their educational functions through the medium of independent governing boards, working collaboratively with presidents, senior administrators and faculty leaders. These boards are usually appointed by governors and, thus, less frequently elected in the case of public institutions, while in the case of private institutions the boards are generally self-perpetuating – selected by current board members.

The ultimate responsibility for the governance of the institution (or system) rests with its governing board. Thus, boards are accountable for the mission and heritage of their institutions and for the transcendent values that guide and shape higher education with boards being equally accountable to the public and to their institutions' legitimate constituents. The governing board should retain ultimate responsibility and full authority to determine the mission of the institution, although within the constraints of state policies and with regard for the state's higher education needs in the case of public institutions (Legon, 2010:5–6).

Letsie (2003:137–141) describes the governance of community colleges as follows:

3.3.1.1 Governance of community colleges

The governance of community colleges refers to the concept of policy making and utmost authority which, in some instances, comprises a two-tier structure. The governance of American community colleges is a responsibility of the governing boards. Their composition and power of the governing boards are described in the following sections.

3.3.1.2 Composition of community college boards

There are numerous ways of describing the boards that govern the more than one thousand public community and technical colleges in the United States of America (USA). Two common descriptors are level of control (state or local) and board member selection (appointed or elected). More than six hundred boards exist. The members of these boards are usually lay people who serve as volunteers without remuneration in most states (Piland, 1994:80).

Community college boards usually consist of five to nine members, depending on the size and number of colleges the board is serving. In view of the fact that boards are public corporations, they are legally responsible for all college affairs and, thus, the board members should possess a working knowledge of education and law and be able to recognise potential legal problems before they develop into actual litigation (Cohen & Brawer, 1989:111).

3.3.1.3 Powers of community college boards

As mentioned earlier, locally elected or appointed boards govern most community colleges. However, state boards also govern a large number of community colleges. These two kinds of boards, each with different powers. The powers of the state boards include the following:

- approving new programmes
- conducting system-wide programme reviews and evaluation
- developing system-wide programme legislation budget requests
- distributing state aid
- approving capital construction
- approving new colleges, branches and centre.
- performing financial accountability audits or establishing a uniform accounting system.

Some states have local advisory councils that supplement the state boards. Their powers include approving budgets, recommending programmes to the state board, working with local business/industry and liaising with the local community (Piland, 1994:87).

Piland (1994:88) lists the following typical powers of local community college boards:

- selecting, evaluating and dismissing the president (principal in the South African context) of the college
- establishing policies, rules and regulations for the governance and operation of the college
- purchasing, contracting and maintaining facilities
- defining the role and mission of the college
- engaging in public relations
- preserving institutional independence
- awarding degrees, diplomas and certificates
- approving programmes

- establishing student fees/tuition
- determining salaries and benefits and employing staff
- developing and controlling the budget
- conducting long- and short-term planning
- setting minimum standards for student academic requirements.

3.4 A CONCEPTUAL FRAMEWORK FOR ESTABLISHING AN EFFECTIVE GOVERNANCE MODEL

Irvine (2009:3–5) describes a model framework for establishing effective governance. As depicted in Figure 3.1 below, the framework comprises three elements that would lead to the effective functioning of higher institutions. In addition, the diagram is intended to reflect that a higher education institution (HEI) wishing to use the framework in order to consider board effectiveness may start with any of the three elements and also explore the interrelationships in any order. The model describes the interrelationship between the members of the board on whom the effectiveness of the governing body is depends, the outcome of the goals set and the interactions between the council members and management.

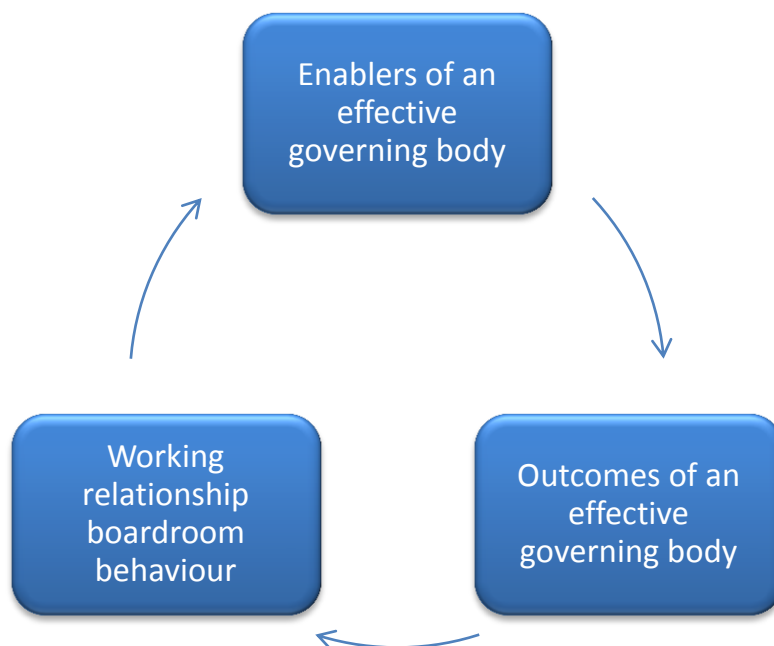


Figure 3.1: Model framework for establishing effective governance

Source: Irvine (2009:3)

3.4.1 The enablers of effective governing bodies

The enablers of an effective governing body are the processes which establish the foundations for effective governance; that is, they are the building blocks on which governance rests (e.g. a governance structure that is fit for purpose). If these enablers are not in place it is highly unlikely that a governing body may be effective in practice. However, the enablers, on their own, do not ensure effectiveness, but rather they create the circumstances which make it possible to realise effectiveness. Based on a review of research and institutional practice, the framework breaks down these enablers into seven different types of factors (listed below) which are, in turn, subdivided into specific issues for governing bodies to consider.

The seven enablers of an effective governing body include:

- a) Commitment to effective governance
- b) Effective governance structures and processes
- c) Effective governing body membership
- d) Commitment to organisational vision, culture and values
- e) Effective strategic development and performance measurement
- f) Effective information and communication
- g) Future governance

3.4.2 Working relationship: boardroom behaviour

This category of factors involves the interactions between governors in the boardroom that enable effective governance to take place. Although issues such as the importance of the relationship between the governing body chairperson and the head of institution are widely recognised, many other aspects of happenings inside the boardroom are important in determining effectiveness. Based on research, the framework breaks these issues down into the following seven factors. However, unlike the enablers, there are no sub-categories:

The seven factors that are involved in working relationships and boardroom behaviour include:

- Governing body meetings and business are conducted effectively and chaired in a way that encourages an appropriate degree of transparency, openness and engagement, and which inspires the general confidence of members.
- The approach, style and contribution of the head of the institution promote effective governing body meetings.
- The approach, style and contribution of the governing body secretariat promote effective governing body meetings.
- All governors are actively involved in discussion and demonstrate a shared purpose and commitment, whilst maintaining the distinction between governance and management.
- In practice, the working relationships between governing body members and the executive are good, and a positive atmosphere exists to promote effective governance.
- The need for constructive challenge by the governing body is understood and accepted by governing body members and the executive, and is undertaken both appropriately and effectively.

3.4.3 The outcomes of an effective governing body

The outcomes of an effective governing body refer to those factors that will determine the ultimate effectiveness of such a body, including the extent to which a governing body 'adds value'. In this sense, the real value of governing bodies lies in what they deliver in practice with delivery being measured in terms of outcomes. In assessing such outcomes it is clearly important that such outcomes are directly relevant to the governing body concerned, for example, the implementation of an agreed upon strategic plan will constitute an outcome measure of governance effectiveness only if the governing body was involved in formulating the strategic plan in the first place.

The outcomes of an effective governing body include the following:

- The agreed upon institutional strategic plan is being achieved.
- The agreed upon standards of institutional financial health and sustainability are being achieved.

- The required standards of accountability and legal/regulatory compliance are being achieved.
- The defined quality levels in academic and service provision and the student experience are being achieved.
- Both the effective management of risk and the optimal support for innovation are being achieved.
- Enhanced institutional reputation and competitiveness are being achieved.
- Enhanced institutional leadership through effective governance is being achieved.

Both the institution and the key external stakeholders should have confidence in the governance of the institution.

A governance framework which was proposed by the auditor of Victoria, General Wayne Cameron, in 2003, clearly illustrates the different elements which contribute to the effectiveness of the board and the relationships between these elements (See Figure 3.2 below).

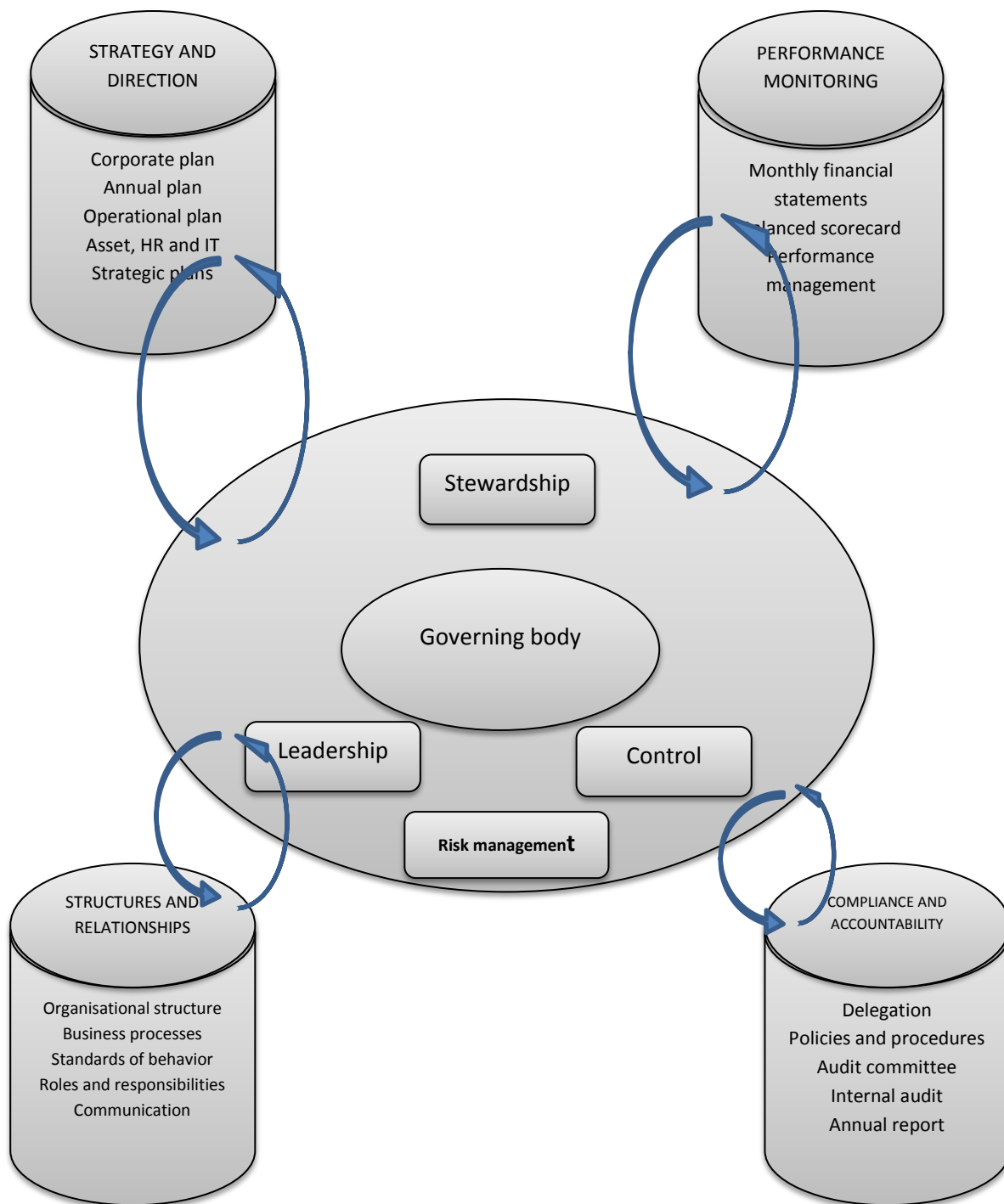


Fig 3.2 Governance framework

As explained by Cameron (2003:5), this framework provides a comprehensive representation of the way in which corporate governance should function in the public sector. Leadership, stewardship, management control and risk management are included at the centre of the framework to ensure that they are not overlooked by those entrusted with governance responsibility.

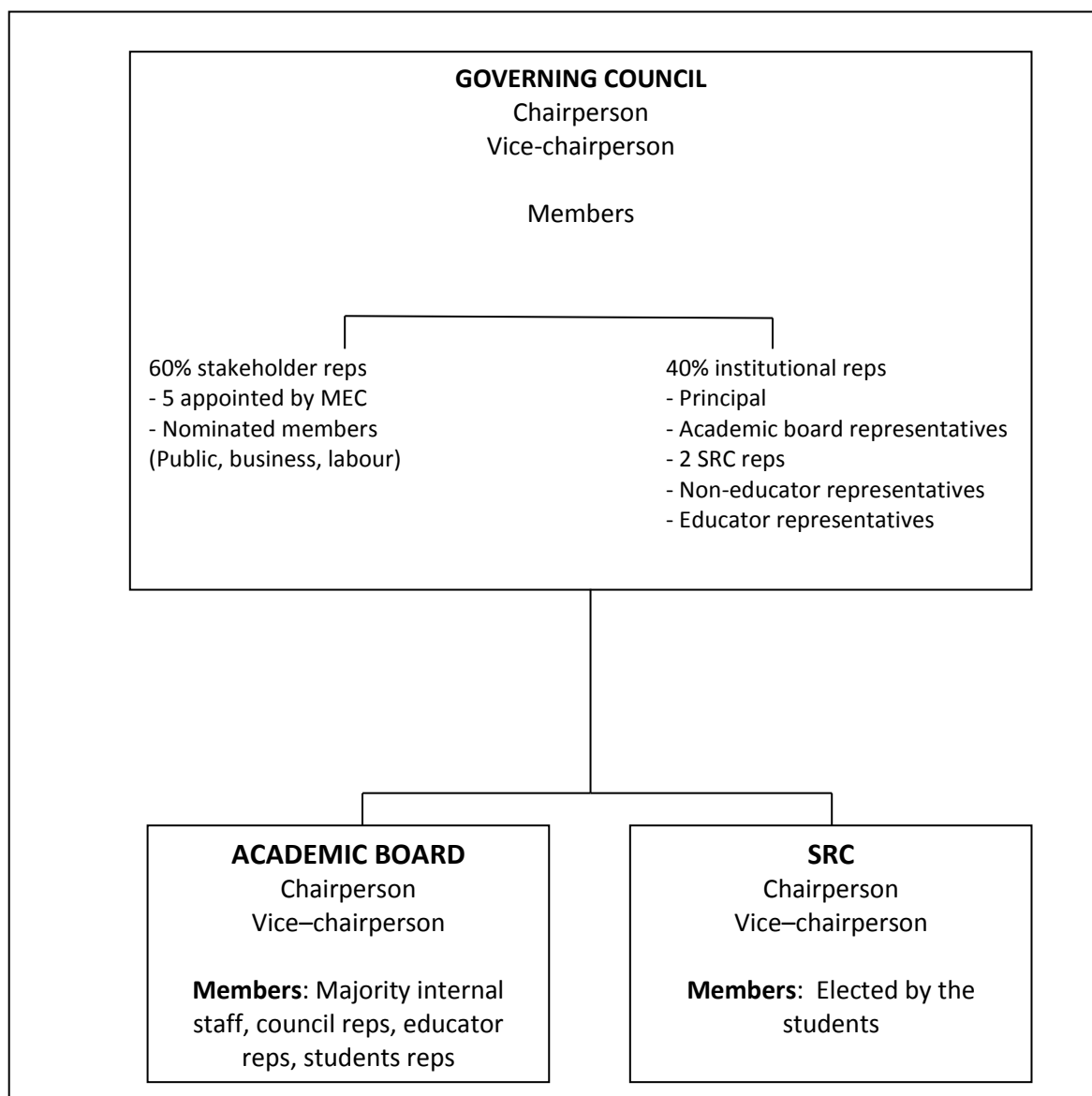
The four pillars of the governance framework, namely, strategy and direction, structures and relationships, performance monitoring, and compliance and accountability, also help to ensure that the entire governance framework functions properly (Cameron, 2003:5).

As regards the structures and relationships pillar, the board and management relationships are deemed to be two important elements of this pillar (Cameron, 2003:5). Similar types of governance arrangements and good governance criteria are explained by Barrett (2000) while Uhrig's (2003) report provides detailed suggestions on guidance for a board's governance arrangements, including the size of the board and whether or not there are board subcommittees.

3.5 HIERARCHICAL STRUCTURE OF GOVERNANCE

The Further Education and Training Colleges Act, Act 16 of 2006 (RSA 2006:22), indicates that a college council must include 60% external members and 40% internal members. It is evident that the FETC Act was compiled in line with the King II report on corporate governance for South Africa as the King II report recommends that a majority of non-executive directors, independent of management, form a unitary board of directors (Committee on Corporate Governance, 2002:3).

Figure 3.3 Governance at FET colleges



Source: Hoppers, Mokgatle, Maluleke, Zuma, Hlope, Crouch, et al. (2000:77).

3.5.1 The roles and functioning of college council subcommittees

The college council may establish a subcommittee to assist it in carrying out its functions (RSA, 2006:24). The composition of a subcommittee is very important and must represent both the needs of the institution and the main structure that established it. When setting up a subcommittee, the tasks assigned to it are delegated by the main

structure, the college council. However, accountability for ensuring that the tasks are carried out still lies with the college council. This, in turn, means that it is incumbent on the college council to set up a regular monitoring and reporting system to check that what is being done is both correct and on time.

3.5.1.1 Subcommittees

College councils may establish the following sub-committees as listed below and as described in the handbook for public FET council members and managers (RSA, 2005:16). These committees would assist the college council to execute its roles and responsibilities effectively:

1. Executive council committee
2. Finance committee
3. Strategic audit committee
4. Human resource committee
5. Student affairs committee
6. Communications and marketing committee

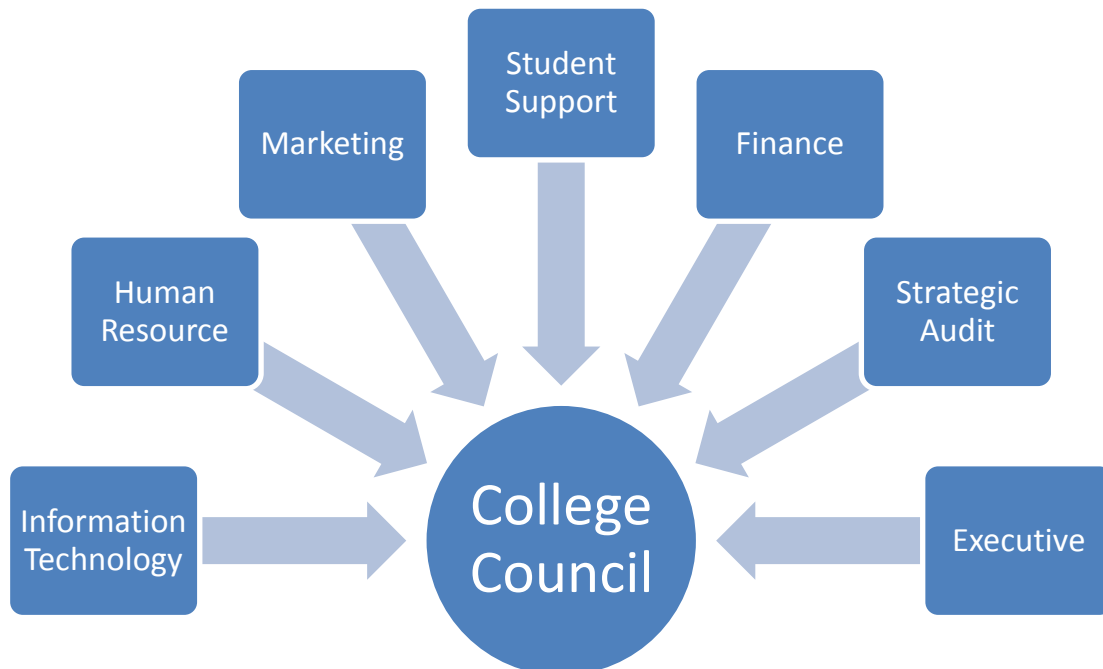


Figure 3.4: Relationship between a college council and its sub-committees.

Source: Own

The DoE (2005:12-16) describes the functions of college council committees as follows;

3.5.1.1.1 Executive council committee

- Acts for and on behalf of the council in respect of urgent matters which occur in between the meetings of the council.
- Acts on matters delegated to it by the council.
- Ensures that a strategic plan is developed for the approval of council.
- Ensures that a college structure is approved by council and that systems and policies are developed by the relevant committees for the approval of the council.
- Considers innovative ideas and seeks the approval of council, in principle, before through investigations are undertaken.

3.5.1.1.2 Finance committee

- Evaluates and recommends provincial and national grants that are allocated to the FET colleges.
- Coordinates the process of ensuring approval of the college budgets. Continuously reviews finance and supply chain policies and evaluates compliance with such policies.
- Ensures that risk management processes are in place and are adhered to by facilitating the appointment of internal and external auditors.

3.5.1.1.3 Strategic audit committee

- Evaluates institutional performance in relation to the application of resources.
- With the approval of the council, the committee should establish extremely clear criteria and processes for the strategic oversight for implementation of policies and processes,
- The committee receives the report of the external financial auditors.

3.5.1.1.4 Human resource committee

- Ensures that processes are in place for effective administration.
- Formulates policies and coordinates the implementation of such policies.
- Coordinates and ensures that appropriate resources are available for recruitment and selection procedures.

- Formulates plans to ensure performance management, reward management and HR development.
- Ensure that procedures to deal with employee relations are in place to enable the college to address conflict management and health and safety issues.

3.5.1.1.5 Student affairs committee

- Facilitates the role of the SRC
- Student orientation
- Student counselling
- Student professional societies – linking student societies on campus with professional bodies

3.5.1.1.6 Communications and marketing committee

- Ensures that internal and external communication is effective.
- Undertakes market research to ensure that the college is responding appropriately and adequately to the needs of business and industry, communities and local government.
- Formulates strategies to ensure support for the college.

The management of an FET college implements the rules that are devised by the college council. However, the college council in consultation with the academic board and the SRC, creates a platform for management to carry out its responsibilities effectively. The figure below illustrates the influence of governance structure on the management of FET colleges.

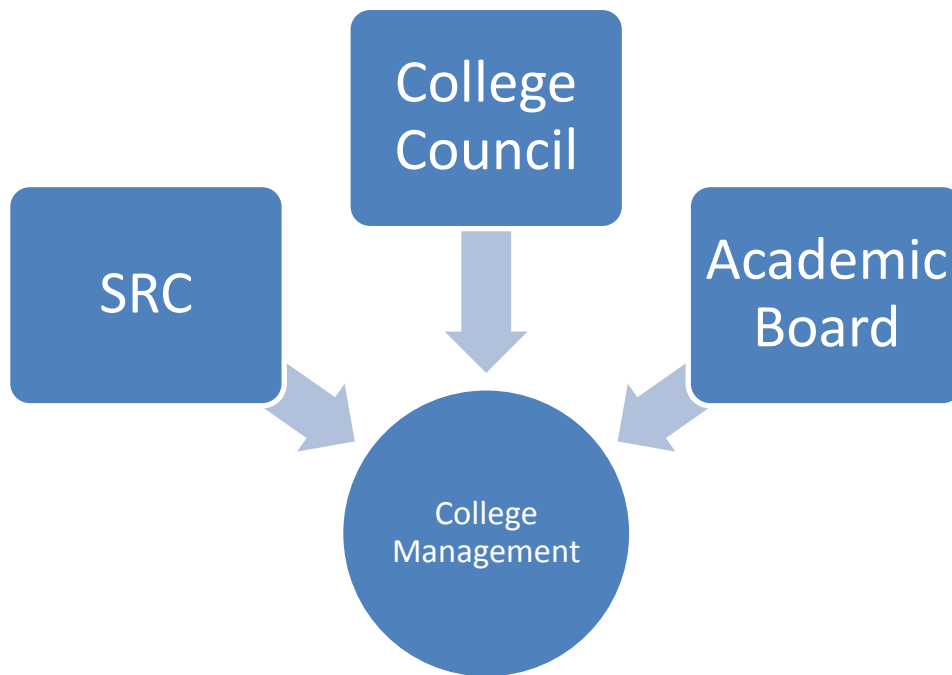


Figure 3.5: Influence of college governance on management

Source: Own

3.5.2 Effective governance structures and processes

According to Irvine (2009:4), it is scarcely necessary to identify the importance of effective governance structures and operating processes as a precondition for effective governance.

- The governing body decision-making structure, including any subcommittees, should be fit for purpose.
- The governing body should have a clear system of delegation in place with appropriate reporting mechanisms.
- The arrangements for governing body and subcommittee meetings (number, timing, location, length, administration, etc.) should be fit for purpose.
- Effective arrangements should be in place for involving staff and students in the governing body and its subcommittees.
- The governing body should have effective processes in place for meeting its responsibilities as regards determining the educational character of the institution, including an effective relationship with the senate/academic board.

3.5.3 A participatory FET college governance structure

The chairperson of the college council is instrumental in ensuring that the governance structures function effectively.

According King II (2002:52), as cited by Khoza and Adam (2005:67–68), the functions of the chairperson of the board include the following:

- Presiding over meetings and ensuring that they are well run, acting as an intermediary between the board and management, and maintaining an effective relationship with key stakeholders.
- Making sure that the board is independent and interdependent and that win/win solutions are pursued.
- Interacting with and providing a bridge between management and the board.
- Communicating the decisions of the board to the relevant authorities and explaining the rationale for those decisions.

In the following section, Jaff's (2005:35) explanation of the relationships between governance structures and with the management of the college is discussed.

3.5.3.1 The principal and the council

The principal/CEO is the college's chief executive (RSA, 2006:66). He/she must provide council with the support and advice that the council members require in order to perform their duties effectively and efficiently. While the council's duties differ greatly from those of the college principal, there is an important relationship between them. In order to establish good working relations between senior management and the council, it is vital that both parties have the same understanding and the expectations of both governance and management. Both the council chairperson and the college principal play an active role in fostering such an understanding.

As indicated in Jaff (2005:1), the council members of public FET colleges are responsible for the future of these institutions. They must, thus, perform all the functions that are necessary to govern a FET college as subject to the 2006 FETC Act and any applicable provincial law. Together with the principal they are jointly responsible and accountable for all decisions made, including the following:

- ensure that a shared vision and understanding guide all the operations of the college
- ensure that a quality education is provided by the college
- ensure good stewardship of public resources and the exercise of responsible financial (fiduciary) oversight of college budgets and expenditure
- create a safe environment for learners and staff
- prioritise effective and relevant learning and teaching
- ensure that expertise and insights from all the constituencies represented shape to the strategic direction of college council decision making and planning for future growth and development.

3.5.3.2 The council and the academic board

It is essential that the council is informed and updated about the nature, scope and quality of the college's academic provision while leaving the details of such academic provision to the principal/CEO and the academic team. The principal/CEO informs and consults with council regarding the activities and plans of the academic board.

The major shortcoming of governance structures is often manifested in a lack of clarity about the role of governors in relation to the role of the executive management (DoE, 2007:25). In consequence, there is a tendency for some college councils to engage in the micromanagement of the institution (DoE, 2007:25). In order to avoid such a situation, the powers, responsibilities and functions of the governing council should be defined by statute while governors should undergo an induction programme (DoE, 2007:25).

3.5.3.3 The council and the SRC

According to the 2006 FETC Act, the establishment, composition, manner of election, term of office, functions and privileges of the SRC must be determined by the council after consultation with the students and the educators of the college, and subject to provincial policy (RSA, 2006:66). .

3.5.3.4 The relationship between the college council and management

Governance and management are often regarded as two sides of the same coin (DoE, 2008:78). Thus, governance and management are interwoven elements in a process that is aimed at enabling schools (colleges) to provide effective and efficient education (DoE, 1995:52). Generally, stakeholder groupings should be involved when policy matters are decided, while day-to-day decisions about both the administration and organisation of the college and activities supporting teaching and learning in the college should be the domain of the management, although the stakeholders should have the right to comment on and make suggestions with regard to such decisions (DoE, 1995:52). The principal of a public college is responsible for the management and administration of the college (RSA, 2006:24). The principals also have a responsibility to ensure that college governance structures function effectively. This means that the board should empower management and trust that operational issues determining how the journey is undertaken may best be dealt with by management (Khoza & Adam, 2005:62).

According to Jaff (2005:33), as an activity, college ‘governance’ differs significantly from the activity of ‘management’. However, both tasks are absolutely critical for effective, balanced governance and must be performed effectively together.

Table 3.1: The differences between the roles of governance and management are summarised in the following table:

College council governance process	College management – principal
<ul style="list-style-type: none">• Provides strategic direction for the institution.	<ul style="list-style-type: none">• Implements the vision, mission and strategic objectives of the institution through leadership.
<ul style="list-style-type: none">• Monitors the operations of the institution.	<ul style="list-style-type: none">• Conducts the day-to day activities of the college and reports to the college council.

<ul style="list-style-type: none"> Identifies policy areas suited to the institution and monitors policy implementation. 	<ul style="list-style-type: none"> Implement policies and procedures that are approved by college council and DHET
<ul style="list-style-type: none"> Supports and guides the members of management in performing their respective tasks. 	<ul style="list-style-type: none"> Leads, manages and supports the staff at the institution.
<ul style="list-style-type: none"> Approves the college budget and monitors its implementation. 	<ul style="list-style-type: none"> Draws up the college budget and submits it, via the financial committee, to the college council for approval. Manages the budget and reports to the council.
<ul style="list-style-type: none"> Provides support and resources for the development and implementation of a college culture. 	<ul style="list-style-type: none"> Develops and implements the college culture.
<ul style="list-style-type: none"> Monitors the setting up and functioning of both the academic board and the SRC. 	<ul style="list-style-type: none"> Sets up and manages the academic board, SRC and other relevant structures.
<ul style="list-style-type: none"> Introduces the college to various external structures in order to foster support for the growth of the college. 	<ul style="list-style-type: none"> Pursues and develops external contacts which have been initiated by council.
<ul style="list-style-type: none"> Creates an environment that enables effective participation by all stakeholders. 	<ul style="list-style-type: none"> Makes optimal use of the resources available to achieve set targets.

Source: College of Cape Town (2004:20)

3.6 PRINCIPLES OF GOOD GOVERNANCE

The preamble to the 2006 FETC Act outlines the following values and principles that should guide the functioning of the college council (RSA, 2006:25):

- **Governance**

Establish a national, coordinated further education and training system that promotes cooperative governance and provides for programme-based further education and training.

- **Redress**

Restructure and transform programmes and institutions to enable a more effective response to the human resources, economic and development needs of the Republic of South Africa; *as well as redress* past discrimination and ensure representivity and equal access.

- **Access**

Ensure access to further education and training and the workplace for persons who have been marginalised in the past, including women, the disabled and the disadvantaged.

- **Learning**

Provide optimal opportunities for learning, the creation of knowledge and the development of intermediate to high-level skills in keeping with international standards of academic and technical quality.

- **Values**

Promote the values that underpin an open and democratic society and which are based on human dignity, equality and freedom.

- **Priorities**

Advance strategic priorities determined by national policy objectives at all levels of governance and management within the FET sector.

- **Human rights** (the Constitution)

Respect and encourage democracy and foster an institutional culture that promotes fundamental human rights while creating an environment suited to teaching and learning.

- **Excellence**

Pursue excellence while promoting the full realisation of the potential of every student and member of staff, the tolerance of ideas and the appreciation of diversity.

- **Responsive** (and complementary)

Respond to the needs of the Republic of South Africa, the labour market and the communities served by the institutions.

- **Skills development**

Complement the Skills Development Strategy in cooperation with the Department of Labour.

In general, stakeholder grouping should be involved when policy matters are decided (Maile, 2002:327). However, stakeholders should have the right to comment on and make suggestions about such decisions (DoE, 1995:32).

According to Willson-Kirsten (2008:7–8), good governance comprises the following eight major characteristics.

1. participation
2. rule of law
3. transparency
4. responsiveness
5. consensus orientation
6. equity and inclusiveness
7. effectiveness and efficiency
8. accountability

Council members contribute to good governance by developing appropriate college policies, procedures and codes of practice that express the college's values and principles. This takes place within a number of distinct, but inter-related, spheres (see eight characteristics below) (Jaff, 2005:4).

The eight characteristics of governance will now be discussed in more detail:

- 1. Participation**

- Participation by both men and women.
- Participation may either be direct or through legitimate, in-between institutions or representatives.

- 2. Rule of law**

- Good governance requires equitable legal frameworks that are enforced fairly.
- Full protection of human rights, especially the rights of minorities.
- Rule of law also implies an independent judiciary that does not take sides and that treats people equally.

3. Transparency

- Decisions are taken and are enforced in accordance with rules and regulations.
- Information is freely available and directly accessible to those who will be affected by the decisions made and their enforcement.

4. Responsiveness

- Institutions and processes try to serve all stakeholders within a reasonable timeframe.

5. Consensus orientation

- It is essential that people with different interests in society speak to each other and reach agreement on what is in the best interests of the whole community and how this may be achieved.
- It also requires a long-term plan for continued human development and how to achieve the goals of such development.

6. Equity and inclusiveness

- Ensuring that all members of society feel that they have a part in governance and do not feel excluded from the mainstream.
- All groups, and especially the most vulnerable, must be given the opportunity to maintain or improve their wellbeing.

7. Effectiveness and efficiency

- Processes and institutions produce results that meet the needs of society while making the best of the resources at their disposal.
- It also means the useful and possible use of natural resources, such as natural light, and the protection of the environment.

8. Accountability

- Government institutions, the private sector and the institutions that are responsible for governing institutions must be accountable to the public and to their shareholders.
- In general, organisations and institutions are accountable to those who will be affected by their decisions or actions.

3.7 EFFECTIVE FET COLLEGES IN THE SOUTH AFRICAN CONTEXT

3.7.1 Effective governance

Makhene, Manota, Kitch, Tsolo and Xinwa (2000:4–5) distinguish two levels of effective governance and management. These are listed and described below.

The first level of planning refers to the responsibility of governing bodies to ensure that the institution, whether it is a provincial department or a high school/college, has put in place a framework for delivery programmes. This framework must focus on the medium-term and long-term direction that the institution sets for itself. Such a framework usually includes the following elements:

- the vision and philosophy of the institutions
- the mission and goals of the institution
- a list of critical factors that may constrain the institution from achieving its mission and also those that may help the institution meet the challenges it faces
- a list of key role players and stakeholders that may support or hinder the institution in meeting its goals
- a set of priority actions/strategies that would need to be undertaken in the course of three to five years in order to position and build the institution into an organisation that is capable of achieving its mission
- a three-year programme of action which includes milestones and a monitoring mechanism
- a sustainability plan that includes human, physical and financial projections.

According to Makhene (2007:25), the Further Education and Training Specialist Advisory Council (FETSAC) report stipulates that the governing body of an institution is

responsible for the strategic planning of the organisation, while bearing in mind that all the key stakeholders are represented on the governing structure. In addition, Makhene (2007:25) states that the strategic plan provides the framework for the institution's operational planning and, therefore, the institution's delivery of academic programmes.

A five-step strategic planning process (DoE, 2003:26)

- I. Preplanning: This stage includes a self-study as well as an environmental scan or research. The outcome is both a self-analysis and an analysis of community and regional needs.
- II. Orientation of the planning process and a clarification of the expectations and needs of the participants.
- III. Introduction to the planning process by outlining a situation analysis and relevant planning issues.
- IV. Defining the vision, mission, values, core business and character of the organisation.
- V. Designing the strategies and a programme of action designed to implement the strategies.

3.7.2 Effective management

This level of planning involves what would be expected of a well-managed institution to ensure that the institution functions optimally at an operational (service delivery) level. Management, by definition, constitutes the core of the planning, resourcing, coordinating, support, monitoring and accounting/reporting activities within an institution. Thus, the institution's management team, under the leadership of the head of the institution and his/her deputies, makes up the main structure which is responsible for developing the following:

- A set of practical implementation objectives for the year, covering all the delivery sectors of the organisation.
- A resource plan that incorporates staffing, physical infrastructure, equipment, a budget, a cash flow projection and fundraising.

- A statement of the management approach and ethos that articulates principles, resource efficiency, team culture and a monitoring and support system.

The CEO or the principal of the institution is responsible for the operational plan. Operational plans are normally for a period one year and complement the institution's strategic plan (DoE, 2003:26).

The key elements of the operational plan include the following:

- I. Each strategy is outlined in full.
- II. The outcome(s) are specified for each strategy.
- III. Specific objectives are formulated that are related to each strategy.
- IV. Tasks and responsibilities are allocated.
- V. Expected measurable output is delineated.
- VI. Deadlines are stipulated for each objective.
- VII. The resources required for the attainment of each objective are listed.

3.8 POSSIBLE FACTORS INFLUENCING THE FUNCTIONING AND PARTICIPATION OF COLLEGE COUNCILS

3.8.1 Realities regarding the status of the college council

According to Makhene (2007:24–25), the purpose, composition and role of the governing council are extremely broad, while the purpose, composition and role of the academic board are defined but are not comprehensive. The major shortcoming in good governance is manifested in a lack of clarity regarding the role of governors in relation to the role of the executive management. In consequence, there is a tendency on the part of some college councils to engage in micro-managing the institution, thus undermining the executive management team (EMT).

The findings on governance, as contained in the Eastern Cape System Audit of Further Education and Training Colleges Provincial Summary Report (DoE, 2010:17–18), indicate the following:

- College councils generally do not comply with the principles of good governance, accountability and management and lack either national or provincial FETC guidance, thus compounding the problem of the powers struggle between management and college council, and execution of roles and responsibilities.
- College councils have not received sufficiently training as regards performing their roles.
- None of the college had a chief financial officer (CFO), an audit committee, or an internal audit function, while most also did not have the risk management, fraud prevention and internal plans in place, as required by the legislative framework.
- The college councils did not have direct access to the national indicative budget, which refers to a type of budget that is determined by student numbers and had not been briefed on national and provincial targets or on government programmes of action.
- There was no forum representing the councils that was able to ensure that the councils acted in harmony and in unison, especially as regards considering the on-going remuneration and benefits paid to council employees.

Research indicates the following areas that require attention in the governance of college councils (Jaff, 2005:1):

- the need to improve the understanding and skill of college councils as regards leading the process of strategic planning and policy development
- the reality that many councils are not equipped with the requisite high-level legal, financial, marketing and project management skills to support good governance
- the importance of ensuring a balance between the roles of governance and management
- college councils are not constituted in terms of the 2006 FET Act in that they do not meet the 60% external council membership requirement or nor do they comply with the internal representation requirement regarding members of the academic and non-academic staff and students
- the need to understand the challenges of governance in a context in which a clear regulatory framework is not always present
- strategies need to be developed to ensure support for the college.

3.8.2 Realities of the composition of college councils

The NBI (2004:7) conducted a survey on the governing councils of FET colleges. The results showed that, in line with the FET College Act of 2006, every college did have a college council with eight councils in the Eastern Cape, four in the Free State, eight in Gauteng, nine in KwaZulu-Natal, seven in Limpopo, three in Mpumalanga, three in the North West, two in the Northern Cape and six in the Western Cape. In total, 856 council members had been appointed as council members of the FET college councils. Figure 2.2 depicts the total number of council members by province. The figure also shows that more than 50% of the councils were located in three provinces, namely, the Eastern Cape, Gauteng and KwaZulu-Natal.

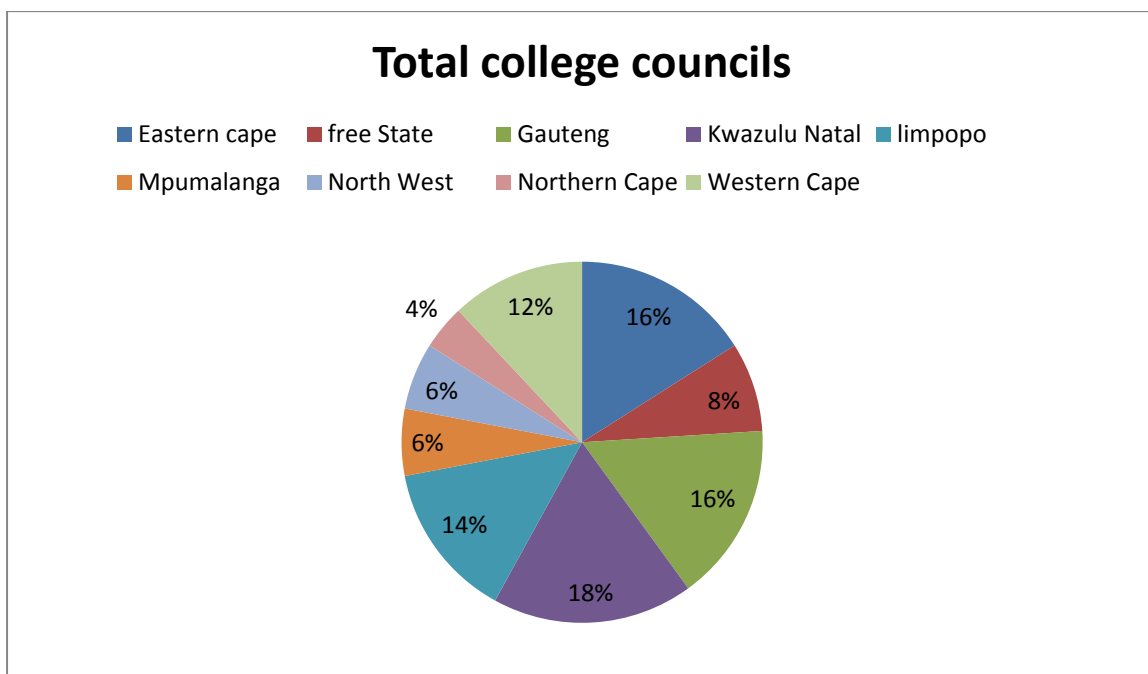


Figure 3.6: Total number of college councils in South Africa

Source: NBI (2004:7)

College councils in South Africa are constituted according to the 2006 FETC Act and, thus, governance responsibility should be executed as described in this Act.

In their paper entitled 'Good governance in ensuring sound public financial management', Hennie and Bekker (2009:7) state that effective corporate governance in the public sector means that public officials/servants must demonstrate compliance in

the implementing of policies and legislations. The results of their research indicated the following six characteristics of effective corporate governance:

1. Public sectors are composed of people with the requisite knowledge, ability and commitment to fulfil their responsibilities.
2. Public officials understand their purpose and whose interests they represent.
3. Public officials understand the objectives and strategies of their departments.
4. Public officials understand what constitutes reasonable information for good governance and do everything possible to obtain such information.
5. Once appropriately informed, public officials are prepared to ensure that their department's objectives are met and that operational performance is never less than satisfactory.
6. Public officials fulfil their accountability obligations to those whose interests they represent by regularly and adequately reporting on the activities and effectiveness of their departments.

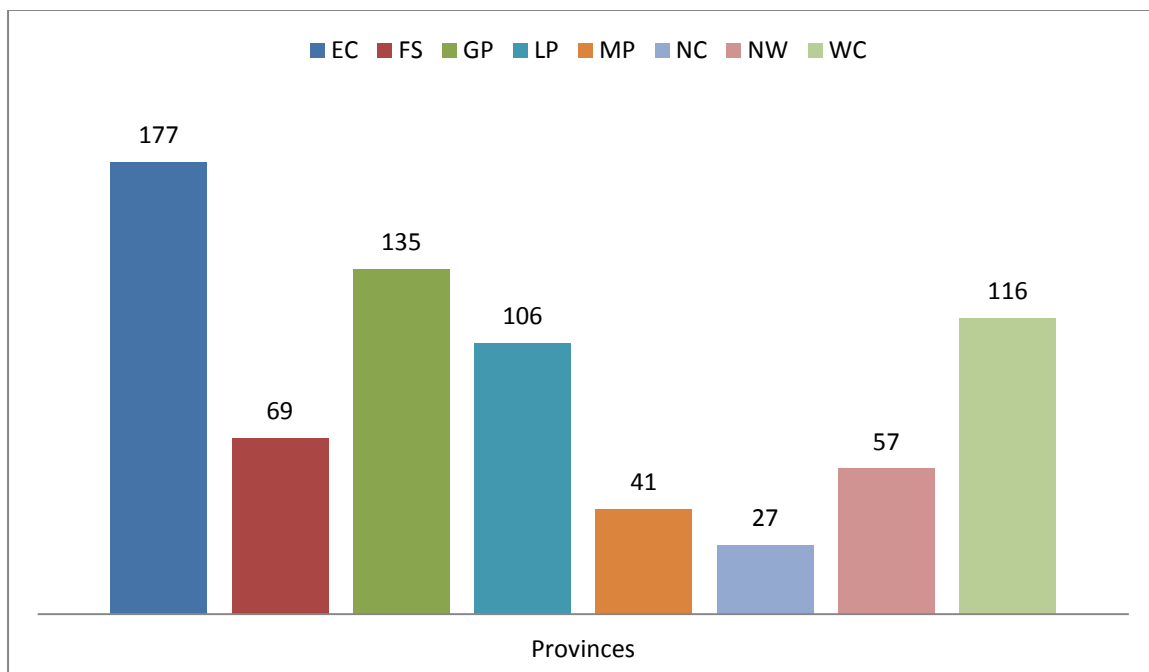


Figure 3.7: Total number of college council members by province

Source: NBI (2004:8)

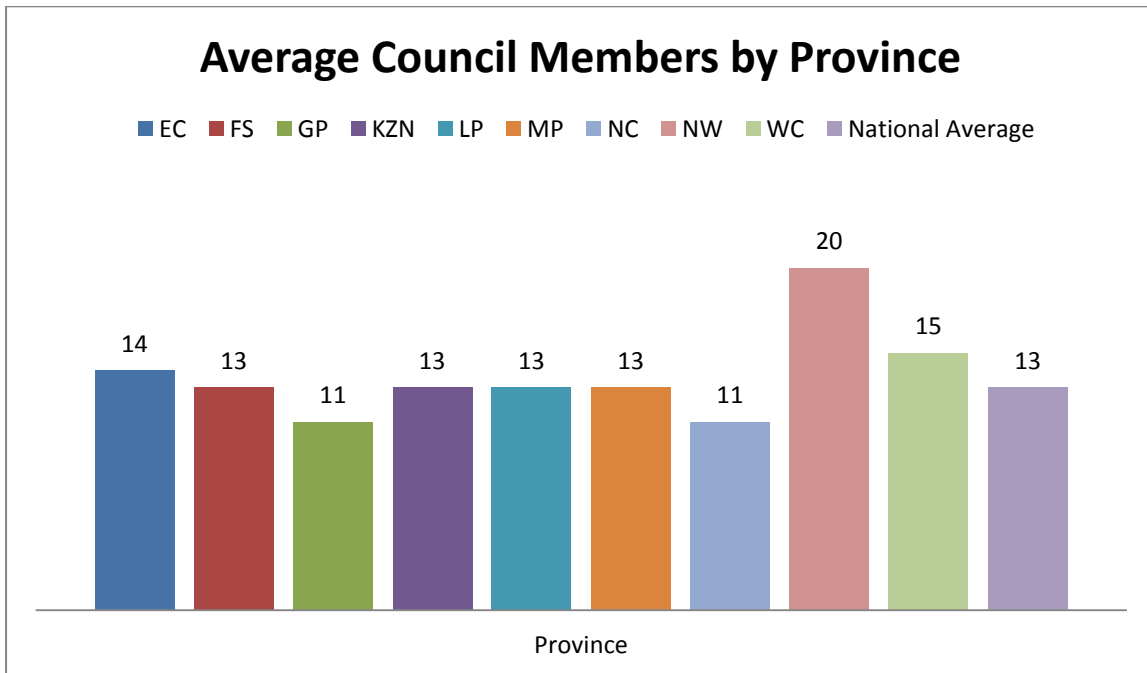


Figure 3.8: Average number of college council members by province

Source: Cosser et al. (2011:8)

According to Cosser et al. (2011:21), the FET Act of 2006 specifies that there should be 16 members on each college council. The reasons for this fairly large number of persons on the college councils are implied rather than explicitly stated in the FET Act (2006). It is clear from Figure 3.8 above that the average number of college council members at national level is 13 with none of the nine provinces having an average of 16 members on its council. Thus, all the provinces fall short of meeting this requirement of the Act. The Western Cape comes closest to meeting this requirement as it has an average of 15 council members. By contrast, North West has an average of 20 council members and, thus, it may be assumed that there is an oversupply of college councillors in this province.

The *Eastern Cape Systemic Audit Report for FET Colleges* indicates that the definitions of the roles and responsibilities of colleges, college councils, the accounting officer of the Department of Education and the Chief Directorate Vocational Educational Services are inadequate (DoE, 2010:17–18).

According to the DoE (2010:18), several colleges in the Western Cape have contravened the principles of good corporate governance in that

- the college council members have not been sufficiently trained to perform their role
- the chairpersons of the councils are employed by the Eastern Cape Department of Education
- it was not possible to observe a close working relationship between the college councils, the Eastern Cape Department of Education and the office of the MEC. As a result, the councils were generally unable to provide strategic direction and were also unaware of the areas in which the requisite skills were deficient and needed to be developed.
- the college councils did not have direct access to the indicative budgets and had also not been briefed on the targeted national and provincial students enrolment numbers or the government's programme of action.

3.9 CONCLUSION

This chapter considered some of the theoretical perspectives that have emerged from studies on the realities of governance of FET colleges in South Africa.

It is incumbent on the college council to develop a system of good governance that facilitates the successful realisation of the mission of the institution.

According to the DoE (2007:76), the governing councils of FET colleges should ensure that the colleges devise a vibrant, innovative and responsive system to develop their potential as regards meeting the needs of individuals and communities for personal empowerment and social development; and for business growth and prosperity:

- The authority of the governing council: powers, functions, responsibilities, operating procedures and structure should be defined and prescribed in the institutional statutes.
- The functions, responsibilities and structure of the academic board should be similarly defined and prescribed.

- The strategic and management role of the principal should also be defined and prescribed.
- The governing council should have in place a recruitment and induction programme which should be followed by an ongoing development programme which would cover issues that are critical for effective performance.
- The governing council should conduct a self-assessment of both the college council and other governance structures and their activities on a regular basis.

Effective participation by the college council, the academic board and the SRC in the affairs of the FET college will result in the effective governance of such colleges. In view of the fact that the college council is the highest authority of governance and all stakeholders are represented, it is essential that the roles and responsibilities of the college council be understood and clearly defined.

There is very little difference between the composition of college councils in South Africa context and colleges councils abroad, except for the fact that the involvement of the governing boards in community colleges in the United States is more active because their roles are clearly defined.

According to the 2006 FET Act, the appointment of four additional council members with a broad spectrum of skills in finance, law, marketing, human resource, and information technology would assist the college councils to become more effectively involved in their governance responsibilities. The functioning of college council depends on the effectiveness of the council committees.

The next chapter will focus on the research methodology and procedures that were adopted in the qualitative study.

CHAPTER 4

RESEARCH METHODOLOGY AND DESIGN

4.1 INTRODUCTION

The purpose of this chapter is to present the research methodology and research design used in the study. Thus, the chapter will describe the methodology and design which were employed to explore the principles of effective governance at FET colleges in South Africa. Effective governance entails managing human and physical resources and designing and implementing suitable policies (Mashele, 2009:75).

The nature of data gathering in this study was qualitative. The research design, including the procedures which were applied during the observations, document analysis and the interviews in order to collect the data required are also discussed in this chapter.

4.2 RESEARCH DESIGN

A research design is a plan or blueprint of the way in which the researcher intends to conduct his or her research (Babbie & Mouton, 2001:74). Nieuwenhuis (in Maree, 2007:70) maintains that a research design may be described as a plan or strategy which moves from the underlying philosophical assumptions to specifying the selection of respondents, the data gathering techniques to be used and the data analysis to be conducted. According to Mouton (2004:135), the qualitative method operates from the underlying assumption that qualitative researchers are primarily concerned with process rather than with outcomes or product.

4.2.1 The qualitative research approach

A qualitative research design was chosen for the purposes of this study because it is the most interactive method of inquiry during which a researcher collects data in face-to-face situations by interacting with the persons selected (McMillan & Schumacher, 2006: 315). According to Mouton (2004:135), the qualitative method operates from underlying assumption that qualitative researchers are primarily concern with process rather than outcomes or product. In qualitative inquiry, the initial curiosities often come from real-world observations which emerge from the interplay between the researcher's

direct experience, tacit theories, political commitments, interests in practice, and burgeoning scholarly interests (Marshall & Rossman, 1999:25). According to Creswell (1994:184), the qualitative approach is based on the study of cases and it makes very little use of numerical data. Berg (2004:7) substantiates this by stating that qualitative research enables a researcher to share the views and perspective of other and to explore the way in which people give meaning to their daily lives. Thus, qualitative research gives the researcher an opportunity to interact with those individuals whose experiences the researcher wishes to understand. The qualitative research method was chosen for this study because it allows the researcher to become immersed in the situation and the phenomenon under study. The researcher undertakes interactive social roles during which he/she records his/her observations and interactions with the participants. In addition, the qualitative method allows the researcher to collect data using various instruments.

Leedy and Ormrod (2001:148) warn that the researcher using this approach should undertake considerable preparation and planning. According to Nieuwenhuis (in Maree, 2007:78–79), qualitative research is based on a naturalistic approach that seeks to understand phenomena in context (or real-world settings) and, in general, the researcher does not attempt to manipulate the phenomenon of interest.

This study used ethnography as a research method. In ethnography, the emphasis is on studying an entire culture. McMillan and Schumacher (2006:26) describe ethnography as a description and interpretation of a cultural or social group or system. They further state that ethnography involves prolonged field work, typically employing observation and casual interviews with the participants in a shared group activity and also collecting group artefacts. Ethnography is particularly suited to investigating sensitive issues because it is able to provide rich, detailed descriptions about either the unknown or the little known Li (2008:101) further states that, as the only field method that allows researchers to observe what people do in a 'real-life' context, and not what they say what they do, ethnographic participation observation is able to supply detailed, authentic information which would be unattainable using any other research method.

4.3 POPULATION AND SAMPLING

4.3.1 Population

McMillan and Schumacher (2006:119) define a population as a group of elements or cases in respect of which the individuals, objects, or events conform to specific criteria and to which the researcher intends to generalise the results of the research undertaken. Thus, the population for this research study was the FET colleges in South Africa.

4.3.2 Sampling

De Vos, Strydom, Fouché and Delpont (2002:199) define a sample as comprising the elements of the population considered for actual inclusion in the study. Qualitative research is usually based on non-probability and purposive sampling rather than on probability or random sampling approaches (Nieuwenhuis, in Maree, 2007:79).

Purposive sampling was used in this study. In purposive sampling the participants are selected on the basis of certain defining characteristics that render them eligible as regards the data required for a study (Nieuwenhuis, in Maree, 2007:79). In this research study, purposive sampling was deemed to be appropriate for the following reasons: Firstly, the research question targeted the college council members, college staff members., secondly, purposive sampling helped to ensure that the conclusions reached were sufficiently representative of the range of variation instead of pertaining to one college only.

The sample comprised three public FET colleges – the Flavius Mareka FET College in the Free State Province and Sedibeng FET College and Western FET College in Gauteng Province. All three colleges come under the auspices of the Department of Higher Education and Training (DHET). These FET colleges were chosen mainly because of their proximity to the researcher' employment.

In this study the researcher's selection of the participants was done purposefully, based upon the participant's experience and expertise in the college council of FET colleges. The participants from Sedibeng, Flavius Mareka and Western College for FET colleges were selected as follows;

- Principals

They were chosen because of their experience in vocational education and training and their expertise in managing FET colleges. These principals were appointed chief executive officers after the merger of technical colleges into the newly formed FET colleges in 2002. According to the 2006 FET Act principals are ex-officio members of council.

- Chairpersons of college councils

Two chairpersons of college were interviewed. This provided valuable information that contributed to the formation of a broad understanding of their role as members of college council at FET colleges. These chairpersons of college council are appointed by the Member of the Executive Council (MEC);

- Secretaries of College Principals

Three secretaries of FET college principals were interviewed as it is believed their contribution will be of value as they play a significance role in coordinating college council meeting. These secretaries are also scribes of college council meetings.

- Deputy Principals

Three deputy principals were interviewed as it was perceived that their involvement with members of council with broad spectrum. Members of sub-committees have a direct contact with deputy principals with regard to their functioning and management of their departments.

Participants are selected specifically in accordance with definite goals of the researcher, including ensuring heterogeneity or involving key persons in the research sample. Thus, the key informants were chosen because of their status and experience as executive management and college council members of FET colleges.

4.3.3 Selection of informants

It is incumbent on the researcher to render the research design more concrete by developing a sampling frame i.e. criteria for selecting sites and/or subjects capable of

answering the research question(s), identifying specific sites and/or subjects, and securing their participation in the study (Devers & Frankel, 2000:264).

As stated above, purposeful sampling was used in this study. Purposive sampling strategies are designed to enhance the understanding of the experiences of selected individuals or groups or for developing theories and concepts. Thus, researchers seek to accomplish this goal by selecting 'information rich' cases, that is individuals, groups, organisations, or behaviours that provide the greatest insight into the research question (Devers & Frankel, 2000:264). The participants in this study had all had considerable experience in governance in the FET sector since the merging of the colleges in 2007 and, thus, were all able to make a positive contribution to the study.

4.4 DATA COLLECTION

According to Cooper and Schindler (2006:96), qualitative research draws data from a variety of sources, including the following:

- people (individuals or groups)
- organisations or institutions
- texts (published texts, including virtual texts)
- setting of environments (visual/sensory and virtual materials)
- objects, artefacts and media products (textual/visual/sensory/virtual material)
- events and happenings (textual/visual/sensory/virtual material).

For the purposes of this qualitative research study interviews, observations and official documents were used as secondary sources of data (Merriam, 2002:13).

4.4.1 Observation

According to Nieuwenhuis (in Maree, 2007:83), observation involves the systematic process of recording the behavioural patterns of participants, objects and occurrences without necessarily questioning or communicating with them. In addition, observation is an everyday activity during which we use our senses (seeing, hearing, touching, smelling, tasting) and also our intuition to gather bits of data.

In view of the fact that the researcher had been appointed as a deputy principal at Sedibeng College, it was possible for him to observe the effectiveness of the college council in the governance of FET colleges. The researcher observed the Sedibeng council at Sedibeng FET College meetings using an observation sheet (**ANNEXURE 2**).

For the purposes of this study, the recording of observations was conducted using field notes and data observational sheets (**ANNEXURE 2**). It would have been difficult for the researcher to remember everything he had seen and heard.

4.4.2 Participation observation

De Vos et al. (2002:280) define participant observations as a qualitative research procedure that studies the natural and everyday set-up in a particular community or situation. Thus, the participant, as observer, participates fully in the on-going activities of the research setting while members of the setting are aware of the identity of the researcher (Hesse-Biber & Leavy: 2011, 206).

In this research study, the researcher was a participant-observer in order to enable him to gain first-hand experience of the daily life experiences of the participants. The researcher is secretary of the college council at Sedibeng FET College and, thus, the researcher was able to interact with the participants during the meetings of the college council while the documents such as minutes of previous meetings to be verified were in the possession of the researcher. Mack, Woodsong, MacQueen, Guest and Namey (2005:14) state that, through participant observation, the researcher is also able to uncover factors which are important for a thorough understanding of the research problem but which were unknown when the study was designed. The researcher used a meeting observation sheet (**ANNEXURE 2**).

4.4.3 Complete observation

Hesse-Biber and Leavy (2011:204) maintain that the complete observer role enables the researcher to study a setting without interfering with the day-to-day operations taking place in the setting, thereby minimising the bias (or reactivity) that may have resulted from the presence of the researcher interacting and, possibly changing, the very nature of the social relationships in the setting.

As regards observation at the Flavius Mareka and Western Colleges for FET the researcher began by considering the role of the observer as a non-participant in the observation. College council meetings are often held after hours and this made it possible for the researcher to attend and observe these meetings.

4.4.4 Interviews

An interview is a data collection method in which an interviewer (researcher or someone working for the researcher) asks questions of an interviewee (research participant) (Johnson & Christensen, 2012:198).

For the purpose of this study, semi structured one on one interviews were conducted, because they provide in-depth information on the issue being investigated. Interviews with the external council members were arranged in advance as these members are fully employed in their field of specialisation with the appointments being made at the convenience of these members. Each interview lasted for at least one hour.

The appointments with internal council members were scheduled for during the day but not to clash with their schedules. Thus, the researcher ensured that no college or individual activities were disturbed. Each interview lasted for at least one hour.

According to Maree (2007:87), an interview is a two-way conversation during which an interviewer asks the participants questions in order to collect data and to learn about the ideas, beliefs, views, opinions and behaviours of the participants. Thus, the interview is a flexible tool for data collection because it allows the interviewer to make adjustments as the situation requires. In addition, it enables the interviewer or interviewees to discuss their interpretation of the world in which they live and to express how they regard situations from their points of view (De Vos, 1998:248).

According to Ary et al. (2006:480), the interview strategy is one of the most widely used methods used to gather qualitative data on the opinions, beliefs and feelings of the subjects as regards the situation in their own words. Thus, interviews provide information that could not be obtained through observation or which may be used to verify the observations.

As a qualitative research method the interview has several advantages (Bailey, 1994:174):

- The interview is flexible and applicable to several different types of problems. It is flexible in the sense that the interviewer may change the mode of questioning if the occasion so demands. In addition, if the responses given by the subject are unclear, the questions may be rephrased.
- The interview is also useful in obtaining responses from either young children or illiterates as the responses from such persons may be obtained orally rather in the written form.
- The interview enables the collecting of personal information, attitudes, perceptions or beliefs by the interviewer's probing for additional information. Inconsistent or vague replies may be questioned.
- The interview promotes motivation and openness. Almost all interviewers attempt to develop a rapport between the interviewer and the respondent or interviewee. Once the interviewees have accepted the situation as non-threatening they are more likely to be open and frank. This openness adds to the validity of the interview.
- In an interview, the respondents are unable to 'cheat' by being prompted by others or by having others complete a questionnaire for them, as often happens with questionnaires that have been mailed.
- The interviewer is able to record the exact time, date and place of the interview.
- The interviewer is able to ensure that all the questions are answered.
- The interviewer has control over the order of the questions and is able to ensure that the respondents do not answer the questions out of order or in any other way that may thwart the structure of the questionnaire.
- The interview tends to have a better response rate than mailed questionnaires. Persons who are unable to read and write are still able to answer the questions in an interview while others, who are unwilling to expend the energy in writing out their answers, may be glad to talk.
- An interviewer may exercise a measure of control over the environment. For example, the interviewer may standardise the interview environment by ensuring that the interview is conducted in privacy and that there is no noise. This is in contrast to the mailed study, where the questionnaires may be completed by different people under different conditions.

One disadvantage of the interview as a data-gathering strategy is that the interviewees may either not be willing to share information or they may even offer false information. In addition, a great deal of time is often required to conduct the interviews and later to transcribe the audio recording of the interview or the notes taken (Ary et al. 2006:480). Qualitative research interviews are usually more probing. Hence, the participants will be asked same sets of questions, but with a degree of latitude in the sequence of the questions. It is essential that the interviewees are made aware that their responses will be used for research purposes only and that the research report will be made available to them for scrutiny.

According to Devers and Frankel (2000:268), regardless of the degree of structure or type of instrument used, the data required must be captured and converted into a format that is suitable for analysis. In qualitative research, the raw data and data sets consist primarily of words and images in the form of field notes, audio and videotapes, and transcripts.

4.5 DOCUMENT ANALYSIS

Merriam (2002:126) maintains that documentary data is a particularly good source of data for qualitative research because such data are able to ground an investigation in the context of the problem being investigated. According to McMillan and Schumacher (2006:357), official documents are plentiful in organisations and may take several forms, including memos, minutes of meetings, working papers, and draft of proposals, which are informal documents that provide an internal perspective of the organisation. McMillan and Schumacher (2006:357) further describe that these documents describe functions and values and the way in which various people define the organisation.

The documents to be analysed for the purposes of this study included official documents such as the minutes of meetings, attendance registers and policies. The 2006 FET Act states that each college council must hold four meeting per year (RSA, 2006:20). The minutes of the meetings and the attendance registers give clarity on meeting procedures of college councils in accordance as prescribed by the 2006 FET

Act. These documents were used by the researcher to verify the data which had been obtained through participant observations and the interviews.

The following documents were requested and analysed from the colleges in the sample:

- operational plan of the college
- policies
- invitations to council meetings
- attendance registers
- minutes of the meetings
- reports of the sub-committees.

The permission of the chairpersons and principals of the participating college was requested to peruse these documents which indicated the effective/ineffective functioning of the college councils.

FETC RSA (2006:40) stipulates that a college must make information available for inspection by any person in so far as such information is required for the exercise and protection of the rights of such person. The Act further states that every college must provide such information about the college as is required by the Head of Department (HoD) of PDE or the Director-General of DHET in consultation with the Head of Department of Education. In view of the fact that permission to peruse the documents was granted by the HoD PDE and the college councils and the researcher provided assurances of confidentiality the researcher did not anticipate any problems in accessing the required documents.

4.6 TRANSCRIBING THE DATA

4.6.1 Interviews

The data was transcribed immediately after the interviews had been conducted. All the written notes taken during the interviews were typed while details such as the dates and venues of the interviews were also included.

4.6.2 Observations

According to De Vos (2006:334), observation may take place in a natural setting, and observational methods might be used in cases where subjects are unwilling to cooperate with the researcher or in some cases unable to express themselves verbally. The observer obtained a clear picture of what was going on by observing the subjects in their environment and preparing an observation schedule (DeVos, 2006:335-356). The data may be recorded using similar methods to those used for interviews (stenography, audio, and video) and through pictures, photographs or drawings (e.g. courtroom drawings of witnesses are a form of direct observation). Filed notes and observation sheets were used for the purposes of this study.

4.6.3 Documents

Documents refer to existing documents (as opposed to the transcripts of the interviews conducted for the purposes of the research study) and may include newspapers, books, websites, policies, annual reports, minutes of meetings, etc. In this research study the researcher focused on the availability of the documents rather than on the content of the all documents.

4.7 GAINING ACCESS

According to Bogdan and Biklen (2003:183-192), before the researcher is able to gain access to the situation where he or she will collect the requisite data it is necessary to seek permission from those who control the relevant access. Often researchers have to negotiate access by securing permission from 'gate keepers' (e.g. organisational officials in charge of research or specific departments the researcher wishes to study, or individuals who have control over the subjects of interest, such as children and their parents, students and their teachers or educational administrators) (Devers & Frankel, 2000:266).

In this study the gate keepers were the college principals, the Provincial Educational Departments of both the Gauteng and Free State and Department of Higher Education

and Training (DHET). Thus, in order to gain access the researcher submitted a written proposal to the college principals, Provincial Education Department FET Directorates and the DHET.

4.8 THE RESEARCHER AS AN INSTRUMENT

In qualitative studies, the researcher may be regarded as the instrument because of his or her involvement in the lives of the participants who have been invited to be part of the study, which is fundamental to the paradigm (Marshall & Rossman 1999:79). It is essential that the researcher must pay attention to the context of the study and his or her role within that context. There is also the possibility that the researcher may influence the manner in which this study is conducted.

The researcher is an official at the Sedibeng College for FET and holds a senior position as Deputy Principal Corporate Services. The researcher ensured that the participants participated in the research study willingly.

4.9 VALIDITY AND RELIABILITY

Reliability and validity are both tools of an essential positivist epistemology (Watling, in Winter, 2000:7). Epistemology is derived from the two Greek words “episteme” knowledge and “logos” science, means the science of knowledge (Toohey, 2007:4).

4.9.1 Validity

Smit (1995:106) describes ‘validity’ as the degree to which the researcher has measured what he/she has set out to measure. In order to ensure valid research results, the interviewees in this study were given the researcher’s data to verify the interviewer’s interpretations and findings in order to ascertain the integrity of the data.

4.9.2 Internal validity

Mitchell and Jolley (2007: 100) refer to internal validity as a degree to which the study can make cause–effect statements. In this study internal validity will be present if

principles of good governance are observed and the college council accordingly has an effect on the management of FET colleges.

4.9.2.1 External validity

External validity refers to the extent to which research findings may be generalised to the population from which the participants were drawn. In this study all the participants were experienced in the governance of FET colleges and were abreast of higher education policy matters in South Africa. In addition, some of them were expected to be at the forefront of implementing the policies that govern the FET colleges.

In order to ensure external validity, the official at the FET Directorate Gauteng Province responsible for ensuring that college councils are constituted and effectively involved in the governance of FET colleges was also interviewed.

4.9.3 Reliability

Joppe (2000:1) defines the reliability of a study as the extent to which the results are consistent over time and an accurate representation of the total population under study. Thus, if it is possible to reproduce the results of a study using a similar methodology, then the research instrument is considered to be reliable.

According to Seale (1999) there are two categories of reliability:

1. **Internal reliability:** Seale (1999:40) states that internal validity concerns the extent to which casual proposition is supported in a study of a particular setting, and is likely to hold true in other setting, an aspect of the generalizability of findings.
2. **External reliability:** Refers to the reliability of the entire study Seale (1999:147)

The reliability of this study was assured by conducting the interviews during the same period and completing the document observation in the same year for all three colleges in the sample. In addition, in order to enhance the reliability of the study, a standardised form of both the observation sheet and the interview schedule were used so as to minimise the effect of researcher bias.

4.9 DATA ANALYSIS

According to Johnson and Christensen (2012:402–403), data analysis in grounded theory starts at the moment of initial contact with the phenomenon being studied and continues throughout the development of the grounded theory. The data analysis in grounded theory is known as the constant comparative method and it involves a constant interplay between the researcher, the data and the developing theory.

Merriam (2002:14) states that, in a qualitative research study, the data analysis happens simultaneously with the data collection. In other words, the data analysis begins with either the first interview, the first observation or the first document accessed during the study. This simultaneous data collection and data analysis enables the researcher to make adjustments throughout the study, even to the point of redirecting the data collection and also ‘testing’ the emerging concepts, themes, and categories against subsequent data.

McMillan and Schumacher (2006:364) define qualitative analysis as a relatively systematic process of coding, categorising, and interpreting data in order to provide explanations of a single phenomenon of interest. Nieuwenhuis (in Maree, 2007:105) describes coding as the process of reading carefully through the transcribed data, line by line, and dividing the transcribed data into meaningful analytical units. Nieuwenhuis (in Maree, 2007:105) further states that, when data is located in meaningful segments, they must be coded. Thus, coding may be defined as marking the segment of data with symbols, descriptive words or unique identifying names. In other words, when the researcher finds a meaningful segment of text in a transcript, he or she assigns a code or label to signify that particular segment.

Johnson and Christensen (2012:517) summarises the qualitative data collection process as follows:

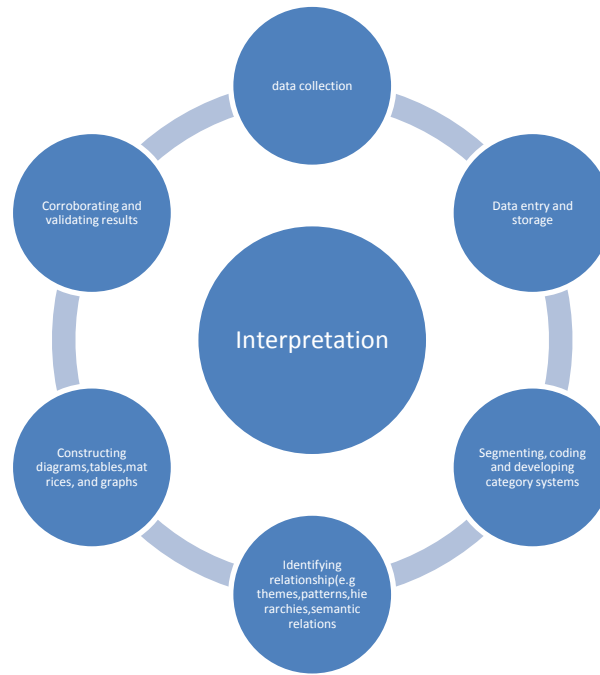


Figure 4.1: Data analysis process in the qualitative research process.

The data codes used in this research study are presented in the table below;

Table 4.1: Data codes

CODES	DESCRIPTION
T	Transcription of interview responses
1–3	FET colleges College 1: Sedibeng College College 2: Flavius Mareka College 3: Western College
CC	Chairperson of college council
DCC	Deputy chairperson of college council
TCC	Treasurer of college council
OCC	One member of college council with broad spectrum in the field of finance.

P	Principal
DP	Deputy principal
SCC	Secretary of college council

An example of the spread sheet used in the process of recording the data is presented in table 4.2 below,

Table 4.2: Categories

CODE	QUOTES FROM TRANSCRIPTS
PCCT1-2	“The College council must constituted in terms of the FET Act 16 of 2006 and the Amended FET Act 3 of 2012”
PCCT1-3	“College council meeting are held and attended as prescribed in the appropriate Acts”
PCCT1-4	“The role of the college council is understood and executed as described in the appropriate Acts”
CCT2-1	“The academic board of the college must advise the college council as regards the execution of its roles and responsibilities”
PCCT1-5	“The college council should be involved in drafting the operational and strategic plans of the college”
CCT1-6	“The college council, in consultation with the academic board, must determine the programmes to be offered by the FET college”
OCCT4-8	“The college council sub committees are constituted and fully functional as prescribed in the appropriate Acts”
DPPT3-1	“The college council supports the management of the college in effectively executing its responsibilities”
PPT4-2	“The overall functioning of the college council”

4.10 LIMITATIONS

The size of this study is its most noticeable limitation. The fact that only three FET colleges were involved is obviously a limitation, it would have been interesting to be able to compare the findings of a larger study. This limitation was aggravated by the fact that it was difficult to collect data through interviews from the external college council members since they are not fulltime at the FET colleges and they were not easily accessible..

4.11 ETHICAL CONSIDERATIONS

Maree and Van der Westhuizen (in Maree, 2007:41-42) state that essential ethical aspects of a research study include the issue of the confidentiality of the results and the findings of the study and also the protection of the participants.

Prior to gaining access to participants and obtaining the permission of the subjects to conduct the study, written consent was obtained from the departments of education of the Free State and Gauteng provinces, as well as the FET colleges in the sample. The FET colleges were informed and confidentiality assured as regards the researcher perusing the relevant documents. In addition, the participants were informed about the purpose of the research study as well as their right to participate voluntarily and also withdraw from the study should any one of them feel uncomfortable about their participation. The researcher obtained letters of consent from the participants, ensured that the participants' identities remained anonymous, obtained permission to interview the participants, undertook to destroy the audiotapes and familiarise himself with the ethics policies of FET colleges under study. The participants were at liberty to choose the time and location of the interview so as not to cause them any inconvenience.

4.12 CONCLUSION

Chapter 4 outlined the qualitative research design. The FET colleges in South Africa comprised the population for the study from which the sample was drawn. The steps followed in collecting and analysing the data was explained. Semi-structured interviews comprised the main research instrument used in the study. After transcribing the interview recordings, codes and categories pertaining to the questions were sorted and grouped in logical order. The chapter highlighted the limitations of the study and then concluded with a summary of the main aspects covered.

In the next chapter the data that was collected is presented and interpreted.

CHAPTER 5

PRESENTATION AND INTERPRESENTATION OF THE RESEARCH RESULTS

5.1 INTRODUCTION

The purpose of this chapter is to present the data which was collected by means of semi-structured interviews, observations, and a document analysis. The observation and document analysis checklist used was divided into three sections, viz., A, B and C. Section A pertained to the status of the governance structures at FET colleges, section B to the roles and responsibilities college councils while section C sought to determine the state of the collaboration between management and the governance structures.

The participants were observed in their natural settings. Berg (2004:7) expresses the view that qualitative techniques enable researchers to share in the meanings and perceptions of others and to explore the way in which people structure and give meaning to their daily lives. The colleges were visited in order to inspect the council meeting procedures and the attendance of the council members at the council meetings. The colleges gave the researcher an opportunity to peruse documents regarding the governance of FET colleges while interviews with the participants were scheduled at their convenience. The external council member participants were interviewed after hours because they could not be reached during office hours.

After transcribing the interview recordings the researcher assigned the data to categories, themes and sub-themes under broad heading in order to render the data more comprehensible.

5.2 BACKGROUND OF THE RESEARCH COLLEGES

The study sample included three FET colleges, namely, the Sedibeng FET College, Flavius Mareka FET College and Western FET College. De Vos et al. (2002:199) define sampling as selecting the elements of the population to be considered for actual inclusion in the study.

Sedibeng Public FET College is situated in the south of Gauteng Province and with campuses in the Emfuleni local municipality and the Lesedi and Sedibeng district

municipalities. The region is predominantly semi-rural and is characterised by poverty and high unemployment.

Western Public FET College is situated in western area of Gauteng with campuses in Randfontein, Krugersdorp, and Carletonville. The region is predominantly semi-rural and is also characterised by poverty and high employment

Flavius Mareka Public FET College is situated in the Northern Free State with campuses in Sasolburg in the Metsimaholo municipality and in Kroonstad and Mphohadi. The region is predominantly rural and is characterised by poverty and high employment.

5.3 ANALYSIS OF QUALITATIVE DATA

The data analysis, data organisation and data interpretation were conducted using Tesch's method of data analysis for qualitative research (Tesch, 1992:117). The transcribed interviews, narrative sketches, field notes and samples of human action were treated as text analogues for interpretive analysis. Tesch's method of open-coding (in Creswell, 1994:155) was used to conduct the content analysis. The steps involved included the following:

1. Reading carefully through all the transcripts in order to gain a general feeling as regards the transcriptions.
2. Randomly choosing one transcript and reading through it, jotting down ideas in the margins on the transcript as they came to mind and answering the following questions: 'What is it about' and 'What is the underlying meaning?.'
3. Repeating the previous step for all the transcripts, and then drawing up a list of all the topics listed in the margins, clustering similar topics together, and then drawing up three columns headed 1) Major topics, 2) Unique topics and 3) Leftovers.
4. Finding the most descriptive wording for the topics and then transforming the topics into categories, grouping related topics together and drawing lines to indicate an inter-relationship between questions and answers..
5. Making up a final abbreviation for each category and placing these codes in alphabetic order.

6. Assembling the data material belonging to each category in one section and performing a preliminary analysis of the data. It is important to note unusual or useful quotes that may later be incorporated into the qualitative story. Major and minor themes may be categorised and another list drawn up showing contrasting themes.
7. Recoding the existing data if necessary.

When data has been grouped together into meaningful segments, these segments are coded. Thus, coding may be defined as marking the segments of data with symbols, descriptive words or unique identifying names. In other words, a meaningful segment of text in a transcript is assigned a code or label to identify that particular segment.

The researcher listened to the audiotapes and then read and reread the verbatim transcripts in order to obtain a broad understanding of the interviews and to familiarise himself with the data. The researcher then started to analyse the verbatim transcripts of the interviews conducted with all the internal council members and the external college council members until all transcripts had been analysed and similar ideas or topics had been coded. After coding, similar topics were grouped together into categories. A number of themes also emerged from each category. The responses of the interviewees were not changed nor was the language edited, thus the exact words of the respondents are used in the themes and subthemes.

Table 5.1: The categories and themes are discussed with accompanying quotations from data, and supported by observation and document analysis.

CATEGORIES	SUB CATEGORY	THEMES	SUB THEMES
5.3.1 Existing status of governance structures	Governance compliance	<ul style="list-style-type: none"> • Composition of governance structures. • Attendance at meetings. • Number of meetings per year • Composition of 	<ul style="list-style-type: none"> • Councils are constituted according to the Act. • Four council meetings are held. • Sub-committees are appointed

		<p>sub-committees.</p> <ul style="list-style-type: none"> • Coordination of meetings 	<ul style="list-style-type: none"> • Meeting plan for the year is available while secretaries coordinate the meetings according the Act
<p>5.3.2 Experiences in related roles and responsibilities of college council</p>	<p>Functioning college governance structures</p>	<ul style="list-style-type: none"> • Experiences of council members in drafting policies • Experiences in drafting and approving an operational plan. • Addressing issue of equity and redress of past imbalances. • Ensuring accreditation of programmes 	<ul style="list-style-type: none"> • Lack of participation in making policies but approve drafts policies from management. • Minimal participation in governance. • Participation of HR department and chairperson of council in the recruitment process. • The role of the academic board in partnership with the council is evident.
<p>5.3.3 Experiences related to governance and management</p>	<p>Stakeholders' participation in the governance of FET colleges and collaboration with management</p>	<ul style="list-style-type: none"> • Availability of clear, documented reporting processes. • Difference between council and management. 	<ul style="list-style-type: none"> • Reporting formats documented. • Clear distinction between management and governance roles.

5.4 SEMI-STRUCTURED INTERVIEWS.

Interviews are a central aspect of qualitative research. The semi-structured interview may be regarded as an open situation because the interviewer is given greater flexibility and freedom than with structured interviews (White, 2003:78). Each participant was asked 10 questions relating to their responsibilities in the governance of FET colleges. A tape recorder was used to record the proceedings and the information was subsequently transcribed.

The nature of the semi-structured interview made it possible to adjust the questions during the interviews. The participants felt comfortable to interrogate and structure the questions to enable them to answer the questions in a comprehensive and appropriate way.

The participants were categorised into five groups, namely, principals, deputy principal academic affairs, deputy principal corporate services, secretaries of councils and chairpersons of the college councils.

The respondents in the sample were presented using the following codes:

- a) Principal A = CPA
- b) Principal B = CPB
- c) Principal C = CPC
- d) Chairperson A = CCCA
- e) Chairperson B = CCCB
- f) Deputy Principal A = CDPA
- g) Deputy Principal B = CDPB
- h) Deputy Principal C = CDPC
- i) Secretary A = CCSA
- j) Secretary B = CCSB
- k) Secretary C = CCSC

The FET colleges sampled were represented by A,B and C.

5.5 Category: Status of governance structures.

The 2006 FETC Act states that every college must establish a council, an academic board and a student representative council (SRC) (RSA, 2006:20). However, according

to the survey on FET college governing councils NBI (2004:9) , 12% (102) of the existing council members in their survey had been appointed prior to 2002 – the year in which the public FET college sector had been established. In the NBI survey 100% of respondents highlighted the fact that the status of the college governance includes extremely important structures for effective governance and management in accordance with the FETC Act. The majority of the respondents (80%) in the NBI survey expressed positive attitudes toward the status of the governance structures of the FET colleges in the areas investigated.

The NBI (2004:9) indicated that, as stipulated by the FET Act, every FET college had a college council with eight college councils in the Eastern Cape, four in the Free State, eight in Gauteng, nine in KwaZulu-Natal, seven in Limpopo, three in Mpumalanga, three in the North West, two in the Northern Cape and six in the Western Cape. A total of 856 council members had been appointed as FET college council members in 2004. The survey indicated that 20 (40%) of the colleges did not meet the requirement of the FET Act to the effect that 60% of the council members be external members as, for 18 (36%) of the colleges, 60 to 69% of their council members were external appointees while, for ten (20%), more than 70% were external members.

5.5.1 College councils.

5.5.1.1 Theme 1: Composition of governance structures.

The interviewees all alluded to the fact that that all FET college councils must be structured and elected in accordance with the FET Act governance regulations and requirements. In this study, the researcher intended to explore the views of both the college principals and the chairpersons of the college councils. The question on the status of the college council was posed to both the principals and the chairpersons. The data collected from the interviews revealed that there were vast differences in the status and composition of the college council in terms of the way in which the principal and vice principals are elected to serve in the college councils. It was further observed that the majority of the council members were male. The majority of the interviewees (80%) agreed that they were aware of the stipulations contained in the FET Act regarding the composition of college councils. However, respondent CCCA stated as follows that the composition of the FET college governance structures is decided by an organisation, whether through businesses, donors or private or public sector organisations:

*“Um, no, our college council is composed of various, um, constituencies. The fact it is people that are **nominated** by various constituencies, eh, business sector, donors what you call sponsors, uh, educational institutions, uh, legal in terms of functional focus – we have people legal, we have people in marketing, human resources and finance backgrounds. Ja, that is how it is composed”*(Interviewee/Respondent CCCA).

According to Jaff (2004:22), the FET Act guides the nomination, calibre and selection of council members, although each council may differ in terms of size and overall composition. The composition of the average council, as shown in the *Survey of FET College Governors* (NBI, 2004), is discussed in the following section.

5.5.1.1.1 Composition of the average council

The survey of FET College Governors (NBI 2004) indicated the average demographic composition of college councils to be as follows:

- Seventeen members
- 60% of these members were external members
- 70% were black
- Almost 90% had been appointed after 2002
- More than 90% had qualifications of NQF Level 5 and above
- More than 90% had been appointed to represent a particular constituency or because of their expertise and experience
- More than 60% had accepted their appointment in order to contribute to the upliftment of the FET sector and support the socio-economic development of South Africa.

The survey also indicated that two critical factors (among others) determined the effectiveness of a governing body, namely, composition and size.

The composition of college councils varies considerably. The *Survey of FET College Governors* (NBI, 2004) revealed that, in 2004, twenty (20) out of fifty (50) colleges had fewer than the required minimum sixty (60%) per cent of external representation on their college councils. This, in turn, had significant negative implications as regards ensuring that the council decision-making powers and policy formulation would be executed as is prescribed by the Act. The external representation on the college council

ensures that the insights on the part of the external stakeholders, for example, from business, labour and the community, assist the college management in the areas of their respective expertise and also facilitate partnerships between the college and business.

Several of the respondents concurred with the findings of the NBI survey that college council members could be nominated by the representatives of public as well private organisations who possessed knowledge and skills in different fields to serve for a specific period on the college board. According to the respondents, this structure ensures a legitimate entity which comprises an extremely important decision-making body for the effective governance of the college council. Below is the exact extract from the interview with respondent CPB:

“I might forget the actual nature of the composition ... hum ... we take this things for granted. Hum...nevertheless, we have mixture of people with different skills, we have a person with law so that he can assist us with matters of judicial, and we have a person with financial literate, of course, he leads the committee that deals with finances. Same with a person with related to HR, they lead committees of council, we also have a person who is attached to business, we can say related business, we have, hum ... a person who is related to,. hum, we have individual who are representing union organisation who are differently able and those SRC, of course, and then the person representing academic staff and non-academic, now is the principal. I think that is the way it is.

The above views of the respondent confirmed that the college councils at FET colleges are constituted according the 2006 FETC Act in that they include both internal and external members.

5.5.1.1.2 Theme 2: Attendance at meetings.

In this specific interview question, the principals and chairpersons of the FET college councils were asked about the frequency with which council meetings were scheduled. Most of the respondents indicated that, in accordance with and as stipulated by the college meeting procedures and attendance regulations, the members of council were obliged to attend council meetings regularly. Meeting attendance is another way of ascertaining the commitment of the college council members. In addition, the meetings

held must form a quorum. It is anticipated that, if council members attend meetings, they would add value to the governance of FET colleges. The FET college council records regarding the attendance at meetings that all the attendance registers had been circulated and had been signed by the college council members present at the meetings. Those members who had been absent with or without an apology were also indicated in the attendance registers. The attendance register is attached in the minutes of the meeting for internal quality assurances.

The council meeting observations as well as the document analysis revealed evidence of the minutes of previous meetings indicating a high level of attendance. It was clear that at least 80% of external members were attending meetings regularly. The 2006 FET Act stipulates that the membership of a council member should be terminated if he/she is absent from three consecutive meetings without notice in writing of his/her absence or without the official leave of the council (RSA, 2006:56). Respondent CCCB responded:

*“Our meetings are **well attended**, uh, not always all members are present but, you see, they are working ... we never postpone the meeting due to **non-attendance**.”*

Respondent CCCA responded as follows to the question:

*“So far the attendance of the **quorum**, uh, though not to the maximum, honesty, it is just for what you call breakeven, that is what you call breakeven.”*

Respondent CPC responded as follows:

“Generally, attendance is acceptable. College council member receive a seating allowance, they are compensated and minor expenses such are travel and calls are considered.”

Attendance registers are used to claim the seating allowance that colleges pay to both the external and the internal council members. The document analysis, particularly the analysis of the attendance registers, established in all meetings attendance was never 100%, however there was always a quorum.

The perusal of the documents indicated that seating allowances were claimed only after the meeting; in addition, the attendance register had been attached to claim forms as a supporting document. It was also noted that the 2006 FET Act does not prescribe an

amount for the seating allowance and, as a result, the different colleges pay different allowances. The determination of the seating allowance is responsibility of the college council and management, but without the guidance of the DHET. However, an attractive allowance may result in a positive participation in as well as a positive contribution to the college by council towards .the governance of the FET colleges.

5.5.1.3 Theme 3: Number of meetings per year.

The 2006 FETC Act states that the college council should hold at least four meetings per year.

Respondent CCCA responded as follows to the question;

“Okay, um, it is required by the act for the college council to have four meetings per year. Um ... No, we normally have four meetings.”

Respondent CPC responded as follows:

“We always plan our meetings ... hum ... towards the end of the year in September so that, when we close the meetings the subsequence year is in the year plan, quite often we plan on four meetings only which are quarterly.”

The above confirm that the FET colleges in the study consistently conducted their council meetings as prescribed by the 2006 FETC Act.

5.5.1.4 Theme 4: Composition of sub-committees.

According to the DoE (2009:41), the board should delegate certain functions to well-structured committees, but without abdicating its own responsibility. The DoE (2009:41) also indicated that board committees should be established formally with the terms of reference, and as well as criteria for the appointment of members, their life span, roles and functions constituting an important element of the governance process and this sub-committees should be established with clearly agreed upon reporting procedures and a written scope of authority. The question regarding the use of sub-committees was

asked so as to ascertain the way in which the sub-committees affected the various departments of the FET colleges.

Respondent CCCA responded as follows to the question:

“Yah, but so far only, uh, finance committee and the actual committee to some extent, but the finance committee to some extent but the finance committee operates but the rest of the committees are not truly functional.”

Respondent CCCB responded by saying:

“Yes, we have established sub-committees but they are not functional ... I don't remember their report.”

Respondent CCAT responded as follows:

“No ... uh ... we have ... but they are not operational. The only functional sub-committee is finance and, at times, human resource, other than that, no.”

The researcher's observation revealed that, in the main, council and academic board sub-committees had not been established and that those that had been established were not functional. The 2006 FETC Act prescribes that those council members with a broad spectrum of experience in marketing, human resources, finance, law and education be tasked with chairing sub-committees. The chairing of the sub-committees by such council members would make it possible for them to share their expertise with the management of the colleges. A case study conducted by the National Access Consortium Western Cape (DoE, 2011) focused on standing committees of the FET college. The findings revealed two standing committees only, namely, the finance and the audit committees, while the other committees were convened on an *ad hoc* basis and should probably have been referred to as task teams (DoE, 2011:141).

5.5.1.5 Theme 5: Coordination of meetings

This research study established that the council meetings were well coordinated in accordance with the FET Act. Council members were send reminders of meetings by emails prior to the scheduled meeting dates as the meeting dates were decided upon in advance by the councils. The report of the *King Committee on Corporate Governance 2002* provides guidance regarding the role of the chairperson (King Committee on

Corporate Governance 2002:52) in ensuring that meetings are well coordinated.. In essence this role involves presiding over meetings and ensuring that they are well run, acting as the link between the board and management, and maintaining an effective relationship with key stakeholders, notably the shareholders (Khoza & Adam, 2005:66).

Respondent SCCA responded by saying:

“Uh.....meeting dates are decided a year in advance. What I do is....I send emails 21 days before the meeting and at least a week before the meeting”

Other respondents agreed that there was compliance with the 2006 FETC Act as regards the coordination of council meetings. The FETC (RSA, 2006:56) states that notice of any motion for consideration at an extraordinary meeting must be in writing and must be lodged with the council secretary at least 21 days before the date determined by the council, provided that any matter of an urgent nature may, without prior notice and with the consent of the chairperson and a majority of the members present, be considered at such meeting.

5.5.2 Academic board

5.5.2.1 Theme 1: Composition of the academic board

The 2006 FETC Act indicates that a college council must comprise the principal of the college, five external members, one member from the academic board, one external member representing donors, one lecturer, one member from the support staff and two members from the SRC (RSA, 2006:20). As regards the Act, the respondents indicated that the composition of their college councils was in accordance with the prescriptions on the Act.

Respondent DPAC responded by saying:

“Firstly, I should start with the first one, the composition. Our college council is according to that the FETC requires in terms of the majority should be lecturers and should be members of management. At the

moment we do not have any external member who is part of the academic board.”

Respondent DPAB responded as follows:

“Yah, we got the two members from the college council, of which one is the chairperson of the council.”

Respondent DPAA responded by saying:

“Hum ... our academic is fully complemented ... yaa, with both lecturers in the majority and external members of college council and SRC.I must mention that, for a while, we did not have a council member in academic board ... yaa, but at least now we have one member showing commitment.”

It is clear that the academic board is often not properly represented on the college councils. However, in view of the fact that the college’s core business is education, council members with experience in education and industry are ideal to represent the academic board on the college council. Without their participation and expertise the colleges would not be kept in touch with current developments in higher education and industry.

5.5.2.2 Theme 2: Attendance at academic board meetings.

The question was asked with regard to the attendance at academic board meetings, particularly that of external council members.

The 2006 FETC Act stipulates that a college council member must be elected to attend the meetings of the academic board (RSA, 2006:22). However, as regards this stipulation, the respondents indicated that the attendance of council members at academic board meetings was not consistent.

Respondent DPB responded by saying:

“Yah, normally the attendance is not good...Hum, but our external member’s attendance is inconsistency ... hum ... actually only one member is always there.”

Respondent DPAC responded as follows:

“Yes, in terms of the attendance, um, the attendance is good and, as you can see, it is only internal members so it is easy to control.”

Respondent DPAA responded by saying:

“Yes ... the attendance is good, we always have at least one member attending. Our internal members are attending, including SRC, except our internal members, only one attend.”

All the responses indicated that the attendance of both lecturers and SRC members was acceptable but not the attendance of the external members or members representing the college council. In the case of all the FET colleges the college council was represented by two members on the academic board. However, the attendance of these members at academic board meetings was generally not good and this may have had a negative impact of the academic boards of the FET colleges.

5.5.2.3 Theme 3: Number of meetings per year

The 2006 FETC Act indicates that the academic boards at FET colleges must hold at least four ordinary meetings during the academic year (RSA, 2006:56). As regards this stipulation the respondents indicated that the number of academic board meetings held was in accordance with the Act.

One of the key factors regarding the functionality of the academic boards is the number of meetings held per year. The academic boards in the FET colleges report to the college councils by way of their minutes and reports requesting council approval of the programmes that the colleges envisage offering. The question aimed at verifying whether the academic boards in the FET colleges held meeting as prescribed and expected by the 2006 FETC Act.

The minutes of college councils' meetings are kept by the secretaries of the college councils and are properly maintained. The minutes of previous meeting are discussed at each council meeting.

Respondent DPAC responded by saying:

“So, yes, it is 3 meetings according to their programme and I have a copy of their programme.”

Respondent DPAA responded as follows:

“Hum...yaa, we plan our meeting according the dates of the college council, which help us to report effectively and efficiently to the board. So, yes, we only have a maximum of four meetings per year”.

The number of meetings held by the academic boards of the FET colleges which participated in the study were regular in the fact that they are held according to the prescription of the 2006 FET Act.. This was probably because the majority of academic board members were internal members of staff and the meetings were conducted during office hours, thus making it relatively easy to convene these meetings.

5.5.2.4 Theme 4: Composition of the sub-committees of the academic boards

This question aimed at determining whether the academic boards had established sub-committees to fulfil the mandate of the Act, which subsequently ties in with the role of college councils of FET colleges. The council and the academic board may jointly establish a committee to assist 15 them in the performance of functions that are common to the council and the academic board (RSA, 2006:24). However, the respondents indicated that sub-committees had not been established in accordance with the Act.

Respondent DPAA answered as follows:

“Hum ... we have a team of heads of department that is responsible for academic issues, and they report to the academic board which interrogate suggestion and academic board present to council for approval.”

Respondent DPAC further stated that;

“Yaa ... in some way we do have. Hum ... in most cases is basically on ad hoc bases, and not formally constituted but, yes, time to time we have issues that require further investigations, hum, then a few members of the academic board will be delegated to investigate.”

It is clear that the FET colleges in the study had not established the sub-committees which would enable all stakeholders to participate fully in the academic deliberations with lecturers, SRC members and external council members sharing their opinions during formal academic board meetings only.

5.5.3 Category: Roles and responsibilities of the college council

5.5.3.1 College council

5.5.3.1.1 Theme 1: Drafting of policies

The 2006 FETC Act states that the drafting of policies is the responsibility of the college council. Thus, this question aimed to establish whether the college councils being investigated were fully involved in drafting the policies of the FET colleges.

Respondent CCCA responded by saying:

“Of course. Of course. These policies, largely, and procedures. They are not complete. We are striving to go to and improve on them but, for the standard college, our systems and controls are well established through those policies.”

Respondent CPC responded as follows:

“Hum ... as much as possible council is expected to be playing a significant role, hum, drafting of policies but. hum ... you know, you find that it uses the management to draft and all it does is to recommend. Council is not actually doing the literal drafting of policies but it will delegate those to management otherwise it will delegate some to committees of council.”

Respondent CPB responded by saying:

“Yaa ... the college customised policies which were developed by GDE, and we took those policies to council for approval, so college council does more of approval and not drafting.”

It is clear that the college councils in this study did not have formal structures in place to develop and approve the policies of their FET colleges and they often delegated the responsibility for drafting the policies to management. Upon scrutinising of policies it

was found that most of the policies had not been approved by the college councils and, thus, the policies were being implemented while they were still in draft form.

5.5.3.1.2 Theme 2: Development of operational plan.

The 2006 FETC Act states that it is the responsibility of the college council to develop operational plan for the college. The aim of this question was to establish the involvement of college council members in the development of the operational plan.

Respondent CCCA responded by saying:

“Yah, the role of the college council is simply to facilitate the development of the strategic plan. It means it does participate when the operational plan is interacted with developed and makes its input to the operational plan as well as the strategic plan and, finally, approves those two and submits them to the minister as required by the Act.”

Respondent CPB responded as follows:

“Hum ... the council ... I think it does not really deal much with the operational issues as am saying its terrain is on policy and governance and provide guidance from that level. Ours is to put in operation the drafting of operational plans, as per budget, as per the vision of the college, and then submit them to council, look at them in totality and say this seems to be in line with the strategic plan.”

It is clear from the respondents that the college councils of the colleges in the study did not take part in the drafting of the operational plans. However, it was observed that the DHET led the process of developing the operational plans of the FET colleges and provided the College with the templates for these plans. In addition, the college councils were involved in approving the plans as it is a requirement that the chairperson of the college council must sign off the college operational plan.

5.5.3.1.3 Theme 3: Addressing equity and redress of past imbalances.

It is required by the 2006 FETC Act that the college councils address the issue of equity and ensure that there is redress of past imbalances at the FET colleges (RSA, 2006:20). The aim of the question was to establish the extent to which the college councils of the colleges under investigation were carrying out this responsibility.

Respondent CCCA responded by saying:

“Firstly, it sits through a representative in the interviews, depending on the level of interviews the chairperson would sit, the chairperson of council would sit in the interviews of senior management, those referred to as senior management in terms of the act.”

All the respondents participating in the study agreed that the college councils were playing a role in addressing the issue equity at the FET colleges. The college councils were effectively involved in the recruitment and appointment of new staff members, all appointments were approved and signed by both the principal of the college and the chairperson of the FET college council before being submitted to the provincial department.

5.5.4 Category: Roles and responsibility of the academic board

5.5.4.1 Theme 1: Ensuring accreditation.

The council of the FET colleges must ensure that the public colleges comply with the accreditation requirements necessary to provide learning programmes in terms of the standards and qualifications contained in the NQF (RSA, 2006:20). The aim of this question was to establish the processes involved in accrediting programmes and also to establish the role of the college council in these processes.

Respondent DPAC responded by saying:

“Yes, well, what happens is that the process of requesting the accreditation of sitting programmes or maybe the implementation of the new programmes starts with the campuses where the enquiry is made. Um, we unfortunately do not have, um, a section whereby that can do the research to determine the need so that we can say we need to implement this programme based on the outcome of the research done by that team, we don't have that.”

Respondent DPAA responded as follows:

“Accreditation is led by specialists of various programmes, this coordinated from academic structures.....hum....all progress is reported to academic board and then to college council..

Thus, it emerged that the accreditation of programmes at the FET colleges in the study was led by academics with special skills. The college councils were, therefore, not involved in the process of accreditation although all the processes and the final outcomes were reported to the college councils.

5.5.5 Category: Governance and management

Realising the strategic goals of the colleges requires a good working relationship between the governance structures and management. The aim of this question was to find how the governance of the FET colleges in the study collaborated with the management of the colleges.

5.5.5.1 College council and management

5.5.5.1.1 Theme 2: Clear documented process.

Management reports its progress and achievements to the college council. The aim of this question was to ascertain whether the college councils had documented achievement targets for management.

Respondent CCCA responded by saying:

“To some extent, yes. Has a will be, ah, will be having a strategic meeting very soon to also deal with the council file ... Ah ... and the reporting structure as well as the delegations because the delegations does specify who does what in terms of reporting clarify there, so, to some extent, we do have but we would like to improve on that”

Respondent CCAT responded as follows:

“No ... no ... we don't have, currently we don't have, we are awaiting the appointment so that we can go to the workshop and be presented with such, other than that I don't remember.”

It would, thus, appear that the college councils of the colleges participating in the study had not documented achievement targets for management. It would, therefore, be difficult to measure the success of the colleges for both management and the college councils.

5.5.5.1.2 Theme 5: Differences between the college councils and management

The governance of the college would function effectively if the college council knew and understood its roles and responsibilities and played its full role in the governance of the FET colleges. This question aimed at determining whether council members clearly understood the difference between governance and management.

Respondent CCCA responded by saying:

“It differs. College council is only an oversight only, ah, to management it is a strategic governance body, it approves budget, it approves strategic plans, strategic policies, all policies, it provides strategic guidance to the college and management, eh, implements what the college council has approved. So, the management would be playing a complementary role to council.”

Respondent CCCB responded as follows:

“The role of the college council is oversight, we are checking if things are done correctly by the college, that is our role, that is the difference, they are operational, ours is oversight.”

It is clear that the college councils in the study understood their role as being that of oversight rather than being responsible for everything that happened in the colleges.

5.6 OBSERVATION AND CRITICAL ANALYSIS OF DOCUMENTS

5.6.1 Introduction

Briggs and Coleman (2007:237) regard observation as the most powerful, flexible and ‘real’ data collection strategy because it is not dependent, as is the survey, on the personal views of the respondents but, instead, it seeks explicit evidence directly through the eyes of the observer or through a camera lens.

In this study the researcher utilised the participant observation method when he observed the college council meeting procedures and the way in which the council members were participating in these procedures. The reason for using this method of participant observation was based on the stipulation in the 2006 FETC Act that council members must, in the best interests of the college, participate in the deliberations of the council (RSA, 2006:58).

5.6.2 Participant observation

The researcher observed three meetings of the College councils. It was deemed essential to attend these meetings in order to understand the participation of the council members in the governance of the FET colleges. The focus area of the observation was the participation of the members, their attendance, the representivity of the other governance structures and the reporting procedures. Observation was possible as the council meetings were held after hours in all the colleges.

A lack of participation, especially on the part of those members whose sub-committees were not functional, was evident from the meetings that were observed. However, approximately 80% of the finance committees and academic boards presented reports to the college councils. It was, nevertheless, possible to observe a general contribution as the members picked up the direction in which the meetings were going.

It appeared that both the external and the internal members were more vocal about issues that were related to their constituents, while the SRC members are more concerned with issues that were related to college fees, learning teaching support material (LTSM) and bursaries. On the other hand, the council members representing the staff were more vocal when staff salaries, bonuses and contracts were discussed.

It is important to note that the chairpersons managed the meetings in an orderly manner and that they were accorded the recognition and respect they deserved. In all the colleges the chairperson of the college councils is an external member as prescribed by the 2006 FETC Act. Both the chairperson and the vice chairperson of the college council must be elected from the members as referred to in sections 6 (1) (a), (c), (d), (e) and (f) of the statute (RSA, 2006:57). The cooperation between the college principals and the chairpersons of the college council was evident as they were in continuous consultation during the council meetings.

However, it was observed that council members were often late for the meetings. This may have been because the council members were coming from their formal jobs, but it did often mean that the meetings took too long.

5.7 CRITICAL DOCUMENT ANALYSIS

5.7.1 Introduction

According to Briggs and Coleman (2007:281), document analysis is a form of qualitative research that requires the researcher to locate, collate, interpret and analyse empirical data and draw conclusions that describe, interpret or explain what has occurred.

5.7.2 Attendance register

Attendance registers were circulated at the meetings and signed by those members who were present. The attendance register also indicated which members were absent, either with or without an apology. The attendance register is attached in the minutes of the meeting. These attendance registers are extremely important for quality assurance purposes. All documents must be kept in a safe in accordance with the regulations contained in the FET Act.

The attendance registers are used to claim the seating allowances which the colleges pay to both external and internal council members. The filing of the attendance registers was always in order. The attendance registers indicated there was never a 100% attendance at the meetings although there was always a quorum.

5.7.3 Minutes of meetings.

The minutes of college councils meetings of are kept by the secretaries of the college councils and are properly maintained. The minutes of the previous meeting are discussed at each council meeting. In some of the colleges the minutes of the college council meetings are not signed by either the secretary or the chairperson. These minutes of the college council meetings are extremely important for quality assurance purposes.

In all colleges under study there were no minutes of the meetings held by the sub-committees nor were there any reports to the college councils. It appears that finance committee and executive committees are the only committees that function properly.

5.7.4 Invitations to meetings

Meeting dates are set in advance to enable the members to be well prepared. The meeting invitations are sent via email. The 2006 FET Act states that at least 14 days prior to the date of an ordinary meeting, the secretary must give due notice to each

member of all the matters to be dealt with at such meeting and states the time and place of such meeting (RSA,2006:58). However, this research study established that those members who are without email are not reminded of the meeting due to take place. Council members receive meeting reports and agenda a day or two before the meeting. Nevertheless, it emerged that, as a result of the late delivery of documents, members often do not have sufficient time to familiarise themselves with the points on the agenda. These invitations to meetings are extremely for quality assurance purposes. All documents must be kept in a safe in accordance with the regulations contained in the FET Act.

5.7.5 Policies

This research study revealed that all the colleges under investigation had policies in place. However, not all the policies had been either approved by the college council. Respondent CCCA agreed that the function of formulating policy is entrusted to the college council.

“Well, um, the council is entrusted by the Act to approval full policies, the fact to send them approved policies, that is its role and it is done so by, uh, by continually reviewing policies. Um, with the support of management would make an input in terms of functional challenges and functional experiences and present those to the college council.”

The respondent further mentioned that this function may be facilitated with the support of the college management.

The colleges rely on policies which are formulated by the provincial government and then customised according to the needs of the college in question. The study also established that, in some of the colleges, management had worked on a few policies and these had not been submitted to the college council for approval. Policies that were available for perusal by the researcher was are not updated on an on-going basis and this, in turn, results in the college practices not always being in line with the policies. Respondent CPB stated that;

“Yaa, provincial department made available draft policies for FET colleges and each college customised policies according to their needs.”

The above-mentioned perception reveals that the college council may be approving policies that are drafted by management. The drafting of policies is the function of college council and not of management as indicated in the 2006 FET Act. Respondent CCA agrees that:

“College council would, within time, approve those policies and approve. Its job is mainly to approve those policies here.”

5.7.6 Operational and strategic plans

Both operational and strategic plans were maintained and filed by the colleges which participated in the study. As regards the formulation of these documents the Department of Higher Education and Training sends a template to all the colleges and follows this up with training for the senior staff members. The management at colleges then consult the council councils in an organised forum. It was, however, established that in other colleges not all the council members attended such meetings where policies are reviewed. These operational and strategic plans are extremely important for quality assurance purposes. This study established that, in some of the colleges, there was no follow up or reporting to the college council regarding to the progress of the plans on an on-going basis. The final stage in the process involves the submission of the plans to DHET by the principals of the colleges.

5.7.7 Reports

Council reports serve as evidence that the various sub-committees and management are giving feedback to the college council. This study established that not all the requisite sub-committees of the college council actually exist. Council reports documents are extremely important for quality assurance purposes.

5.8 INTEGRATION BETWEEN CATEGORIES, THEMES AND CONCEPTUAL FRAMEWORK

5.8.1 Status of college governance

The status of the college council governance structures and strategic roles is predetermined by the nature and scope of the 2006 FET Act.

5.8.2 Roles and responsibilities

The 2006 FET Act states that it is incumbent on the council of a public college to perform all the functions, including the development of a college statute, which are necessary to govern the public college in accordance with the provisions of the Act and any applicable national or provincial law.

5.8.3 Governance and management

According to the DoE (2007:36), as part of distinguishing between council and management responsibilities, it is critical that the tangible governance framework and structures are established and understood by all internal and external stakeholders. The DoE (2007:36) further states that the governance framework is defined primarily by the following:

1. The formulation and approval of the college statute.
2. The formulation and signing of codes of conduct.
3. The formulation of and compliance with organisational policies.
4. The formulation of and compliance with delegations of authority.
5. The establishment of governance systems through:
 - Decision-making and reporting process
 - Governance structures

The principal and management of the college are responsible for the day to day activities of the college. In terms of the 2006 FETC Act the principal is entrusted with ensuring that the institution runs smoothly.

5.9 SUMMARY OF PRESENTATION

The data presented in this chapter was collected by means of interviews, observation and document analysis. The chapter then discussed the data analysis. The information from the interviews was transcribed and categorised into themes which were analysed and discussed. It may be concluded that

- The college councils at FET colleges are constituted in accordance with the 2006 FET Act.

- Meetings are held as required by the 2006 FET Act.
- Not all the prescribed sub-committees have been formed while some are not fully operational.
- Council members are not participating fully in the formulation of policies.
- Council members are not participating fully in the drafting operational plans.
- The college councils are fully involved in addressing the issue of equity.
- The academic boards are leading the process involved in the accreditation of programs.
- There are no clear, documented reporting processes.

The chapter also discussed the participants' perspectives while the researcher's interpretation of the data which had been collected was also presented.

Chapter six focuses on the conclusions drawn from both the research findings and the literature review. Recommendations and suggestions for further studies are also presented in this chapter.

CHAPTER 6

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

The previous chapter presented and discussed both the research results and also the analysis of these results. The focus of this chapter is to provide an overview of the study in order to illustrate that the aims articulated in chapter one have been realised. Recommendations for future research into the role of the stakeholders at the FET colleges are also included in the chapter. Chapter one indicated the following research objectives:

- To explore the current status of FET college councils in relation to the effective execution of the roles and functions of governance.
- To determine the way in which FET college councils implement the principles of effective and efficient governance.
- To investigate the roles and responsibilities of FET college councils in the South African context.
- To recommend guidelines to ensure the effective and efficient functioning of FET college councils.

Initial observations indicated that college councils in South Africa were not participating fully in the governance of FET colleges as prescribed in the 2006 FET Act. The research findings of the study and also the recommendations offered relate to effective principles for the governance of FET colleges in South Africa. This integrates the theories discussed in chapters 2 and 3 with significant themes that were uncovered during the qualitative investigation.

6.2 SUMMARY OF THE RESEARCH STUDY

Chapter one: This chapter discussed the history of FET colleges in South Africa. The chapter also provided a detailed explanation of the explicit principles and challenges of good governance (cf. 1.1). In order to facilitate the understanding of what comprises an effective governing body in Higher Education (HE) a conceptual framework between the enablers of an effective governing body, the outcomes of an effective governing body, a

working relationship between management and college councils and boardroom behaviours was detailed. The research problem was formulated and the research questions outlined. The aims, research objectives and research motivation were explicitly described. The research design and research methodology used in the study were highlighted.

Chapter two: This chapter examined the concept of governance, cooperation and strategic governance. This chapter explained the structures, functions and responsibilities of the governance structures at public FET colleges. The chapter also tabulated a comparison of the major differences between the FET Act of 1998 and the FET Act of 2006 (cf. 2.2.1). A map illustrated the location of the 50 FET colleges and 165 campuses in the nine provinces of South Africa. The chapter also discussed the governance structures of FET colleges in a South African context and outlined the composition of the college council, academic board and SRC at a FET college.

Chapter three: This chapter discussed the effective participation and also the model for stakeholder participation in FET governance structures in the American context. The chapter described the governance of community colleges as well as the composition and powers of their governing boards. The chapter also outlined a conceptual framework for establishing an effective governance model and hierarchical structure for college governance in South Africa (cf. 3.2.1). The college council sub-committees and their core functions were explained. The chapter also discussed the relationship between the college council, academic board, and SRC and how these structures may collaborate effectively with the college management. Finally, the values and principles of good governance that would guide the functioning of college councils were explained in detail (cf. 3.2.5) while possible factors which may influence the functioning and participation in governance of college councils emanating from previous surveys were outlined and discussed.

Chapter four: This chapter contained an explanation of research design and the various types of research methods and research instruments that may be used. This study used semi-structured interviews, document analysis and observation in order to collect the requisite data from three FET colleges in South Africa. A purposive sample was used in the study with the Sedibeng College, Flavius Mareka and Western FET Colleges being included in the sample. Data was collected from both external and

internal college council members including college council chairpersons, principals, deputy principals and the secretaries of the college councils. The chapter also discusses the way in which the data would be analysed.

Chapter five: This chapter focused on the presentation, analysis and interpretation of the data. The data derived from the semi-structured interviews, document analysis and observation was analysed. A total of 11 participants were interviewed and their views were presented and analysed. A document analysis and observation were used to confirm the responses of the participants in order to ascertain the principles underlying effective governance structures at FET colleges in South Africa. The chapter discussed the categories, themes and sub themes which emanated from the data as well the integration between the categories, themes and the conceptual framework of governance of FET colleges as discussed in Chapter 3.

6.3 SUMMARY OF RESEARCH FINDINGS

6.3.1 Findings with regard to the first research question and the aim of the study: *What is the current status of the roles and functions of FET college councils as regards the effective execution of their governance responsibility?*

In general it would appear that FET college councils are fully constituted in accordance with the 2006 FET Act (cf. 5.3.1.1.1). As per directive the internal members of council include members of senior management, educational representatives, for example, educators/lecturers/academics, support staff (administrative staff) and elected SRC members delegated to serve on the FET college council (cf. 2.5.1). In one college members from a representative union had been nominated to serve on the college council despite the fact that there is no provision in the 2006 FET Act for union representatives to participate in the governance of FET colleges. The five external members included those appointed by the MEC of the Department of Basic Education. In addition, the 2006 FET Act further stipulates that the college council, in consultation with MEC, must appoint four members with a broad spectrum of expertise, for example, from corporate business, community stakeholders and NGOs (cf. 2.6.1).

The survey conducted by the NBI had indicated that college councils were not constituted in terms of the 2006 FET Act in that they did not meet the 60% external

council membership requirement nor did they comply with the internal representation requirement in respect of members of both the academic and non-academic staff and students (cf. 3.4.1). All the respondents in this study highlighted the importance of fully constituted and functional councils. Thus, in light of the above this research study has established that college councils:

- Do not have either the capacity or the resources to formulate policies for the FET colleges.
- Lack leadership as regards addressing issues of equity and redress.
- Do not have clear and documented reporting procedures for management, academic board, SRCs and sub-committees.
- Lack a clear system of delegation with appropriate reporting mechanisms.
- Have not been sufficiently trained while new members are not inducted.(cf. 3.4.1.1).

CONCLUSION

According to the 2006 FET Act, the external members of council must include five external persons appointed by the MEC, one external member representing donors and four additional members from a broad spectrum of expertise (corporate business) and appointed by the college council in consultation with the MEC (RSA, 2006:22). The external council members fulfil a dual role in the governance of FET college in respect of governance leadership and the strategic oversight role by the collective sharing of their skills.

The research findings emanating from the interviews indicated that the college councils had been properly constituted in accordance with the 2006 FETC Act in 2008. However, it was found that some of college council members lacked both consistency in attending meetings and a commitment to good governance. It was further suggested that the appointment of college council members should not be based only on compliance with composition of council as stipulated in the 2006 FET Act in terms numbers but also on their effective participation in governing colleges. It is essential that all the college council members work collectively in carrying out their roles and responsibilities as stipulated in the 2006 FET Act.

RECOMMENDATIONS

It is recommended that specific on-going training and development in effective corporate governance be initiated, planned and organised so as to educate and empower FET council members on how to participate constructively in the governance of FET colleges and collaborate by sharing their expertise with both the FET college council and senior managements in order to promote good governance.

It is also recommended that the DHET include a clear provision in the training policies and procedures regarding the on-going training and empowerment of college council members to promote the effectively implementation of the principles of good governance. Thus, the DHET must embark on an intensive training drive in respect of all college council members. This would include training in respect of the following:

- Legislation (e.g. Public Finance Management Act, 2006 FETC Act and 2012 FETC Amended Act): An understanding of relevant Acts would assist the college councils to apply the principles of good governance effectively.
- King III code of governance: the King III code of governance provides a clear indication of the conduct of governing boards, including the roles and functions of boards and governance.

It is recommended that the college councils plan for and use private training providers who specialise in corporate governance to ensure effective participation and a clear understanding of the roles and responsibilities of college council members.

It is recommended that council formulate a clear and documented recruitment and selection plan containing equity targets in order to address the issues of equity and redress. Equity and redress statistics should be documented and used as a guiding tool when colleges are filling vacant posts. In addition, the DHET should set targets in respect of equity and redress for FET colleges and enforce compliance with its stipulations. It is further recommended that all college councils draft and approve key performance areas for the academic boards and sub-committees to enable them to function effectively and efficiently. The DHET should also lead and support the development of programme administration, student support, marketing management, supply chain management, HR policies, finance management, infrastructure and assets management, information management and quality management policies for the FET colleges. Then the function of college councils and management should be to evaluate

and customised these policies according to the needs of each college. It is also essential that these policies be customised in such a way that they do not deviate from the requirements contained in the national government policies.

It is further recommended that strategic planning and operational documents be developed as mechanisms which the college council should use to set targets, in particular, as regards student enrolments, capital projects and staffing. All college council members should participate in the formulation of the strategic and operational plans of the FET colleges by being present and engaging fully in the deliberations which determine key deliverables. It is suggested that a clearly documented and defined role for each member of council be drafted, approved, adopted and made available to assist the council in its roles and responsibilities in respect of good governance.

6.3.2 Findings with regard to the second research question and the aim of the study: *How do FET college councils implement the principles of effective and good governance?*

Effective and good governance may be achieved by the effective engagement and accountability to the stakeholders. According to Jaff (2005:43), the management of a FET college is accountable internally to the college council and the public and also accountable to through the MEC to the PDE and DHET. It is essential that the college council ensure that mechanisms exist to enable the PDE and DHET assess its actions and decisions. In addition, the college council should act responsibly towards all the stakeholders and account to them in respect of the college's performance.

CONCLUSION

It emerged from the findings of the study that some of the college council members lack knowledge and skills regarding the implementation of the principles of effective and good governance.

A lack of training in corporate governance emerged as a strong threat to effective and good governance while the lack of induction procedures for new council members has negative implications and leads to ineffective and poor governance (cf. 3.4).

RECOMMENDATIONS

It is recommended that the college council adapt and apply the principles of policy governance. It is suggested that the principles of governance, as listed and summarised below, may enhance effective governance;

a) Stewardship

It is essential that council members understand on whose behalf they are acting.. It is, therefore, recommended that the council should identify and engage all stakeholders.

b) Speak with one voice.

The council members should respect all decisions that are made. In addition, these decisions should be in the best interests of the college.

c) Council decisions should be predominantly policy decisions.

The council must develop an effective process of policy development. The actual development of policies may be delegated to management but the council need to debate, understand and endorse all policies.

d) A council must explicitly design its own products and processes that will promote its effective functioning.

The council should evaluate its own effectiveness by either using self-assessment performance reviews or by appointing the service of an external organisation.

e) A council must forge such links with management that empower management.

The council should increase the synergy between itself and the management of the college. In addition, the council must make resources available to assist management to carry out its responsibilities effectively.

The council should support and monitor the performance of the principal of the college to ensure that his/her actions are in line with his/her responsibilities, for example, the implementation of strategic and operational plans.

Based on the above discussion on the research findings and conclusions, the following recommendations were formulated to enable the college councils to apply the principles of effective governance.

Formulate clear expectations for the council members: Set clear and achievable targets and support management by means of making the required resources available to enable management to meet its targets. Quarterly review achievements set to management in student enrolment targets pass rates, the effective utilisation of resources and budget income and expenditures and employ the necessary interventions should the need arise.

Decisive and transparent: Set clear objectives for the decisions taken by council members and be explicit about the criteria, rationale and considerations on which decisions must be based and, in due course, about the impact and consequences of the decisions taken.

Clear reporting process: Set up clearly documented targets and approach to carrying out each of the functions of governance as stipulated in the 2006 FET Act. This should include a process, agreed upon with the management of the college. In addition, management should be held to account as regards realising the agreed upon objectives and implementing strategies.

Council performance review: Assess the extent to which the college councils are fulfilling their roles and responsibilities and also assess the extent to which they are applying the principles of good governance. Include an action plan for improvement, where necessary.

Forge synergy between the college governance and management structures. Take the lead in forming and maintaining relationships with the SRC, academic board and management. In addition, avoid becoming involved in matters regarding operational details for which the responsibility has been delegated to the management of the college.

6.3.3 Findings with regard to the third research question and the aim of the study: *What are the roles and responsibility of FET college councils in the South African context?*

The 2006 FET Act states that the councils of public colleges must perform all the functions which are necessary to govern the said public colleges (RSA, 2006:20). This research study discovered that the college councils at the FET colleges have a limited capacity as regards executing their roles and responsibilities. However, the fulfilment of these roles and responsibilities also depends on the effectiveness of the sub-committees. The study revealed that the majority of sub-committees, as referred in the 2006 FET Act, had been constituted but were inactive. This, in turn, resulted in those college council members who had been appointed because of their expertise in certain fields, functioning merely as board members.

(a) Developing FET college council policies

A handbook for the councils of public FET councils (DoE, 2007:38) states that the formulation of and adherence to institutional policies is a critical component of governance as these institutional policies include the combination of rules or guiding principles required to direct the decision-making process and operations of the college. However, the study revealed the FET colleges did not have clear and documented processes in place to develop institutional policies and, as a result, the colleges did not have updated and/or approved policies that regulated and guided the critical decisions made by management.

CONCLUSION

It emerged from the interviews that, the issue of policy development at the FET colleges was being informally delegated to the college management. In addition, the study established that the provincial departments of education, through the FET directorate and institutional development, formulated policies for the FET colleges. However, the FET colleges had not customised and approved these policies according to the needs of the individual colleges.

The 2006 FETC act states that the college council must make the rules for the college in question (RSA, 2006:53) (cf. 5.4.2.1.1). However, the lack of participation in policy development on the part of the college councils will result in the councils not assuming its responsibilities. It must, however, be borne in mind that the 2006 FET Act does not dictate the procedure for the development and approval of policies.

RECOMMENDATIONS

It is essential that the college councils take the lead and also that they take ownership as regards developing policies for the FET colleges. Policy development is one of the key functions which determine the effectiveness of the college councils. In addition, policy review should form part of the short and long term planning of college Councils to in order to ensure that policies do not become either outdated and/or irrelevant. As well as developing policies college Councils should also enforce the implementation of such policies.

(b) Developing strategic and operational plans.

A handbook for public FET council members and managers (DoE, 2007:52) stipulates that colleges should, on an annual basis, prepare a strategic plan that will indicate, inter alia, planned enrolments, programmes, projected funding, human resource requirements, infrastructure and other capital utilisation and needs as well as targeted output and projected revenues.

The 2006 FET Act requires that every college have in place a governing body that is responsible for steering the future institutional growth and development; facilitating stakeholder relations, supporting management and monitoring the college performance in line with both the legislative mandates and the FET sector needs. The 2006 FET Act also states that the college council is responsible for the development of the college's operational plan (RSA, 2006:20) (cf. 5.4.2.1.2). However, the interviewees in this study voiced a different opinion regarding the way in which the operational plan of FET colleges are developed as they claimed that the role of the college council is simply to facilitate the development of the operational plan. In reality, the Department of Higher Education and Training provides templates to the FET colleges to assist with the development of the operational plans and it is the responsibility of the college colleges to develop such plans and not solely the responsibility of the management of the FET colleges.

CONCLUSION

Initial observations indicated that the college councils relied heavily on the college management to develop the strategic and operational plans. Thus, it appeared that the college councils were not part of the development of such plans although they did approve the plans with the signature of the chairperson of the council indicating such

approval. After the approval of the strategic and operational plans by the college council management then submitted the plans to the DHET for consideration. It was also established that the final strategic and operational plans were not clearly documented nor were they communicated to all the stakeholders.

RECOMMENDATIONS

It is recommended that FET college council should to play a leadership role in the college as regards the vision for the following five years. It is further recommended that the FET college council set specific targets regarding student enrolment and throughput rates, the development of specific promotional standards and sound financial reporting structures. It is also recommended that the college councils cooperate with and support the senior management of FET Colleges in its role of executing and delivering efficient and effective services to the college stakeholders. It is further recommended that for the college councils participate collectively in the development of the operational plans of the FET colleges.

Finally, it is recommended that development of strategic and operational plans should go through the following stages before the plans are approved:

1. Review strategic direction of the college

The college council should ensure that the vision, mission and values of the college are reviewed to ensure that they contribute to the success of the college. This may be achieved by involving all the stakeholders of the college during the planning sessions.

2. Development of the corporate plan for the management of the college

The development of the corporate plan requires the active and effective participation of all the stakeholders of the college, particularly the members of the college council. This will be possible once the college council and management are clear about their responsibilities and how they relate to one another.

3. Consultation with stakeholders and feedback in order to refine all the policies.

The college council should take the lead in ensuring the active participation of all the stakeholders. Clear policy guidelines on how and when to consult and involve the

stakeholders should be in place. The college council should create a platform for the communication of both complaints and accolades while there should be clear leadership within the council on handling and resolving any complaints and ensuring that lessons are learnt and are used to improve performance.

4. Development and implementation of a college operational plan.

The college council should delegate the development of the strategic and operational plans to the college management and then provide support to management in its execution of this task. In addition, the council should ensure that all stakeholders are involved in this process. The council should set out clear targets which include student enrolment numbers, budget income and expenditure, the utilisation of physical resources and staffing. The council should also ensure that the final is signed by the both principal of the college and the chairperson of the college council before submission to the DHET.

5. Implementation of the strategic and operational plans

The implementation of the strategic and operational plans takes place from the beginning of the academic year. The college management and the college council should obtain commitment from all the college stakeholders. In addition, management and the college should make council sufficient resources available to enable the targets which been set to be reached.

6. Annually reporting and review of council and management operations

The college council should develop a process for the reporting and review of the strategic and operational plans. This process may include the following:

- Quarterly and periodical accounting reports and checks.
- Progress reporting procedures to council.
- Continuous review of projections against actual targets in terms of student enrolment and staffing.
- Internal audits addressing risk areas.

(c) Addressing the issues of equity and redress

The 2006 FET Act states that it is the responsibility of the college council to address the issues of equity and redress (RSA, 2006:20) (cf. 5.4.2.1.3). The recruitment and selection processes are fundamental to equal opportunity. The appointment of lecturers and support staff is the responsibility of the college council and should be executed in accordance with the policies and procedures as set by the DHET.

CONCLUSION

The research findings revealed that either the member of the college council with expertise in human resource or the chairperson of the college council was participating in the recruitment; selection and appointment of new staff members in a permanent capacity (cf. 5.4.2.1.3). It was further observed that the member of the council with special skills attended the shortlisting and the interviews although the chairperson of the college council and the principal of the college are required in terms of policy and processes to approve the appointment of staff members.

RECOMMENDATIONS

It is recommended the college council formulate and approve policy that focuses on the addressing the issues of equity and redress. This policy must be made available to all college stakeholders. In addition, this policy should be in line with the national targets for addressing the issues of equity and redress. It is also recommended that human resource (HR) management committees be established to guide the HR departments of the colleges with recruitments, induction and placements. The colleges should also formulate an HR plan to enable the college to achieve the targets set out in the strategic plan. The HR committee should report to the college council annually on its performance in respect of the improvement and progress as regards addressing the issues of equity and redress.

(d) Accreditation of the learning programmes offered at FET colleges

The college council must, with the concurrence of the academic board, ensure that the public colleges comply with the accreditation requirements in respect of learning programmes in terms of the standards and qualifications contained in the NQF (RSA, 2006:20). The academic board is entrusted by the college council and the college management to ensure that the accreditation requirements in respect of offering learning in accordance with the standards and qualifications contained in the NQF are

met (RSA, 2006:22). It is, thus, essential that college council members who sit on the academic board become involved in the debates about the implementation of the NQF, including the putting in place of learnerships, apprenticeship, internships and the newly-devised Further Education and Training Certificate (FETC).

CONCLUSION

The FET colleges offer programmes that are approved and funded by the DHET and which are accredited by both the DHET and Umalusi. In addition, in order to respond to skills needs and skills shortage the colleges offer programmes that are accredited by relevant Sectors for Education and Training Authority (SETA) and which are registered with the South African Qualification Authority (SAQA). It was observed that the colleges experience problems with the accreditation of skills programmes that are accredited by the SETAs because of a lack of resources and expertise.

RECOMMENDATIONS

It is recommended that members of the college council be empowered by the Act to participate fully in the accreditation of the programmes that are offered at their FET colleges. In addition, the colleges should partner with local business and industry to determine relevant programmes and also ways in which industries could assist the colleges to achieve accreditation status with the relevant SETAs. This, in turn, means council members would have to understand how the FET colleges were positioned so as to respond to the demands of industry.

In order to achieve the accreditation of the programmes offered qualified and trained staff members should be appointed to lead and maintain the accreditation of programmes. The academic boards of the institutions should review accredited programmes on an ongoing basis. In addition, accreditation certificates should be available at all times to assist management to plan for the re-application of the accreditation of learning programmes when the current accreditation lapses. In addition, FET colleges should establish quality assurance departments or units to oversee the quality assurance practices at all levels to ensure that students who achieve qualifications are equipped to respond to the needs and expectations of industry.

(e) Management and council should collaborate in order to improve the performance of FET colleges

The management of the FET colleges includes academic affairs, corporate services and finance departments. Each department is under the leadership and guidance of a deputy principal while the principal is responsible for the management of the overall college. The effective functioning of management depends on those college council members who were appointed on the basis of their special skills to provide effective guidance and to share their expertise with the various departments in the college.

CONCLUSION

The survey of FET college governors (NBI 2004) found that 26% of colleges council members believed that the college councils were not highly or most effective (Jaff, 2004:42). In addition, 86% of the college governors who were interviewed had indicated that they were not sure of the role of the college council in relation to the role of the management.

RECOMMENDATIONS

It is recommended that, in order to achieve the effective governance which would help the college councils with the successful fulfilment of their roles and responsibility as prescribed by the 2006 FETC Act, the college council should appoint all the prescribed sub-committees. It is also suggested that these sub-committees meet at least four times a year and 21 day before the sitting of the college councils. The composition and responsibilities of each sub-committee should include the following;

a) Executive council committee.

The executive council committee should comprise the executive members of both management and council. The executive committee deals with matters that are should be tabled at council level and ensure that all the required documentation is in place and there is compliance before the matters are tabled before the entire college council. The committee should sit at least 14 day before the ordinary council meeting takes place. The executive committee should also include the principal of the college and the deputy principal academic, both internal members of the college council, while the external members of the college council on the executive committee should include the chairperson, deputy chairperson and the treasurer.

b) Finance committee

The finance committee should include members from the finance department of the college and also members of the college council skilled in finance. This committee's role is related to ensuring compliance as regards the finances of the college. The committee is also responsible for advising and ensuring that risk management strategies are in place and are adhered to. In addition, the committee should ensure and also lead the development of financially related policies which must be updated and approved by council as well as evaluate and recommend the approval of the college annual budget. The finance committee should include, at least, the principal of the college, the deputy principal finance, the financial manager and a member of the college council skilled in finance. The college council may nominate and appoint an additional member who is not on the council although such a person should be highly regarded and experienced in finance.

c) Audit committee

The audit committee's function is to ensure that risks are identified and managed. The committee receives the reports of both the internal and the external auditors. The committee should include, at least, the deputy principal finance and two nominated members of council. The college council may also nominate and appoint an additional member who is not on the council although such a person should be highly regarded and experienced in finance.

d) Human resource committee.

The human resource committee should ensure compliance in the HR development and administration department of the college and that this compliance is maintained when the HR department carries out its responsibilities. In addition, this committee should ensure that relevant policies are updated and approved by the college council. The committee should include, at least, the deputy principal corporate, HR manager and member of college council skilled in in HR. The college council may nominate and appoint an additional member who is not on the council although such a person should be highly regarded and experienced in HR.

e) Communications and marketing committee.

The communications and marketing committee should develop and ensure the effective marketing of the college in all aspects. The committee should also ensure that relevant policies are developed and approved by the college council. The committee should include, at least, the deputy principal corporate, the marketing manager and a member of the college council who is skilled in marketing. The college council may nominate and appoint an additional member who is not on the council although such a person should be highly regarded and experienced in marketing.

f) Academic board sub-committees.

The academic board of the college should constitute and appoint sub-committees to assist it in carrying out its roles and responsibilities. The committees should be responsible for conducting research into the evaluation of student performance and proposing remedial strategies, coordinating and approving the evaluation of learner teacher support materials (LTSM), coordinating and ensuring that accreditation of the SETA programmes that are offered at the college is obtained and maintained and that quality assurance is maintained in all aspects. It is, thus, recommended that the following sub-committees be formed, namely, programme and accreditations committee, LTSM committee, research committee and quality assurance committee.

6.4 Further research

It is recommended that further research be conducted on the following topics:

- Explore stakeholder views regarding their participation in ensuring that the management of the FET colleges is executing its roles and responsibilities effectively in accordance with the FET College Act.
- The components/features that could be formulated and included in the design of a framework for effective leadership in order to enhance the vision of excellence at the FET colleges in South Africa?

6.5 LIMITATIONS OF THE STUDY

There were a number of limitations in this study, one of which may be the fact that a limited number of participants which is typical in qualitative research. The unavailability of participants to be interviewed prolonged the study. Another limitation is that college

council meetings are held once a term and at times they are postponed, this has led to an extension of the research period. However, the observations of the researcher and the document analysis ensured sufficient insight into the governance of FET colleges in South Africa. It must also be borne in mind that this research study was purposefully limited to FET colleges which were chosen on the basis of their accessibility as well as their willingness to take part in the research study. The participants were also chosen on the basis of their willingness to take part in the research study. This may, in turn, imply that different results may be obtained if participants who were reluctant to participate in the study had been included in the study.

Nevertheless, despite of the limitations of the study, the data gathered yielded critical results that contributed to the understanding of the principles underlying the effective governance of FET colleges in South Africa. These results also indicated fields in which further research may be conducted.

6.6 CONCLUDING REMARKS

The purpose of this study was to explore the principles underlying the effective governance of FET colleges in South Africa. Based on the findings of the study the researcher concluded that the FET college councils are constituted in accordance with to the 2006 FETC Act. However, the sub-committees as prescribed in the Act are neither fully constituted nor are they functional while their roles and responsibilities are also not clearly defined. As a result members are not able to share experiences and expertise with college management to their full capacity. The study also revealed an inconsistency in administering the seating allowance for council members with this inconsistency being perceived as having a negative impact on attendance at meetings. The findings of the research study are in agreement with the effective FET governance model for college councils in South Africa which was discussed in chapter 3. The participation of college council members in the governance of FET colleges would improve corporate and good governance and also empower the college management to manage the college effectively. The active participation of members with a broad spectrum of expertise would help to improve the execution of the various management functions. The 2006 FET Act stipulates the roles and responsibility of both the management and governance structures of FET colleges in South Africa. However, the effective execution of these roles and responsibilities is possible only on the basis of a

strong partnership between all the governance structures and the management of the FET colleges in South Africa. By doing so, it is hoped that governance of the FET colleges may improve.

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ANNEXURE 1: INTERVIEW QUESTIONS

- ❖ Welcome:
- ❖ Individual approval for audiotaping the interview will be requested.
- ❖ Informed consent form discussed and signed by participants and researcher
- ❖ Introduction of the research topic

CHAIRPERSON OF COUNCIL

Descriptions
1. What is the status of your College Council at your FET College? Please tell us about the following: <ul style="list-style-type: none">• Composition.• Number of Meetings per year.• Attendance.• Council sub-committees.
2. How do your college council and management work in partnership in developing the strategic plan, operational and policies of your FET institution? Please motivate
3. What is the role of your college council when the management of the college recruit and appointment of staff? Please reflect on the following matters: <ul style="list-style-type: none">• Employer Status• Staff establishment.• Equity Address
4. Does the College Council of your institution have clearly documented and understood management processes for decision making, monitoring, control and reporting?
5. Does your college management have a clearly documented and understood reporting criterion of decisions that are approved by council? Please explain.
6. Does your college council have performance evaluation method/ criteria in place to check its execution of its roles and responsibility? If yes, explain or if no, why not in place, please provide reasons.

PRINCIPAL OF THE COLLEGE

Descriptions
1. What your role as a college principal in ensuring the composition of governance structures? Please explain the following issues: <ul style="list-style-type: none">• College council• Academic board.• SRC
2. How do governance structures and management collaborate work together to improve the functioning of the college? Please explain the following issues: <ul style="list-style-type: none">• College council and management.• Academic board and management.• SRC and management.
3. What is the role of the college council in the development of strategic plan and policies at your institution?
4. What influence does the sub-committees of council have on the operation of various department of the college?

- | |
|---|
| 5. Do the management staffs have documented and clear reporting strategy on matters and functions allocated to them by the council? Please explain how these strategies on matters and functions being implemented? |
|---|

DEPUTY PRICIPAL OF THE COLLEGE (ACADEMIC)

Descriptions
1. How is the current academic board of the college represented in the college council? Please explain. <ul style="list-style-type: none"> • Membership. • Reporting.
2. What is the role of external college council members in the academic board in assisting management to improve delivery of programmes? Please explain
3. Does the college council have joint sub-committees with academic board to assist in its function? If yes, explain or if no give reasons.
4. What is your role in ensuring that the management of the college implement the approved college council recommendations of academic board?
5. Does the college council have supporting structure to assist management to execute its academic roles responsibilities? If yes, explain or if no give reasons.

TRESSURER OF THE COLLEGE

Descriptions
1. What is the status (composition) of your financial committee at you FET College?
2. How do you share your expertise with the management of the college when an annual budget is drafted?
3. How do the recommendations of financial committee communicated to council?
4. What is your role in ensuring that the management of the college implement the approved college council budget?
5. How does the college council ensure the spending of the budget is in line with operational plan of the college?

MEMBER WITH BROAD SPECTRUM (HR, STUDENT SUPPORT, MARKETING)

Descriptions
1. What is the status of the sub-committee you're serving in? Number of meetings per year. Functioning of the sub-committee.
2. How does member with broad spectrum share their expertise with management staff of FET colleges?
3. How do you ensure college council resolutions are implemented by management of the FET College?
4. How do you report the progress of your department to council and management?
5. How does the college council evaluate your performance of you sub-committee?

SECRETARY OF THE COLLEGE COUNCIL

Descriptions
1. What is your role as the secretary of the college council?
2. How is information coordinated between management and college council?
3. Beside council meetings how does council participate in the governance of FET College?
4. How do you coordinate council meetings?
5. How is council sub-committees coordinated?
6. How does the college management implement the decision of council.

ANNEXURE 2: MEETING OBSERVATION SHEET

ATTENDANCE and STATUS

Descriptions	notes	YES	NO
1. Is the college council is well attended	Quorum		
2. Is the SRC represented in the college council?	Attendance		
3. Is the Academic Board represented in the College council?	Attendance		
4. Is a member representing support staff present?			
5. Is the member representing lecturing staff present?			
6. Are the five members appointed by the minister present?			
7. Are the council members representing donors present?			
8. Are the four members with broad spectrum present?			

PARTICIPATION

Descriptions	Supporting Document	YES	NO
1. Members College Council fully participate in meeting and show insight of how the college operate.			
2. Members of SRC present minutes or report.			
3. College council's meetings provide sufficient opportunity to explore key issues.			
4. Member representing Academic Board present minutes/ report.			
5. Does the Chairpersons of college council sub committees present reports during the council meeting			
2.1 Executive minutes/ report.			
2.2 Finance minutes/ report.			
2.3 Audit minutes/ report.			
2.4 Student Support minutes/ report.			
2.5 Communications and Marketing minutes/ report.			
2.6 Human Resource minutes/ report.			

ANNEXURE 3: DOCUMENTS OBSERVATION SHEET

Descriptions	Supporting Document	YES	NO
1. The college council is constituted in terms of FET Act 16 of 2006	Composition Name list and portfolios		
2. The college council met at least four times a year	Attendance register and minutes		
3. The sub-committees are formed in terms the FET Act 16 of 2006	List and members of each committee		
4. The college council have a constitution.	Constitution		
5. The academic board is constituted in terms of FET Act 16 of 2006	Composition name list		
6. Sub committees met at least four times a year	Attendance register and minutes		
7. The SRC of the college is established	Name list and portfolios		
8. Does the college have report of: Executive Council Committee. Finance Committee. Strategic Audit Committee. Human Resource Committee. Student Affairs Committee. Communications and Marketing Committee	Reports		

ROLES AND RESPONSIBILITIES

Descriptions	Supporting Document	YES	NO
1. The College have a approved strategic and operational plan.	Strategic and operational plans		
2. The college have an equity grid used to address the imbalance as well as gender and disability matters	Equity grid		
3. The college have a language policy	Language policy		
4. The college offers accredited programs	Letter of PDE accreditation and letter of accreditation against the PQM		
5. The college have uses approved policies in its management	Policies		
6. The college consults the academic board n its decision making	Minutes of college council		
7. The college council consult SRC in its decision making.	Minutes of college council		

ANNEXURE 4: INFORMED CONSENT FORM

You are invited to participate in a research study conducted by a Master's in Education (Education Management) candidate, from the **University of South Africa (UNISA)**.

Thank you for agreeing to participate in this study, which will take place from April, 2013 to September 31, 2013. This form details the purpose of this study, a description of the involvement required and your rights as a participant.

Information and Purpose: The interview, for which you are being asked to participate in, is a part of a research study that is focused on **Exploring principles for effective governance of FET colleges in South Africa**. The researcher is also interested in the stakeholder participation that influences management of FET colleges.

The purpose of this study is to gain a better understanding:

- To explore the current status of FET College councils.
- To investigate the roles and responsibilities of FET College councils in the South African context.
- To determine how management of the college implement college council's decisions.
- To formulate / design strategies/recommendations that can ensure effective and efficient functioning of FET College councils

Participants: The following participants will be invited from Public FET Colleges, four external members and internal college council members which include the Principal, Deputy Principal Academic, and Deputy Principal Corporate Affairs. The respondents will be named respondent A, B, C, D, E, and F for the purpose of confidentiality. The total sample equals to twenty of participants.

Your Participation: Your participation in this study will consist of an interview lasting

approximately one hour. You will be asked a series of questions about your roles a member of college council and your experiences on how the management implement the council decisions. You are required to answer all the questions however you may pass on any question that makes you feel uncomfortable. At any time you may notify the researcher that you would like to stop the interview and your participation in the study. There is no penalty for discontinuing participation.

Benefits and Risks: This research will not provide a benefit to you. The findings may provide better understanding towards effectively improve governance of FET colleges. There are no risks associated with participating in the study.

Payment/ compensation for participation: You will not receive any payment for your participation in this research study.

Confidentiality: The interview will be tape recorded; however, your name will not be recorded on the tape. Your name and identifying information will not be associated with any part of the written report of the research. All of your information and interview responses will be kept confidential. The researcher will not share your individual responses with anyone other than the research supervisor.

If you have any questions or concerns, please contact the researcher **Mr MG Mothapo** at **(082) 555 2708** or his supervisor **Prof M M Wyk** at **(012) 429 6201**

By signing below I acknowledge that I have read and understand the above information.

Researcher's Full Name: _____

Researcher's Signature: _____ Date signed: _____

Participant's Full Name: _____

Participant's Signature: _____ Date signed: _____

[Start of Audio]

Speaker 1: Um the interview questions consist of three sections, section A, B and C - section A deals with the status of the college council, section B deals role and responsibility, section C deals with college council and management. What is the status of the college council at your FET College? In terms of the composition of the council, the number of meetings per year, the attendance as well as the status of the sub committees?

Speaker 2: Um no our college council is composed of various um constituencies the fact it is people that are nominated by various constituencies eh business sector, donors what you call sponsors uh educational institutions, uh legal in terms of functional focus, we have people legal we have people in marketing, human resources and finance backgrounds. Ja that is how it is composed.

Speakers 1: So in terms of the the structure, in terms of the council members who are appointed by the minister and those who are appointed by the council we can say your college council is fully constituted?

Speaker 2: Yah, yah.

Speaker 1: Okay um it is required of the act for the college council to have four meetings per year.

Speaker 2: Um ...

Speaker 1: How many meetings in a normal year does your college council have?

Speaker 2: No we normally have four meetings.

Speaker 1: Um ...

Speaker 2: Ah usually an additional meeting a meeting that would deals with budget.

Speaker 1: Okay.

Speaker 2: Right at the end of the year unless that is necessitated otherwise we have four meetings per year.

Speaker 1: Okay.

Speaker 2: Any meeting additional would be to deal with budget.

Speaker 1: Okay.

Speaker 2: or special.

Speaker 1: Okay. How is the attendance?

Speaker 2: Well we don't start a college meeting, council meeting with out a quorum.

Speaker 1: Okay.

Speaker 2: So far the attendance of the quorum uh thought not to the maximum, honesty it is just for what you call break even that is what you call break even.

Speaker 1 and 2: [laughing]

Speaker 1: Okay, okay.

Speaker 2: We normally do just the break even.

Speaker 1: Okay.

Speaker 2: Uh to get just the majority not the we are always the majority to get the maximum uh is a challenge.

Speaker 1: Okay.

Speaker 1: Um the last question with the status deals with the sub committees, um the act describe that the college may have sub committees to assist in its execution of function. Does your college council have different sub committees?

Speaker 2: It does have uh the differences whether this committees are functional or not.

Speaker 1: Yes.

Speaker 2: It does have committees. We have constituted for instance the finance committee the human resources committee the marketing committee the student support committee uh the in infrastructure

committee. Those are committees we have established and we are in the process of establishing an audit committee which is a legislative requirement.

Speaker 1: Okay.

Speaker 2: Yah, but so far only uh finance committee and the actual committee to some extent but the finance committee to some extent but the finance committee operates but the rest of the committees are not their truly functional.

Speaker 1: Okay.

Speaker 1: Thank you so much. Section B what is the role of the college council in the development of intuitional policies?

Speaker 2: Well um the council is entrusted by the act to approval full policies, the fact to send them approved policies that is its role and it is done so by uh by continually reviewing policies. Um with the support of management management would make an input in terms of functional challenges and functional experiences and present those to college council.

Speaker 1: Um ...

Speaker 2: College council would within time approve those policies and approve. It job is mainly to approve those policies here.

Speaker 1: Um ...

Speaker 1: What is the role of the college council in the development of the strategic plan and the operational plan of your institution?

Speaker 2: Yah the role of the college council is to simply to facilitate the it has the development of the strategic plan it means it does participate when the operational plan is interacted with developed and makes it input to the operational plan as well as the strategic plan and finally approves those two and submit them to the minister as required by the act.

Speaker 1: Okay can you please explain the role of college council when the management of the college recruits a new staff member?

Speaker 2: Yah.

Speaker 2: The firstly it sits through a representative in the interviews depending on the level of interviews the chairperson would sit, the chairperson of council would sit in the interviews of senior management those referred to as senior management in terms of the act.

Speaker 1: Uh ...

Speaker 2: Uh and would be because of appointed and would have been appointed till now by the department and would then make a recommendation to the department and other members of the college councils sit in lower structured staff interviews uh they participate as members of the interview uh panel board. and ultimately the college council chairperson appends a signature to the department to appoint and the college council does participate to a great extent in the appointment of staff.

Speaker 1: Okay, um thank you. Um does the college council have performance evaluation, method or criteria to check management when in its execution in its roles and responsibilities? If so please explain.

Speaker 2: Not yet. Not yet. We are busy trying to develop that. We are in the process. Not yet yah.

Speaker 1: Okay.

Speaker 2: Yah it should also be remembered that senior management are direct employees of the state ...

Speaker 1: Um ...

Speaker 2: and as well such must be done with consultation with the state with the approval of the state actually.

Speaker 1: Thank you.

Speaker 1: Um how does the college council monitor and support the performance of the principal as agreed with the state or the province?

Speaker 2: Yah that is a difficult question eh.

Speaker 1: Um ...

Speaker 2: A very difficult question. Monitoring of a performance is likely through council meetings as we exercise our oversight functions whenever the principal presents items these items are scrutinized and eh because they ultimately they reflect on him as an accounting officer ...

Speaker 1: Yes ...

Speaker 2: So whatever that he presents and approved by council would have been scrutinized so largely the monitoring is done through council meetings but there is not yet any specific tool ...

Speaker 1: Um ...

Speaker 2: ... other than through council meetings that has been developed.

Speaker 1: Okay.

Speaker 2: ... and to be monitored.

Speaker 1: Ah what role does the college council sub committees contribute to in functioning of the college council?

Speaker 2: What role ...

Speaker 1: What role does the college council sub committees contribute to in functioning of the college council?

Speaker 2: They are supposed be 'cause the functioning of the college council uh sub committees are an extension eh of the are a functional extension of the college council of reviewing eh eh strategic and operational issues at functional level.

Speaker 1: Eh

Speaker 2: and and they are supposed to comb comb like combi

Speaker 1: Eh

Speaker 2: Eh eh eh submissions to council

Speaker 1: Eh

Speaker 2: They are supposed to clean submissions to council so that when by the time council considers submissions those are clean and ease easily understood.

Speaker 1: Eh

Speaker 2: Well researched and the risks analyzed and advantages and quotations eh considered properly.

Speaker 1: Okay thank you. Section C deals um with college council and management.

Speaker 2: um

Speaker 1: In your opinion what would you regard as the as the effective relationship between um the college council and the management of the college?

Speaker 2: The effective relations first and foremost is the is the a good working relationship between the college council and the principal. Once those two are having a relationship, a good working relationship ...

Speaker 1: Um ...

Speaker 2: ... the two intuitions' the council and management will easily interact.

Speaker 1: Um

Speaker 2: ah that is the first thing. Secondly in any event management is part of the college council so the relationship is harmonious in the cells of the integration between the two at college council level as well as sub committee level where they work together. Ultimately working together would mean stability of the college.

Speaker 1: Ah ah ...

Speaker 2: Yah ...

Speaker 1: Thank you. How does the role of council differ from that of college management?

Speaker 2: It differs college council is only a oversight only ah to management it is a strategic governance body it approves budget, its approves strategic plans, strategic policies all policies it provides strategic guidance to the college and management eh implements what college council has approved. So the management would be playing a complimentary role to council ...

Speaker 1: ... ah

Speaker 2: ... as implementation agent.

Speaker 1: Okay.

Speaker 2: Of college council and strategic decisions. Yah.

Speaker 1: Okay. Thank you.

Speaker 1: Um does the college council of your institution have clearly documented and understood management processes for decision making monitoring control and reporting?

Speaker 2: Of course. Of course. These policies largely and procedures. They are not complete. We are striving to go to and improve on them but for the standard college our systems and controls are well established through those policies.

Speaker 1: Okay.

Speaker 2: Eh and to some extent the sub committees as well as institutional structures like your academic board ...

Speaker 1: Um ...

Speaker 2: ... which has its own systems in within the college.

Speaker 1: Okay thank you. Does the college management have a clearly documented and understood reporting criteria of decisions that are approved by council?

Speaker 2: To some extent yes. Has a will be ah will be having a strategic meeting very soon to also deal with the council file ...

Speaker 1: Ah ...

Speaker 2: ... and the reporting structure as well as the delegations because the delegations does specify who does what in in terms of reporting clarify there so to some extent we do have but we would like to improve on that.

Speaker 1: Okay.

Speaker 2: In the strategic session that we were meant to have.

Speaker 1: Um explain in details what you understand in regarding the effective functioning of council structures here I am referring to sub committees what do you understand when we say our sub committees are functioning correctly?

Speaker 1: Firstly they have to meet regularly at least once per quarter before council meetings to prepare submissions. Secondly they got to meet not only regularly but to form quorum and thirdly they got to make inputs especially council members of committees. They got to make to make inputs functional inputs in form of experience, in the form skills, in form of market knowledge and they got to have full support in terms of co-operation of management in terms of information requested.

Speaker 1: Okay, okay ...

Speaker 2: Yah, and lastly to report to council when council meets.

Speaker 1: Okay. Thank you.

Speaker 1: Um the last question how does the college council and management work collectively towards the common goal of improving teaching, learning and student achievements, because at the end of the day it is about students. Yes ...

Speaker 2: Um first and foremost the idea of working together to achieve a common goal is a understanding that the college must be stable and the stability of the college must must be paramount from that point eh management through the sub committees and council meetings interacts with the college council to perfect this relationship and with one focus to improve learning for students.

Speaker 1: Thank you sir. This brings us to the end of this interview.

[End of Audio]

[Start of Audio]

Speaker 1: Just for the data covered. The first question which is section A deals with the status of the academic board.

Speaker 2: Um

Speaker1 : Explain the status of the academic board and “um” the focus on the composition and the composition I mean “um” the college is there council members who are represented, how many are they, the lecturers are they represented, the SRC are they represented?

Speaker 2: Yah we got the two members from the college council, of which one is, the chairperson of the council.

Speaker 1: One is the chairperson of the council?

Speaker 2: The chairperson of the academic council, yah.

Speaker 1: Okay

Speaker 2: And one is a professor also from University of Johannesburg representing us. But uh I never saw his face.

Speaker 1: Yah normally the attendance is not good.

Speaker 2: Not good.

Speaker 1: Is the professor from University of Johannesburg a member of Council?

Speaker 2: Yah is a member of council.

Speaker 1: Is a member of council.

[End of Audio]

[Start of Audio]

Speaker 2: Yah.

Speaker 1: Okay.

Speaker 1: Um the first question deals with the status of the college council and secondly deals with the role and responsibility and section c deals with the college council and management.

Speaker 2: Okay.

Speaker 1: Um briefly explain the status of the academic board in terms of you know the composition and whether there are college council members, external members in the academic board lecturers and SRC, the number of meetings you have per year as well is how is the attendance of the meeting.

Speaker 2: Okay.

Speaker 2 : Firstly I should start with the first one the composition our college council is according to that the FETC requires in terms of the majority should be lecturers and should be members of management. At the moment we do not have any external member who is part of the academic board.

Speaker 1: Okay.

Speaker 2: But it is close to should be according to the act. The number of meetings is 3 meetings which is every trimester.

Speaker 1: Okay, yes.

Speaker2 : Because we are looking to the you know the results of the engineering ...

Speaker 1: Oh ...

Speaker 2: ... and them sometimes it happens that there are programme approvals that we have to discuss and you know all this academic

issues that which permission needs to come from the academic board.

Speaker 1: Okay.

Speaker 2: So yes it is 3 meetings according to their programme and I have a copy of their programme ...

Speaker 1: Yah ...

Speaker 2: ... and it identifies that the dates which we are going to hold them.

Speaker 1: Oh okay.

Speaker 2: Yes in terms of the attendance um the attendance is good and as you can see it is only internal members so it is easy to control ...

Speaker 1: Okay .

Speaker 2: ... unlike if you have when you have many external people who are who are members of the academic board it is not easy to control the attendance. So that I can say the attendance I can say is 99 % okay yah.

Speaker 1: Because you are going schedule it according to your programme/ our needs ...

Speaker 2: Not our needs specifically but our times when it is going to be convenient.

Speaker 1: Okay. Okay. Thank you section b describe the process of the academic board proceed in ensuring the accreditation of programmes. Part of the academic board's responsibilities is to show that um the programmes that are accredited um um can you describe the process.

Speaker 2: Yes well what happens is that the process of requesting of accreditation of sitting programmes or maybe the impletion of the

new programmes starts with the campuses that is where the enquiry is made. um we unfortunately do not have um a section whereby that can do the research to determine the need so that we can say we need to implete this programme based on the outcome of the research done by that team we don't have that.

Speaker 1: Okay.

Speaker 2: So that the programmes that we introduce is because of the enquiry ...

Speaker 1: Okay

Speaekr 2: ... So that is how we determine the need, and the campuses are handling these enquiries especially during the registration, people will be asking for this particular programme which we don't have and based on the numbers because we record every information that we get from the enquiry ...

Speaker 1: Okay

Speaker 2: ... to say this what was what was enquired. Based on that the campuses will write a submission which goes to the academic board to say that already this year this is the number of people who have enquired about this programme and show where thinking that based on the cost analysis, also the analysis whether the stuff will be there for the programme and the infrastructure um you know you do all your analysis ...

Speaker 1: Okay ...

Speaker 2: Culpability as well then the request with the costing and everything to the academic board for approval for that programme. Once the academic board have agree it goes to the college council.

Speaker 1: Okay yes.

Speaker 2: you can take that.

[End of Audio]

Enq: 082 555 2708

23 Ganymede Avenue
Bedworthpark
1940
20 February 2013

Department of Higher Education and Training
Director-General
Private Bag x 174
Pretoria
0001

Dear Sir

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH

I kindly request permission to conduct research at Sedibeng, Western, Flavious Mareka FET Colleges between March 2013 and September 2013.

Presently I am a registered student for Master of Education degree (Educational Management) at the University of South Africa (UNISA). In order to meet the requirements for this degree, I am expected to conduct a research and submit a dissertation related to the study.

My research topic is: **Principles of effective governance at Further Education Training (FET) colleges in South Africa.**

The methodology that will be used will be observing council meetings, interviews with internal and external council members and analysing of council documents.

The aim of the research is as follows:

- To explore the current status of FET College councils.
- To investigate the roles and responsibilities of FET College councils in the South African context.
- To determine how management of the college implement college council's decisions.
- To formulate / design strategies/recommendations that can ensure effective and efficient functioning of FET College councils.

Kindly be assured that the information obtained during interviews, document analysis and observation will receive the confidentiality and anonymity it deserve. All this will take place according to the planned schedule between the college council, participants and the researcher. Should you need further information about the process, please feel free to contact my supervisor, Professor MM van Wyk, at telephone number (012) 429 6201(w).

The findings of the study will help to provide information that will facilitate in the implementation of the best methods in promoting effective participation in the governance of FET colleges.

I hope that my request will receive your favourable considerations.

Yours faithfully

A handwritten signature in black ink, appearing to be 'Mothapo MG', with a long horizontal flourish underneath.

Mothapo MG

Student Number: 35687487

Enq: 082 555 2708

23 Ganymede Avenue
Bedworthpark
1940
13 December 2012

Department of Education Free State Province
Office of Director Strategic Planning, Policy and Research
Private Bag x 20565
Bloemfontein
9301

Dear Sir/ Madam

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH

I kindly request permission to conduct research at Flavious Mareka FET College between March 2013 and September 2013.

Presently I am a registered student for Master of Education degree (Educational Management) at the University of South Africa (UNISA). In order to meet the requirements for this degree, I am expected to conduct a research and submit a dissertation related to the study.

My research topic is: **Principles of effective governance at Further Education Training (FET) colleges in South Africa.**

The methodology that will be used will be observing council meetings, interviews with internal and external council members and analysing of council documents.

The aim of the research is as follows:

- To explore the current status of FET College councils.
- To investigate the roles and responsibilities of FET College councils in the South African context.
- To determine how management of the college implement college council's decisions.
- To formulate / design strategies/recommendations that can ensure effective and efficient functioning of FET College councils.

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I hope that my request will receive your favourable considerations.

Yours faithfully

A handwritten signature in black ink, appearing to be 'Mothapo MG', with a stylized flourish underneath.

Mothapo MG

Student Number: 35687487

Enq: 082 555 2708

23 Ganymede Avenue
Bedworthpark
1940
12 December 2012

Gauteng Department of Education
Office of the Director: Knowledge Management and Research
P.O Box 7710
Johannesburg
2001

Dear Sir / Madam

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH

I kindly request permission to conduct research at Sedibeng and Western FET Colleges between March 2013 and September 2013.

Presently I am a registered student for Master of Education degree (Educational Management) at the University of South Africa (UNISA). In order to meet the requirements for this degree, I am expected to conduct a research and submit a dissertation related to the study.

My research topic is: **Principles of effective governance at Further Education Training (FET) colleges in South Africa.**

The methodology that will be used will be observing council meetings, interviews with internal and external council members and analysing of council documents.

The aim of the research is as follows:

- To explore the current status of FET College councils.
- To investigate the roles and responsibilities of FET College councils in the South African context.
- To determine how management of the college implement college council's decisions.
- To formulate / design strategies/recommendations that can ensure effective and efficient functioning of FET College councils.

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I hope that my request will receive your favourable considerations.

Yours faithfully

A handwritten signature in black ink, appearing to be 'Mothapo MG', with a stylized flourish underneath.

Mothapo MG

Student Number: 35687487

Enq: 082 555 2708

23 Ganymede Avenue
Bedworthpark
1940
11 March 2013

The College Council
Sedibeng FET College
Private Bag x 20
Vereeniging
1930

Dear Sir

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH

I kindly request permission to conduct research at Sedibeng FET College between March 2013 and September 2013.

Presently I am a registered student for Master of Education degree (Educational Management) at the University of South Africa (UNISA). In order to meet the requirements for this degree, I am expected to conduct a research and submit a dissertation related to the study.

My research topic is: **Principles of effective governance at Further Education Training (FET) colleges in South Africa.**

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- To investigate the roles and responsibilities of FET College councils in the South African context.
- To determine how management of the college implement college council's decisions.
- To formulate / design strategies/recommendations that can ensure effective and efficient functioning of FET College councils.

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I hope that my request will receive your favourable considerations.

Yours faithfully

A handwritten signature in black ink, appearing to be 'Mothapo MG', with a stylized flourish underneath.

Mothapo MG

Student Number: 35687487

23 Ganymede Avenue
Bedworthpark
1940
21 January 2012

The Principal
Flavious Mareka FET College
Private Bag x 22
Kroonstad
9500

Dear Sir

APPLICATION TO DO RESEARCH

I am hereby applying to do research in your institution between 4 February 2013 and 27 September 2013. The research topic is: **Principles of effective governance at Further Education Training (FET) colleges in South Africa.**

The methodology that will be used will be observation, interview with internal and external college council members and document analysis.

The aim of the research is as follows:

- To explore the current status of FET College councils in relation to execution of governance responsibility.
- To determine how FET College councils implement the principles of effective and efficient governance.
- To investigate the roles and responsibilities of FET College councils in the South African context.
- To formulate / design strategies/recommendations that can ensure effective and efficient functioning of FET College councils.

Your college Flavious Mareka College for FET has been identified as rich in the information needed. All this will take place according to the planned schedule between the researcher and the participants, during the times that will be convenient to the participants. Confidentiality of the participants will be highly protected by the researcher.

The research results will help with the further development of college councils. This will also help to deal challenges of faced by college council in promoting effective participation in the matter of governance.

Hoping that my application will receive your favourable consideration.

Yours faithfully

Mothapo MG

Contact numbers:

Cell: 082 555 2708

H : 016 985 3341

W : 016 4226645

Enq: 082 555 2708

23 Ganymede Avenue
Bedworthpark
1940
13 March 2013

The Principal
Western FET College
Private Bag x 17
Randfontein
1760

Dear Sir

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH

I kindly request permission to conduct research at Sedibeng FET College between March 2013 and September 2013.

Presently I am a registered student for Master of Education degree (Educational Management) at the University of South Africa (UNISA). In order to meet the requirements for this degree, I am expected to conduct a research and submit a dissertation related to the study.

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I hope that my request will receive your favourable considerations.

Yours faithfully

A handwritten signature in black ink, appearing to be 'Mothapo MG', with a long horizontal flourish underneath.

Mothapo MG

Student Number: 35687487



higher education & training

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

Private Bag X174, PRETORIA, 0001, 123 Schoeman Street, PRETORIA, 0002, South Africa
Tel: (012) 312 5911, Fax: (012) 321 6770
Private Bag X9192, CAPE TOWN, 8000, 103 Plein Street, CAPE TOWN, 8001, South Africa
Tel: (021) 469 5175, Fax: (021) 461 4761

Enquiries: Nomakholwa Makaluza

Email: makaluza.n@dhet.gov.za

Telephone: 012 312 5243

Mr Mamochithe George
2B Bedworth Park
VEREENIGING
1940

By fax: 086 605 3788

Dear Mr Mothape

REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN FET COLLEGES

I acknowledge receipt of your request for permission to conduct research in three FET Colleges in South Africa namely the Sedibeng FET College, Western Cape FET College in Gauteng and the Flavious Mareka FET College in Free State, as part of your studies towards a Masters degree at the University of South Africa (UNISA), Department of Curriculum and Instructional Studies, College of Education.

The Department has evaluated your request and grants you permission to undertake the research. You are advised to obtain further permission from the Principals of the FET Colleges concerned before commencing any research activities.

You are reminded to provide the approved research report to the Department as soon as it is available.

I wish you all of the best in your studies.

Yours sincerely

Mr GF Qonde
Director-General

Date: 04/02/2013



education

Department of
Education
FREE STATE PROVINCE

Enquiries: LV Alexander
Reference no. : 16/4/1/02 - 2013

Tel: 051 404 9283
Fax: 086 6678 678
Email: research@edu.fs.gov.za

2013 – 01 - 21

Mr V. H. Chuta
Acting Director: Fezile Dabi Education District
Private Bag X2007
SASOLBURG
9570

Dear Mr Chuta

NOTIFICATION OF A RESEARCH PROJECT IN YOUR DISTRICT

Please find attached copy of the letter giving **Mr Mothapo M. G.** permission to conduct research in the Fezile Dabi Education District.

Mr Mothapo is a Deputy Principal (Corporate Services) in Vereeniging and is studying for Magister Degree in Educational Management with the University of South Africa

Yours sincerely



MJ. MOTHEBE
DIRECTOR: STRATEGIC PLANNING, POLICY AND RESEARCH



2013 – 01 – 21

23 Ganymede Avenue
Bedworthpark
VEREENIGING
1940

Dear Mr Mothapo GM

REGISTRATION OF RESEARCH PROJECT

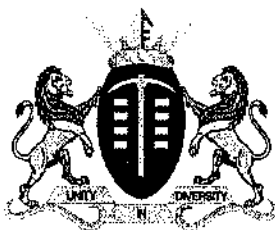
1. This letter is in reply to your application for the registration of your research project.
2. Research topic: **PRINCIPLES FOR EFFECTIVE GOVERNANCE AT FET COLLEGES IN SOUTH AFRICA.**
3. Your research project has been registered with the Free State Education Department.
4. Approval is granted under the following conditions:-
 - 4.1 The name of participants involved remains confidential.
 - 4.2 The questionnaires are completed and the **interviews are conducted outside normal tuition time.**
 - 4.3 This letter is shown to all participating persons.
 - 4.4 A bound copy of the report and a summary on a computer disc on this study is donated to the Free State Department of Education.
 - 4.5 Findings and recommendations are presented to relevant officials in the Department.
5. The costs relating to all the conditions mentioned above are your own responsibility.
6. **You are requested to confirm acceptance of the above conditions in writing to:**

**DIRECTOR: STRATEGIC PLANNING, POLICY AND RESEARCH,
Old CNA Building, Maitland Street OR Private Bag X20565, BLOEMFONTEIN, 9301**

We wish you every success with your research.

Yours sincerely


M. MOTHEBE
DIRECTOR: STRATEGIC PLANNING, POLICY AND RESEARCH



GAUTENG PROVINCE

Department: Education

REPUBLIC OF SOUTH AFRICA

**For administrative use:
Reference no. D2013/260**

GDE RESEARCH APPROVAL LETTER

Date:	7 January 2013
Validity of Research Approval:	4 February 2013 to 27 September 2013
Name of Researcher:	Mothapo M.G.
Address of Researcher:	23 Ganumede Avenue
	Bedworthpark
	Vereeniging
	1940
Telephone Number:	016 985 3341 / 082 555 2708
Fax Number:	086 605 3788
Email address:	mothapog@sedcol.co.za ; george.mothapo@gmail.com
Research Topic:	Principles of effective governance and participation of College councils at FET colleges
Number and type of schools:	THREE FET Institutions
District/s/HO	Johannesburg South; Johannesburg West and Sedibeng West

Re: Approval in Respect of Request to Conduct Research

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

Making education a societal priority

Office of the Director: Knowledge Management and Research

9th Floor, 111 Commissioner Street, Johannesburg, 2001

P.O. Box 7710, Johannesburg, 2000 Tel: (011) 355 0506

Email: David.Makhado@gauteng.gov.za

Website: www.education.gpg.gov.za

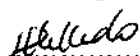
Makhado

The following conditions apply to GDE research. The researcher may proceed with the above study subject to the conditions listed below being met. Approval may be withdrawn should any of the conditions listed below be flouted:

1. The District/Head Office Senior Manager/s concerned must be presented with a copy of this letter that would indicate that the said researcher/s has/have been granted permission from the Gauteng Department of Education to conduct the research study.
2. The District/Head Office Senior Manager/s must be approached separately, and in writing, for permission to involve District/Head Office Officials in the project.
3. A copy of this letter must be forwarded to the school principal and the chairperson of the School Governing Body (SGB) that would indicate that the researcher/s have been granted permission from the Gauteng Department of Education to conduct the research study.
4. A letter / document that outlines the purpose of the research and the anticipated outcomes of such research must be made available to the principals, SGBs and District/Head Office Senior Managers of the schools and districts/offices concerned, respectively.
5. The Researcher will make every effort obtain the goodwill and co-operation of all the GDE officials, principals, and chairpersons of the SGBs, teachers and learners involved. Persons who offer their co-operation will not receive additional remuneration from the Department while those that opt not to participate will not be penalised in any way.
6. Research may only be conducted after school hours so that the normal school programme is not interrupted. The Principal (if at a school) and/or Director (if at a district/head office) must be consulted about an appropriate time when the researcher/s may carry out their research at the sites that they manage.
7. Research may only commence from the second week of February and must be concluded before the beginning of the last quarter of the academic year. If incomplete, an amended Research Approval letter may be requested to conduct research in the following year.
8. Items 6 and 7 will not apply to any research effort being undertaken on behalf of the GDE. Such research will have been commissioned and be paid for by the Gauteng Department of Education.
9. It is the researcher's responsibility to obtain written parental consent of all learners that are expected to participate in the study.
10. The researcher is responsible for supplying and utilising his/her own research resources, such as stationery, photocopies, transport, faxes and telephones and should not depend on the goodwill of the institutions and/or the offices visited for supplying such resources.
11. The names of the GDE officials, schools, principals, parents, teachers and learners that participate in the study may not appear in the research report without the written consent of each of these individuals and/or organisations.
12. On completion of the study the researcher/s must supply the Director: Knowledge Management & Research with one Hard Cover bound and an electronic copy of the research.
13. The researcher may be expected to provide short presentations on the purpose, findings and recommendations of his/her research to both GDE officials and the schools concerned.
14. Should the researcher have been involved with research at a school and/or a district/head office level, the Director concerned must also be supplied with a brief summary of the purpose, findings and recommendations of the research study.

The Gauteng Department of Education wishes you well in this important undertaking and looks forward to examining the findings of your research study.

Kind regards



Dr David Makhado

Director: Knowledge Management and Research

DATE: ... 2013/01/08

Making education a societal priority

Office of the Director: Knowledge Management and Research

9th Floor, 111 Commissioner Street, Johannesburg, 2001
P.O. Box 7710, Johannesburg, 2000 Tel: (011) 355 0506
Email: David.Makhado@gauteng.gov.za
Website: www.education.gpg.gov.za



www.sedcol.co.za
info@sedcol.co.za
0861 SEDCOL
733265



Tel: 016 422-6645
Fax: 016 422-6646
37 Voortrekker St
Private Bag X020
VEREENIGING 1930



Tel: 016 349-1022/33
Fax: 016 349-1044
1 Frazer Ave.
Private Bag H 606
HEIDELBERG
1428



Tel: 016 988-1276/87
Fax: 016 988-1288
4 Samuel St
SEBOKENG
Private Bag X085
VEREENIGING 1930



Tel: 016 933-5644/5
Fax: 016 931-9406
6 Frikkie Meyer Blvd
Private Bag X05
VANDERBIJLPARK 1900



Tel: 016 421-1150/1
Fax: 016 422-0746
33 Voortrekker St
Private Bag X035
VEREENIGING 1930

08 March 2013

Mr. M.G Mothapo
23 Ganymede Avenue
Bedworthpark
1940

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH

I hereby grant permission for you to conduct research at Sedibeng College for FET between March 2013 and September 2013 on your research topic Principles of effective governance at Further Education and Training (FET) Colleges in South Africa.

Good luck with your research.

Yours faithfully

DR A E MASHELE
PRINCIPAL/CEO



Flavius Mareka Further Education and Training College Central Office

Enquiries: Thembi Matli
Secretary to Director

Mr. MG Mothapo
23 Ganymede Avenue
BEDWORTH PARK
1940

Dear Sir

APPLICATION TO DO RESEARCH

The said matter has reference.

Management has considered your research proposal at the college and your request for the said activity at Flavius Mareka FET College has been approved.

We will also be happy to be furnished with the results of the same as indicated in previous communication.

We wish you well in your endeavors.

Many Thanks - Khotso



TS Letho
Director

Mr MG Mothapo
23 Ganymede Avenue
Bedworthpark
1940
02 April 2013

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH

I hereby grant permission for you to conduct research at Western FET College between March 2013 and September 2013 on your research topic **Principles of effective governance at Further Education Training (FET) colleges in South Africa.**

Good luck with your research.

Yours faithfully



LSD COETZER
PRINCIPAL/ CEO
(MCom (UJ), MEd, BED (RAU), HED (UNISA))



AD/008/08-09/7R



College Council:

Ms F.L. Matshikiza (Chairperson), Mr N.R. Mackenzie, Mr G. Booyse, Mr F. Barnard, Mr T. Coetzee Mr L.S.D. Coetzer (Chief Executive Officer), Mr S Mogotsi (Chief Operational Officer: Academic), Mr M.W. Mogoshoa (Educator Staff Representative), Ms A.W. van Jaarsveld (Support Staff Representative), SRC Chairperson and SRC Vice Chairperson.