

**TRANSFORMATIONAL LEADERSHIP:  
CHALLENGES FOR LEADERS AT THE NATIONAL  
INSTITUTE FOR HIGHER EDUCATION IN THE  
NORTHERN CAPE (SOUTH AFRICA)**

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## **DECLARATION**

By submitting this thesis electronically, I declare that the entirety of the work contained therein is my own, original work, that I am the owner of the copyright thereof (unless to the extent explicitly otherwise stated) and that I have not previously in its entirety or in part submitted it for obtaining any qualification.

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## ABSTRACT

***One of the reasons why leadership is a fascinating subject is because it has so many dimensions. Leadership has to do with the aspirations and dreams of people for a better life, in whatever way and context they define “better”. People respond to the leader who casts such a vision.  
(Van Rensburg, 2007)***

The Northern Cape Province is the biggest, in terms of area, of the nine provinces in South Africa but it has a population rate of only two to three people per square kilometre. In 2007 only 3,1% of the Northern Cape population over the age of 20 had higher education, which was far below the national average, estimated at 9,1%. Prior to 2003 the Northern Cape was one of two provinces in South Africa where no higher education institution existed. The call for the establishment of a higher education institution in the province became a reality when the National Institute for Higher Education (Northern Cape) was established on 23 June 2003. An interim leadership and management team was appointed and it was the view of the Northern Cape Provincial Government that the greatest challenge for the new institute would be its ability to select programmes to be offered that would be relevant to the needs of the people of the region.

The research presented in this thesis focused on the role transformational leaders and managers played in the selection and provision of teacher education programmes that would fulfil the needs and expectations of the people of the Northern Cape.

This research was conducted within a qualitative research framework and the focus was on how transformational leaders at the National Institute for Higher Education (Northern Cape) addressed challenges in the selection and provision of teacher education programmes that would fulfil the needs and expectations of the people of the province. The predominant data source used to collect data

was a questionnaire which was completed by members of three leadership teams, namely the Education Unit, The Centre for Professional Development and the Board of the institute. The “personal hand-delivery and collect” method of data collection was applied. Additional data sources, like minutes of feedback sessions and Board meetings were incorporated into the data collected to strengthen a deeper data base.

The purpose of the research was to extend knowledge on and to venture into the specific field of the offering of teacher education programmes at the National Institute for Higher Education (Northern Cape). The goal was to gain knowledge of the challenges leaders had to face in this regard and to determine how these challenges were being addressed. Several challenges facing the transformational leadership of the institute were identified.

The first challenge that was identified was the need to implement and carry out a needs analysis exercise on the selection and provision of teacher education programmes in order to give direction in the offering of suitable teacher education programmes that would fulfil the needs and expectations of the people of the province. The research found that a needs analysis activity did not materialise because there were insufficient human resources, as well as inadequate financial support and infrastructure. There were also time constraints.

The second challenge – that of retaining human capital (teachers in this case) for the Northern Cape – was regarded as having been successfully addressed. The conclusion was drawn that if the problem of losing human capital to other provinces had not been solved entirely, it had at least been eased. The third challenge was to create an environment within which higher education programmes (which included teacher education programmes) would be offered most successfully. The findings of the research indicated that quality assurance measures were put in place in the offering of teacher education programmes with collaborating partner institutions in order to enhance excellence in the offering of

programmes. The perspective of the leadership teams is that higher education programmes were made accessible to and affordable for many of the citizens of the Northern Cape. No statistics were available to indicate if teachers were being educated in relevant fields of specialisation that would address the needs of schools in the province. The researcher concluded that a people-friendly and sensitive higher education environment for higher education programmes to be offered had been partially addressed.

A fourth challenge was to enter into agreements with collaborating higher education institutions whose programmes had to be offered at the institute. Partnerships with collaborating higher education institutions were established within the mandate of the National Department of Education, and it was the decision of the Board of the National Institute for Higher Education (Northern Cape) to develop future partnerships within the mandate of the institute. The mandate of the institute falls under the Higher Education Act and in terms of the Act the Board is vested with the power and authority to govern, manage and administer the institute. This implied that partner institutions would be responsible for programme delivery, quality assurance and employment of academic staff. One of the findings of the research was that the views of the leadership teams were contradictory in this regard and that different visions for the future of the institute existed.

The leadership teams viewed effective communication as a matter of importance and a lack of communication between different stakeholders involved in teacher education could have contributed to problems encountered in the smooth running of teacher education programmes.

Several recommendations resulted from the findings and one conclusion of the research was that a well-resourced research unit should be established at the National Institute for Higher Education (Northern Cape). This could, amongst others, ensure that a reliable database of needs and statistics on the provision of

programmes is established and maintained. Furthermore, leadership teams should strive to establish direction in the offering of teacher education programmes by inspiring a shared vision for all stakeholders. Lastly, it was recommended that the possibility of establishing a fully-fledged autonomous higher education institution should be investigated instead of operating as an administration hub where programmes of other higher education institutions would be offered.

## OPSOMMING

***One of the reasons why leadership is a fascinating subject is because it has so many dimensions. Leadership has to do with the aspirations and dreams of people for a better life, in whatever way and context they define "better". People respond to the leader who casts such a vision.***

**(Van Rensburg, 2007)**

Die Noord-Kaap is die grootste in oppervlakte van die nege provinsies in Suid-Afrika, met 'n lae bevolkingsdigtheid van slegs twee tot drie mense per vierkante meter. In 2007 is daar beraam dat slegs 3,1% van die Noord-Kaap se bevolking hoër opleiding gehad het, wat baie laer was as die geskatte nasionale syfer van 9,1%. Voor 2003 was die Noord-Kaap een van die twee provinsies in Suid-Afrika waar geen hoërondewysinstansie bestaan het nie, maar op 23 Junie 2003 het die Nasionale Instituut vir Hoër Onderwys (Noord-Kaap) tot stand gekom. 'n Interim leier- en bestuurspan is aangestel en die Noord-Kaapse Provinsiale Regering was van mening dat die grootste uitdaging vir die nuwe instituut die vermoë sou wees om programme aan te bied wat in die behoeftes van die streek sou voorsien.

Die navorsing het op die transformasieleiers en -bestuurders gefokus, asook op die rol wat hulle gespeel het in die keuse en aanbieding van onderwyseropleidingsprogramme wat in die behoeftes en verwagtinge van die Noord-Kaapse gemeenskap sou voorsien.

Die navorsing is binne 'n kwalitatiewe navorsingsraamwerk uitgevoer. Die fokus was op die wyse waarop die transformasieleiers van die Nasionale Instituut vir Hoër Onderwys (Noord-Kaap) uitdagings aangespreek het ten opsigte van die keuse en voorsiening van onderwyseropleidingsprogramme wat aan die

behoefte en verwagtinge van die Noord-Kaapse gemeenskap sou voldoen. Die hoofbron wat gebruik is om data in te samel was 'n vraelys wat deur drie leierskapsanne, naamlik die Eenheid vir Opvoedkunde, die Sentrum vir Professionele Ontwikkeling, en die Raad van die Instituut, voltooi is. Die “persoonlike hand-aflerings-en-insamelingsmetode” is toegepas. Addisionele databronne, soos notules van raadsvergaderings en terugvoersessies is by die data gevoeg ten einde 'n dieper databasis te verkry.

Die doel van die navorsing was om kennis te verbreed en om die spesifieke gebied van aanbieding van onderwyseropleidingsprogramme deur die Nasionale Instituut vir Hoër Onderwys (Noord-Kaap) te ondersoek. Die doel was om kennis in te win aangaande die uitdagings wat in hierdie verband aan leiers gestel is en om te bepaal hoe hierdie uitdagings aangespreek is.

Verskeie uitdagings wat aan die transformasieleierskap gestel is, is geïdentifiseer. Die eerste uitdaging wat geïdentifiseer is, was om 'n behoeftebepaling uit te voer ten opsigte van die keuse en voorsiening van onderwysprogramme. Die fokus van so 'n behoeftebepaling sou wees om leiding te gee aangaande die aanbieding van gepaste onderwyseropleidingsprogramme wat in die behoeftes en verwagtinge van die gemeenskap sou voorsien. Die navorsing het bevind dat hierdie uitdaging nie opgelos is nie vanweë 'n tekort aan menslike hulpbronne, sowel as onvoldoende finansiële ondersteuning en infrastruktuur. Daar was ook tydsbeperkings. Die tweede uitdaging was om menslike hulpbronne (in hierdie geval onderwysers) vir die Noord-Kapprovinsie te behou. Die navorsing het bevind dat hierdie uitdaging tot 'n groot mate suksesvol aangespreek is en indien dit nie ten volle aangespreek is nie, die probleem wel gedeeltelik opgelos is.

Die derde uitdaging was om 'n suksesvolle omgewing te skep waarin programme suksesvol aangebied kon word. Die navorsing het bevind dat daar gehalteversekeringsprogramme in die aanbieding van

onderwyseropleidingsprogramme daargestel is in samewerking met instansies ten einde te verseker dat programme van hoë gehalte aangebied word. Die mening van die leierskapspane was dat hoëronderwysprogramme toeganklik en bekostigbaar gemaak is vir die inwoners van die Noord-Kaapprovinsie. Daar bestaan geen databasis wat kan aandui of voldoende onderwysers in skaars leerareas opgelei is nie.

Die vierde uitdaging was om ooreenkomste met samewerkende hoëronderwysinstansies aan te gaan om sodoende hul programme te kon aanbied. Die ooreenkomste met hierdie instansies is binne die mandaat van die Nasionale Departement van Onderwys uitgevoer. Die Raad van die Instituut het die besluit geneem dat toekomstige samewerkingsooreenkomste ook binne die mandaat van die instituut, onderworpe aan die Hoër Onderwyswet, aangegaan sal word. Toekomstige samewerkingsooreenkomste impliseer dat hierdie instansies verantwoordelik sal wees vir programaanbieding, gehaltebeheer en die aanstelling van akademiese personeel. Die bevindinge van die navorsing was dat die menings van die leierskapspane teenstrydig was en dat verskillende toekomsvisies bestaan het.

Die navorsing het bevind dat leierskapspane effektiewe kommunikasie as belangrik beskou en dat 'n gebrek aan effektiewe kommunikasie kon bydra tot probleme wat ondervind is met die effektiwiteit waarmee onderwysprogramme aangebied is.

Verskeie aanbevelings het voortgevloei uit die bevindinge van die navorsing. Daar is aanbeveel dat 'n goed toegeruste navorsingseenheid in die Nasionale Instituut vir Hoër Onderwys (Noord-Kaap) gevestig word. Dit mag, onder meer, verseker dat 'n betroubare databasis van behoeftes en statistiek ten opsigte van die voorsiening van programme gevestig en onderhou word. Daar is ook aanbeveel dat die leierskapspane daarna behoort te streef om in die toekoms onderwysprogramme aan te bied waar alle betrokke partye dieselfde

toekomsvisie het. Die toekomsvisie bestaan dat die instansie voortaan slegs 'n administratiewe funksie sal vervul. Die laaste aanbeveling is dat die versoek om

'n ten volle outonome hoërondewysinstansie in die Noord-Kaap te vestig in belang van die Noord-Kaapse gemeenskap ondersoek behoort te word.

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# CHAPTER 1

## INTRODUCTION TO THE RESEARCH

### 1.1 INTRODUCTION

By the end of the 1980s it became evident that socio-economic and political changes, both nationally and internationally, would reform all sectors of society, including higher education. What had worked for higher education in the past would not necessarily prove helpful and successful in the future. Munitz (1995) held the view that radical changes were taking place that would fundamentally change the nature of the university as it was known for nearly a century.

Globally, higher education systems have tended to be influenced by the concept **transformation**. Powerful changes are experienced, driven by the entry of new providers. Rapid advances in technology, demographic shifts and the globalisation of markets transform higher education institutions into more open systems that have typically been open only to selected fields or environments.

As market forces like equity, access, redress, knowledge-based economy and global competition (Tirisano Fellows, 2001) grow in importance, there is the possibility of greater access to higher education, the development of new modes of learning and improved productivity (Cloete, Fehnel, Maassen, Moja, Perold & Gibbon, 2002).

Focusing on transformation and change in the higher education sector, one may ask: What are higher education institutions trying to change and why? What is the role that transformational leaders have to play in this regard? What are the challenges for transformational leaders in the higher education environment? What is the purpose of their actions in the process of transformation?

In the South African context Cloete et al. (2002) are of the opinion that the approaches of leaders in transforming higher education would be very much a function of the country's fractured past. They view the different approaches as the product of a complex coalescence of the history and culture of the institution, the institution's internal governance dynamics, and the personality and style of those in leadership. As a result, no attempt has been made to judge which approach to leadership is the most appropriate for South African higher education institutions. It becomes clear that the approach leaders might adopt will depend to a large extent on the situation in which they find themselves.

The higher education environment in the Northern Cape Province (South Africa) is in many ways a unique situation. The absence of a higher education institution in the province has been a matter of great concern to the Provincial Government for a number of years. The call to have a higher education institution in the province has thus been made at the highest level in the Provincial Government. Such a call will be found in one of the Premier's early speeches soon after he took office in 1994 (Office of the CEO, 2004).

The Government, through the Northern Cape Department of Education, has engaged the services of experts from a variety of sources locally, nationally as well as internationally to help crystallise its view on the nature of such an institution (Office of the CEO, 2004).

## **1.2 BACKGROUND AND PROBLEM FORMULATION**

In terms of the Constitution (Schedule 4 of the Constitution of the Republic of South Africa, Act No. 108 of 1996), tertiary education is a national attribute, and all higher education colleges, including colleges of education, fall under the jurisdiction of the Ministry of Education. Therefore, they would have to be planned, governed and funded as part of a single coordinated higher education system (as outlined in the White Paper) (Department of Education, 1997).

Consequently, from January 2001, 25 out of a total of 93 teacher education colleges for pre-service education for teachers (initial training) (PRESET) have been rationalised and successfully incorporated into the higher education system. The Amalgamated Phatsimang/Perseverance Colleges of Education in the Northern Cape Province were not incorporated into higher education institutions as they were earmarked as colleges that would enhance and strengthen the provision of higher education in the province (Kivsto & Pekkala, 2003).

On 23 June 2003 the Northern Cape Province attained a historic achievement in higher education provisioning for its citizens. The launch of the National Institute for Higher Education (the NIHE) was a national breakthrough – the inception of a new organisational structure in South Africa's integrated higher education system (Office of the Director-General, 2001).

This research focused on challenges faced by the leaders of the newly established institute with regard to the delivery of teacher education programmes, progressing and steering the NIHE in the direction of delivering teacher education programmes that would address the needs, demands and expectations of the people of the Northern Cape Province.

### **1.3 TEACHER EDUCATION PROGRAMMES AT THE NATIONAL INSTITUTE FOR HIGHER EDUCATION (NORTHERN CAPE): BACKGROUND TO THE PROBLEM**

Since 2001 the management, lecturers and students of the Amalgamated Phatsimang/Perseverance Colleges of Education had to face challenges that were brought about by the incorporation of teacher training colleges into the higher education environment. The White Paper on Education and Training (RSA, 1995) and the Norms and Standards for Educators (RSA, 2000) brought changes into the teacher education sector which guided the goal of education and training of teachers to produce appropriately qualified teachers who are competent, confident, resilient and reflective practitioners, capable of revitalising schools and responding to the changing demands of practice. This required sound subject knowledge, fluency in the medium of instruction, a range of pedagogical and classroom management skills, and an appreciation of the central role of enquiry in both teaching and learning (Kivsto & Pekkala, 2003).

The function of the newly established institute was described in terms of the facilitation and coordination of the provision of higher education programmes in the province. In the transitional period the leadership corps of the faculty/unit of education in the institute would have to look for relevantly designed teacher education programmes from other service providers in the higher education sector. The assurance of quality in either internally designed or externally sought programmes would form an important aspect of assessing the relevancy of such programmes (Rasanen, 2001).

It was the view of the Northern Cape Provincial Government that the greatest challenge for the new institute to face would be its ability to select programmes that would be relevant to the needs of the region (Office of the Director-General, 2001). A major part of this challenge would be the ability of the institute to carry out a thorough analysis of the needs of the people of the region. The research

on which this thesis focused, reported on the role that the NIHE played in training teachers in properly chosen fields and areas of specialisation by providing teacher education programmes that would address the needs experienced by school communities in the province. With regard to programme delivery, the Office of the Director-General (2001) recommended that:

- a comprehensive analysis of needs be carried out to determine programmes that the institute should offer;
- the management of the institute should negotiate agreements with other higher education institutions on how programmes will be delivered;
- the management of the institute should lay a foundation for having in-house academic expertise in the long term; and
- programmes of the institute must be articulated with those at the Further Education and Training (FET) level to facilitate progression from FET to Higher Education (HE) level.

The establishment of the NIHE provided an opportunity to contribute to the development of new ideas around higher education programme provisioning and the Working Group Report (Office of the Premier, 2002) emphasised the calibre of the leadership of the NIHE.

#### **1.4 PROBLEM STATEMENT FOR THE STUDY**

The following questions arose from the matters discussed in 1.3:

- What is the significance of the role that transformational leaders and managers played in carrying out a needs analysis in order to provide teacher education programmes at the NIHE that would address the needs and expectations of the Northern Cape Province?
- Does the delivery of teacher education programmes at the NIHE fulfil the demands and expectations of the Northern Cape Province as stipulated by the Office of the Director-General in 2001?

- With regard to the provision of teacher education programmes at the NIHE, where are leaders and managers in the process of transformation now and toward what ends are the leadership directed?

The research focused on the selection and provision of teacher education programmes offered within the Education Unit of the NIHE. The researcher attempted to clarify the above-mentioned issues.

### **1.5 RESEARCH GOAL**

The Amalgamated Phatsimang/Perseverance Colleges of Education went through a transformation process in order to transform into a faculty/unit/site of the National Institute for Higher Education in the Northern Cape Province. Through partnerships/collaboration with other higher education institutions the colleges continued to render teacher education programmes. Higher education degree programmes are currently offered at the NIHE in collaboration with other already existing higher education institutions.

The purpose of the research was to extend knowledge and to venture into the specific field of teacher education programmes offered at the NIHE. The goal of the research was to gain more knowledge on the challenges leaders of the NIHE faced in selecting and providing teacher education programmes and how they addressed these challenges in providing teacher education programmes that would fulfil the needs, demands and goals of teacher education in the Northern Cape Province.

### **1.6 RESEARCH OBJECTIVES**

Higher education leaders of the NIHE faced particular challenges which stemmed from provincial as well as national and global pressures for transformation. The Northern Cape Provincial Government expected the NIHE to carry out their responsibilities within the broad framework of the Higher Education Act, as expressed by the Office of the Premier (2002:6):

The Working Group Report details key considerations that ought to be made in determining the kinds of programmes to be provided by the institute. These are found to be as useful as they are important. Particular note is made of the issue of the role the institute should play in matters relating to permission to offer programmes in the province. The Provincial Government looks forward to the development of mechanisms that will ensure that the institute is able to carry out this responsibility. The need for the institute to offer higher education programmes that address the human resource development as well as the skills development needs of the region cannot be overemphasised. It will be equally important to ensure that this is done in a manner that optimises utilisation of scarce resources.

The Northern Cape Provincial Government supported the recommendation of the Working Group in the establishment of an interim structure of an interim planning and implementation group at the NIHE who would take the responsibility for research and planning in terms of courses and programmes to be delivered and functions to be fulfilled.

After reflecting on the challenges that faced the leadership of the NIHE in the process of transformation at the institute, as well as on how they would address future challenges, the researcher formulated the following objectives of the research:

- Determine the challenges leaders and managers experienced in implementing and carrying out a needs analysis exercise on the selection and provisioning of teacher education programmes at the NIHE. The research attempted to provide answers on how these challenges were addressed and makes recommendations for future possible follow-up exercises on a needs analysis for the provision of teacher education programmes at the institute.

- Determine whether teacher education programmes could solve the problem of losing human capital (teachers) in the Northern Cape Province to the rest of South Africa and whether these programmes could provide possible solutions for the future.
- Determine the goals set by the leadership and management with regard to teacher education programmes with special reference to:
  - (i) excellence;
  - (ii) affordability and access;
  - (iii) relevance; and
  - (iv) people-friendliness and sensitivity.
- Determine the challenges that had to be addressed in developing partnerships with other higher education institutions and how they were addressed in the past. The research also attempted to give possible recommendations for establishing future partnerships and to shed light on the role that a sound research base can play in modifying and updating the delivery of teacher education programmes.
- Determine the main challenges for leaders and managers in steering future teacher education into the right direction, thus fulfilling the needs and expectations of the people of the province. Recommendations address effective communication with staff and students in the way forward in this regard.

After determining the goals and objectives of the research as outlined in 1.6, the research analysed the challenges that faced the transformational leaders and managers of the NIHE with regard to the provisioning of teacher education programmes. Some key concepts used in the analysis of the situation are clarified in 1.7.

## 1.7 CLARIFICATION OF CONCEPTS

Some concepts have to be clarified as they have specific relevance to the research. The concepts **transformation** and **change** in the higher education environment, as well as the concept **transformational leaders** and general challenges they are faced with, are clarified. The third concept that is clarified is **teacher education programmes**, as it forms a key focus of the research.

### 1.7.1 Transformation and change in higher education

The research focused on leadership in an environment of transformation and change in the higher education sector. The question is often raised what the differences or similarities are between **transformation** and **change** and whether these concepts could be regarded as being synonymous. According to Raubenheimer (1996), they are not synonymous processes. In his view transformation is a precondition for change to take place. Table 1.1 gives a comparison of these processes and explains the differences.

**Table 1.1: Transformation and change (Source: Raubenheimer, 1996)**

| Change   | Transformation  |
|--|---|
| A physical process<br>Simple<br>Time specific<br>Happens externally to the human being<br>Embodied in policy | Demands a process – involves human beings<br>Complex<br>Takes time – usually more than we anticipate<br>Requires exceptional skills and reorientation<br>Does not have a final script |

Goss (1996) explains the distinction between transformation and change as follows: Transformation is the function of altering your being, that is, of creating something that is currently not possible in your reality; change is a function of

altering what you are doing, that is, of improving something that is already possible in your reality.

The National Commission on Higher Education (NCHE) (1996) described the need for transformation of higher education in South Africa as a result of two sets of factors: firstly, the profound deficiencies of the then present system which inhibit its ability to meet the moral, social and economic demands of the new South Africa, and secondly, a context of unprecedented national and global opportunities and challenges. They were of the opinion that these factors required reorientation and innovation.

In view of these two sets of factors and the fact that higher education is offered by a diverse range of institutions, a number of integrated interventions have taken place, a process which has made stiff demands on leadership. Transformation is characterised by high levels of complexity and uncertainty (Gharajedaghi, 1999) and transformation at colleges of education is no exception. According to the NCHE (1996), transformation in this sector would need to be implemented in three broad phases:

1. During the initial phase of the transformation strategy the Minister of Education would initiate discussions required to resolve the future location of colleges of education.
2. During the second phase the emphasis would fall on the establishment of the comprehensive planning approach to higher education proposed by the Commission as well as on the finalisation of all outstanding issues concerning the public funding framework.
3. The incorporation of colleges of education into the higher education sector would be completed in phase three.

Against the higher education transformation agenda in South Africa and its related goals for transformation of colleges of education, there is a need to note

the special circumstances and conditions that influence the provision of teacher education in the Northern Cape Province. A detailed discussion on the specific circumstances in the Northern Cape follows in Chapter 2 and important background information is given to clarify the conditions in which higher education teacher education programmes would be offered in the province.

### **1.7.2 Transformational leadership and general challenges faced by transformational leaders**

Transformational leaders have to take the higher education institutions to which they are assigned from their present situation to some future condition that would bring about the expected change. This brings about various transformational challenges facing them and which require democratic and transparent facilitation.

The research focused on the role that transformational leaders played in the provisioning of teacher education programmes at the National Institute for Higher Education in the Northern Cape Province. The offering of these programmes had to be transformed from programmes offered at a college of education level which resonates under the Further Education and Training (FET) Band to the Higher Education (HE) Band. The question thus arises: What characteristics and qualities are indicative of effective transformational leadership?

In the process of transformation Sekoane (2000) views the leaders as persons with vision, integrity and courage. Leaders would rather facilitate than instruct or obstruct and would steer their institutions in an inclusive way that is driven by people.

Kapp (2000) describes transformational leaders as change agents and persons that take risks. He views them as flexible persons who are open and willing to learn from experience.

Reinhardt (2004) also mentions some characteristics of effective transformational leaders: they should be good communicators who share their vision with their followers in such a manner that the followers' attention is focused on the vision of the institute they belong to, and furthermore, they should direct them to work toward a desired outcome.

Transformational leaders have to face many challenges in the higher education sector. A detailed discussion follows in Chapter 3 which provides a literature overview on transformational leadership in higher education. Many transformation actions such as size and shape, accessibility, mode of delivery and knowledge structures would have an impact on the provisioning of teacher education programmes at the NIHE. Such actions produced many challenges for the leadership of the NIHE. They will be dealt with in Chapter 3. It would then be of importance to clarify the concept **teacher education programmes**.

### **1.7.3 Teacher education programmes**

Currently higher education institutions in South Africa follow a programme-based approach, where a programme refers to the contents and offering of a distinct and well-defined configuration of knowledge, the successful study of which leads to a standard qualification (NCHE, 1996:10). For the purpose of the research the successful completion of the study of teacher education programmes would lead to a standard teacher qualification.

According to the National Teacher Education Audit on Colleges of Education (EDUPOL, 1996) a need existed for alternative models of teacher education and institutions were encouraged to pilot new models such as a modular design of courses, the use of mixed media and an internship component. This would play an important role in the selection and provisioning of teacher education programmes at the NIHE where accredited teacher education programmes had to be offered in collaboration with other existing universities.

As the research focused on the selection and provision of teacher education programmes at the NIHE in the Northern Cape, the proposals of the Minister of Education on programme delivery at the institute would play an important role in this regard. The Minister of Education (Office of the Director-General, 2001) proposed that the newly established institute in the Northern Cape Province would need to strive to provide teacher education programmes that would contribute to the national development and transformation agenda by preparing educators who would:

- be able to function effectively in the particular circumstances of the region;
- have an appreciation of the profession and the unique role of the educator in broader society;
- have key competences that are necessary for effectiveness in the profession; and
- appreciate the need for ongoing professional development in accordance with the principles of lifelong learning.

The research reflected on the process of transformation at the NIHE and analysed in what measures the leadership team of the institute fulfilled the expectations of the Provincial Ministry with regard to the provisioning of teacher education programmes in the Northern Cape.

## **1.8 RESEARCH DESIGN AND METHODOLOGY**

A systematic investigation was carried out to collect data in order to analyse and interpret an educational phenomenon. Paragraph 1.4 formulates the research problem that was investigated. It can be summarised as an investigation into the provisioning of teacher education programmes at the National Institute for Higher Education that would fulfil the needs, demands and expectations of the people of the Northern Cape Province in South Africa.

For the purpose of the research a structured pilot survey was carried out. One week later the official survey was launched. A qualitative approach was followed where respondents were requested to anonymously complete a questionnaire (Appendix A) which consisted of three research questions which are provided in Table 1.2.

**Table 1.2: Research design**

| <b>RESEARCH TOPIC</b>   |  |   |
|---|--|---|
| <b>Transformational Leadership: Challenges for leaders at the National Institute for Higher Education in the Northern Cape Province (South Africa)</b>  |  |   |
| <p><b>Research question 1</b></p> <p>What is the significance of the role that transformational leaders and managers played in carrying out a needs analysis in order to provide teacher education programmes at the National Institute for Higher Education that would address the needs and expectations of the province?</p> | <p><b>Research question 2</b></p> <p>Does the delivery of teacher education programmes at the National Institute for Higher Education fulfil the demands and expectations of the people of the Northern Cape Province?</p> | <p><b>Research question 3</b></p> <p>With regard to the provision of teacher education programmes at the National Institute for Higher Education, where are leaders and managers in the process of transformation now and toward what ends are the leadership directed?</p> |
| <p><b>Respondents had to answer three questions in this category.</b></p>   | <p><b>Research background was given to respondents in this regard to enable them to give informative answers on six questions.</b></p>   | <p><b>Respondents were requested to give their views in this category by answering five questions.</b></p>  |

The researcher identified three target groups to be involved in the survey. These groups had prominent leadership roles regarding academic matters such as the provisioning of teacher education programmes at the National Institute for Higher Education. Table 1.3 provides the research methodology applied in this research.

**Table 1.3: Research methodology**

| LEADERSHIP TEAM   | TEACHER EDUCATION PROGRAMMES   | TEAM STRUCTURE  | DATA COLLECTION   | RESPONSES   |
|---|--|---|---|---|
| <p>The leadership team of the Education Unit at the National Institute for Higher Education (Northern Cape)</p> | <p>The following teacher education programmes are offered by this unit:</p> <p>Certificates:</p> <ul style="list-style-type: none"> <li>• Advanced Certificate in Education</li> <li>• Postgraduate Certificate in Education</li> </ul> <p>Degrees:</p> <ul style="list-style-type: none"> <li>• BEd</li> <li>• BEd (Hons)</li> </ul>  | <p>One (1) Co-ordinator who acts as the head of the team</p> <p>Three (3) Heads of Department</p> <p>One (1) Senior Lecturer</p>  | <p>The full team, comprised of five (5) members were requested to complete the questionnaire. One (1) Head of Department, who had been involved in teacher training for 24 years and retired at the end of 2007, was also requested by the researcher to complete a questionnaire.</p>            | <p>Six (6) questionnaires were returned.</p>  |
| <p>The Centre for Professional Development at the National Institute for Higher Education (Northern Cape)</p>   | <p>The following programmes were offered in all four regions of the Northern Cape Province:</p> <ul style="list-style-type: none"> <li>• Mathematical Literacy</li> <li>• Life Orientation</li> <li>• Advanced Certificate in Education: Mathematics</li> <li>• Advanced Certificate in Education: Science</li> <li>• Advanced Certificate in Education: Technology</li> </ul> | <p>The Centre is managed by the Head of the Centre for Professional Development.</p> <p>The Head was assisted by three project co-ordinators, assigned to take care of specific fields of specialisation.</p> <p>Facilitators were appointed to facilitate programmes and to assist in the development of course work materials. They were assigned to take responsibility for assessment procedures.</p> | <p>The researcher requested the following persons to complete the questionnaire:</p> <p>The Head</p> <p>One co-ordinator, as the other two co-ordinators formed part of the leadership team of the Education Unit</p> <p>Four facilitators appointed in permanent positions at the institute.</p> | <p>All members (six in total) of the team identified by the researcher to answer a questionnaire returned completed questionnaires.</p> |

**Table 1.3: Research methodology (Continued)**

| <b>LEADERSHIP<br/>TEAM</b>  | <b>TEACHER<br/>EDUCATION<br/>PROGRAMMES</b>   | <b>TEAM<br/>STRUCTURE</b>   | <b>DATA<br/>COLLECTION</b>  | <b>RESPONSES</b>  |
|---|---|---|---|---|
| <p>The Board of the National Institute for Higher Education (Northern Cape)</p> | <p>The Board led the institute from October 2006 and gave the interim leadership and management team permission to continue in 2007 with higher teacher education programmes as offered from 2004.</p> <p>A draft strategic plan for a three-year period, 2008 – 2010, was documented by the head of the institute to be approved by the Board.</p> | <p>The Board, appointed by the Minister of Education, comprises of:</p> <p>The Chairperson of the Board (head of group):</p> <p>Five institutional representatives</p> <p>Six members from different environments</p> <p>The head of the institute</p> <p>Total: 13</p> | <p>All Board members were requested to complete a questionnaire. As the members were not part of the developments that took place from 2003 – 2006 at the institute, the researcher requested applicable extracts which relate to teacher education programmes from the minutes of Board meetings.</p> <p>After Board meetings were held, the head of the institute gave verbal feedback to the academic staff on future selection and provision of teacher education programmes.</p> | <p>Applicable sections obtained from minutes of Board meetings.</p> <p>Minutes of verbal feedback by the head of the institute.</p> <p>The National Institute for Higher Education (Northern Cape) Draft Strategic Plan, 2008 – 2010 compiled by the head of the institute.</p> <p>Questionnaires were completed by the chairperson and one institutional representative.</p> |

## **1.9 DELIMITATION OF THE RESEARCH**

The release of The Education White Paper 3: A Programme for the Transformation of Higher Education in South Africa in July 1997 and the announcement of a National Plan for Higher Education in March 2001 called for the establishment of a National Institute for Higher Education in the Northern Cape Province.

The new policy and legislative framework for the transformation of higher education in South Africa provided an opportunity to restructure and retool colleges of education to meet the challenges that confronted teacher education, in particular, the need to improve quality, to contribute to the development of the new norms and standards in line with the requirements of the National Qualifications Framework (NQF). Teacher education also needed to develop a common vision and mission to address the broader challenge of educational transformation in South Africa (EDUPOL, 1996).

At the time of the research, the challenge of incorporating 93 PRESET (pre-service education) and 11 INSET (in-service education) colleges of education (EDUPOL, 1996) into higher education was accomplished with two exceptions. As indicated in 1.2, the colleges of education in the Northern Cape were not incorporated into other higher education institutions as they were earmarked to provide higher education in the province where no university existed.

It was a historic achievement in the Northern Cape Province when the National Institute for Higher Education was established on 23 June 2003. Teacher education programmes would constitute one of the key groupings of programmes that the new institute would have to offer (Office of the Director-General, 2001). The Office of the Director-General further identified principles and goals on the

provisioning of teacher education programmes and a detailed discussion on this matter follows in Chapter 2.

Given the scope and the environment of the location of teacher education in the Northern Cape Province, the research had a leadership focus and the researcher investigated the role of transformational leadership in the selection and provisioning of teacher education programmes at the National Institute for Higher Education in the Northern Cape Province.

### **1.10 RESEARCH LITERATURE AND THEORETICAL FRAMEWORK**

The research constituted an analytical exploration of a phenomenon that is relevant for higher education in the Northern Cape Province in South Africa. The challenges that transformational leaders faced with regard to the selection and provision of teacher education programmes at the National Institute for Higher Education were analysed. In order to report on this matter and to achieve the goals (see 1.5) and objectives (see 1.6) of this research, a literature study was done on articles and legislation sources related to the history of the establishment of the National Institute for Higher Education in the Northern Cape Province. The researcher regarded it as necessary to provide information on the developmental processes that had taken place in the establishment of a higher education institution in the province. This was done by providing a historical overview in Chapter 2.

**Transformation** is a key concept in higher education and transformational leaders face many challenges in the process of transformation and change at their institutions. The researcher did a literature study on transformational leadership and the challenges that are faced in the higher education environment, and articles, books, Government gazettes and legislation sources are provided in the list of references at the end of this document. The literature study (Chapter 3) guided the researcher in designing a questionnaire to collect

information for the research done and to do an analysis thereof. Relevant aspects studied regarding transformational leadership made it possible for the researcher to draw conclusions and to provide recommendations for leaders to consider for future selection and provisioning of teacher education programmes at the National Institute for Higher Education.

The Nexus Database indicated that the following research was recently carried out in South Africa under the research topic of “Transformational Leadership”:

- ***EMPOWERING MANAGERS OF SECONDARY SCHOOLS IN THE EASTERN CAPE: A TRANSFORMATIONAL LEADERSHIP ANALYSIS***

Author: Mandana, C.D.

Year of completion: 2007

- ***TRANSFORMATIONAL LEADERSHIP AT A HIGHER EDUCATION INSTITUTION***

Author: Van Niekerk, M.M.

Year of completion: 2006

- ***THE TRANSFORMATIONAL LEADERSHIP ROLE OF THE SCHOOL PRINCIPAL***

Author: Nzimande, E.M.

Year of completion: 2003

Other researchers' papers on the topic prior to 2003 are:

- ***SOUTH AFRICAN HIGHER EDUCATION INSTITUTIONS AS LEARNING ORGANISATIONS: A LEADERSHIP PROCESS MODEL***

Author: Van der Westhuizen, A.J.

Year of completion: 2002

- ***A PROCESS ANALYSIS OF INSTITUTIONAL TRANSFORMATION AT THE PU FOR CHE***

Author: Sekoane, O.G.

Year of completion: 2000

### **1.11 ETHICAL CONSIDERATIONS**

Since the early 1970s there has been an increased awareness of ethical considerations in research involving people (Keeves, 1990). Participants in the research had to provide their personal understandings of and viewpoints on the provisioning of teacher education programmes at the National Institute for Higher Education. They also had to report on the process of transformation and change at their institution.

The researcher ensured respondents of confidentiality and strove to provide accurate information relevant to the goals of the research. No minimising or exaggerating of the demands of the research took place and the researcher consequently did not mislead the involved audience about the benefits of the investigation.

Results and recommendations of the research are available to interested respondents.

### **1.12 CHAPTER BREAKDOWN**

The research on Transformational Leadership: Challenges for leaders at the National Institute for Higher Education in the Northern Cape (South Africa) is presented in the following six chapters:

**Chapter 1:** In the first chapter the reader is orientated and provided with the problem statement and research questions which the researcher aimed to

answer. The background to the research topic, as well as the delimitation/scope of the research, is given. Concepts relevant to the research are clarified.

**Chapter 2:** The second chapter provides a historical overview of the process of transformation at the National Institute for Higher Education in the Northern Cape Province. Background information and an overview of important processes in incorporating the Amalgamated Phatsimang/Perseverance Colleges of Education into higher education are given. The establishment of the new higher education institute where higher education programmes are offered is explained and discussed.

**Chapter 3:** In the third chapter the literature review on transformational leadership in higher education is presented and the challenges with which leaders are faced are discussed. The research focused on the challenges associated with the selection and provision of teacher education programmes offered at NIHE that would suit the expectations and needs of the Northern Cape Province.

**Chapter 4:** The fourth chapter provides the research design and methodology applied in the research.

**Chapter 5:** In the fifth chapter the researcher reports on the findings of the research and analyses them.

**Chapter 6:** In the last chapter a synthesis is provided of the research, conclusions are drawn from the findings and recommendations are made.

### **1.13 CONCLUSION**

This chapter (Chapter 1) describes the demand for transformation and change in higher education with specific reference to transformation of teacher education from FET level to the higher education sector in South Africa. The research focuses specifically on the selection and provision of teacher education programmes at the newly established National Institute for Higher Education in the Northern Cape.

The interim leadership and management team of the institute faced many challenges and so does the new appointed Board (2006). The focus of the research is on the challenges faced by the leadership teams of the institute and how it was addressed in the best interest of the province.

Chapter 2 follows with a historical overview of the transformation process that took place since the incorporation of The Amalgamated Phatsimang/Perseverance Colleges of Education into the higher education sector with the establishment of the National Institute for Higher Education in the Northern Cape Province.

## CHAPTER 2

### THE ESTABLISHMENT OF THE NATIONAL INSTITUTE FOR HIGHER EDUCATION IN THE NORTHERN CAPE PROVINCE (SOUTH AFRICA): A HISTORICAL OVERVIEW

#### 2.1 INTRODUCTION

##### 2.1.1 The Northern Cape Province: Area and location

South Africa covers a land area of 1 219 090 square kilometres. The country is divided into nine provinces. Figure 2.1 illustrates the fact that the biggest of the nine provinces is the Northern Cape, with an area of 361 830 square kilometres. This implies that the Northern Cape Province covers 29.68% of the land area of South Africa (Northern Cape Tourism Authority, 2008).



Figure 2.1: Map of South Africa and the Northern Cape Province

### 2.1.2 Population

The population figures for the Northern Cape Province and South Africa for the years 1996, 2001 and 2007, as provided by Statistics South Africa (2008), are presented in Table 2.1.

**Table 2.1: Population: The Northern Cape Province in South Africa**

Source: Statistics South Africa, 2008

| <b>YEAR</b>                          | <b>1996</b> | <b>2001</b> | <b>2007</b> |
|--------------------------------------|-------------|-------------|-------------|
| <b>Northern Cape Province</b>        | 840 321     | 822 727     | 1 050 060   |
| <b>South Africa</b>                  | 40 583 573  | 44 819 778  | 43 997 828  |
| <b>% Northern Cape: South Africa</b> | 2.07%       | 3.69%       | 2.39%       |

Table 2.1 indicates the low population rate of the Northern Cape Province in relation to that of the country as a whole. It also shows a low population density for the Northern Cape Province of 2 to 3 people per square kilometre.

### 2.1.3 Provisioning of higher education in South Africa and in the Northern Cape

In the period 1990 – 1994 there were 36 higher education institutions in South Africa (Cloete et al., 2002), but after the first democratic elections in the country in 1994, the large higher education system was transformed by the reduction of the 36 institutions to 23 public higher education institutions.

Prior to June 2003 the Northern Cape was one of the two provinces (Mpumalanga being the other the other province) in South Africa where no higher education institution existed. Higher education programmes had previously been offered in the Northern Cape by other universities, like the University of South Africa (UNISA), Vaal University of Technology (VUT), the Central

University of Technology in the Free State (CUT), North-West University and the University of the Free State. They operated from different delivery sites in the province and followed distance and part-time programmes in education (National Institute for Higher Education, 2008).

The Northern Cape Provincial Government faced factors like the widespread area (see 2.1.1) and sparse population (see 2.1.2) which presented challenges to secure the skills necessary to drive both growth and development in the province. A third factor that presented a challenge for the province was that the tertiary education level of the Northern Cape population was far below the national average. In 2007 only 3.1% of the Northern Cape population over the age of 20 had tertiary education, which was far below the estimated national average of 9.1% (National Institute for Higher Education, 2008).

The establishment of a higher education institution was a burning vision and dream of the premier of the province, Mr M. Dipico, which was articulated for the first time at his inaugural address in 1994 (Kgomo, 2004). The question arose: Would the people of the province really benefit from establishing a higher education institution in the province? Would it be possible for the province to provide enough young people to enrol for higher education programmes? Provincial school statistics and Grade 12 examination results could possibly give an indication if it would be viable and in the interest of the people of the province to establish a higher education institution in their region.

The vision of the NIHE, as described in paragraph 2.9 is “to become the leader in the provision of quality higher education in the Northern Cape”, would require input from different sectors and stakeholders in the province. One would assume that teacher education at the institute would deliver qualified teachers for schools in the province. Relevant information with regard to schools, educators, teachers and learners would possibly have an impact on the programmes to be

offered at the institute and the leadership of the institute might consider such statistics in accomplishing strategic goals (see 2.11).

## 2.2 NORTHERN CAPE SCHOOL STATISTICS

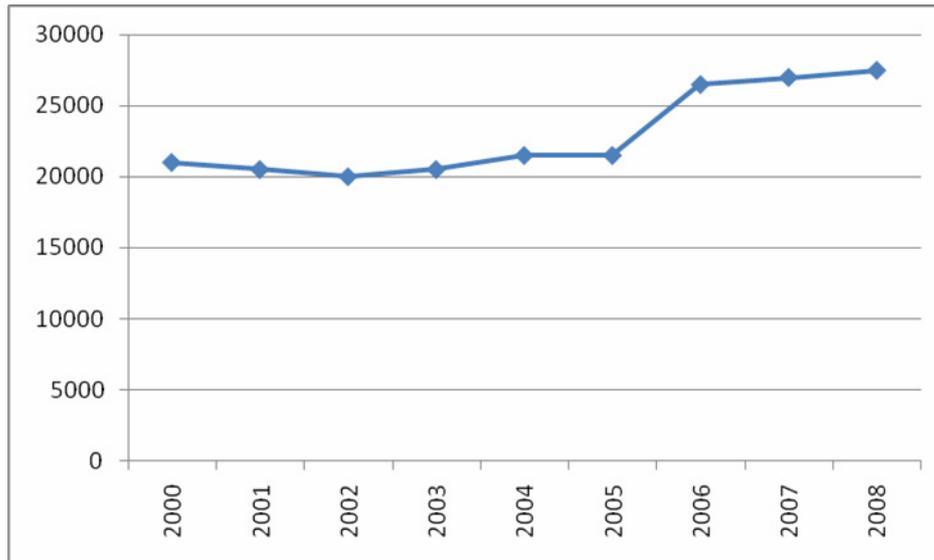
The 10<sup>th</sup> day School Survey executed by the Education Management Information Systems (EMIS) of the Northern Cape Department of Education (2008) stated that there were 267 381 learners in public and private schools in the province.. One might ask if teacher education would impact on successful schooling for the 267 381 learners in the province. With the focus of the research on the selection and provision of suitable teacher education programmes at the NIHE, the statistics provided in Tables 2.2 and 2.3 and Figure 2.2 were very helpful.

**Table 2.2: Comparative data of learners in ordinary public and independent schools by Northern Cape District from 2000 – 2008**

Source: Northern Cape Department of Education: 2008

| <b>Northern Cape District</b> | <b>Year 2000</b> | <b>Year 2001</b> | <b>Year 2002</b> | <b>Year 2003</b> | <b>Year 2004</b> | <b>Year 2005</b> | <b>Year 2006</b> | <b>Year 2007</b> | <b>Year 2008</b> |
|-------------------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|
| <b>Frances Baard</b>          | 82 145           | 80 613           | 78 764           | 77 706           | 82 512           | 82 397           | 80 263           | 87 772           | 86 627           |
| <b>Kgalagadi</b>              | 0                | 0                | 0                | 0                | 0                | 0                | 54 318           | 60 143           | 61 529           |
| <b>Namaqua</b>                | 23 770           | 23 560           | 23 515           | 23 745           | 23 766           | 24 202           | 23 601           | 23 616           | 23 399           |
| <b>Pixley-KaSeme</b>          | 42 005           | 40 911           | 40 301           | 40 918           | 42 691           | 42 839           | 42 477           | 43 252           | 45 158           |
| <b>Siyanda</b>                | 56 175           | 55 446           | 55 706           | 59 088           | 61 090           | 61 844           | 62 857           | 51 130           | 50 668           |
| <b>Totals: Provincial</b>     | 204 095          | 200 530          | 198 286          | 201 457          | 210 059          | 211 282          | 263 516          | 265 913          | 267 381          |

Figure 2.2 illustrates a 23.7% learner growth in Northern Cape schools over a nine-year period. One of the main reasons for the growth was that 199 schools from the neighbouring North-West Province were incorporated into the Kgalagadi region in the Northern Cape, as indicated in Table 2.2.



**Figure 2.2: Learner numbers in Northern Cape schools: 2000 – 2008**

Taking the above learner statistics in the Northern Cape into consideration (Table 2.2 and Figure 2.2), it might be useful to study the broader school profile in the province. The current (2008) status is that there are 619 registered ordinary public and independent schools in the Northern Cape. These schools are made up of the following:

- 355 primary schools with 128 172 learners and 4 149 educators
- 109 secondary schools with 67 060 learners and 2 510 educators
- 126 intermediate schools with 59 600 learners and 2 002 educators
- 29 combined schools with 12 549 learners and 522 educators.

(Northern Cape Department of Education, 2008)

The above-mentioned statistics show that there are 619 ordinary public schools with 267 381 learners and 9 183 educators. The Northern Cape Provincial learner:educator ratio is calculated as 29 learners:1 educator. In an interview with the head of the EMIS unit at the Provincial Department of Education, it was stated that only raw data is available on educators' qualifications and the fields of specialisation in which they teach. An analysis of the data still needed to be done to determine possible teacher shortages experienced in certain fields of specialisation in schools. The possibility that some teachers were trained in a specific learning phase or learning area, but not teaching in that phase or area, would also have to be investigated in future research (Mothibi, 2008).

The call for the NIHE to provide higher education programmes that would fulfil the needs and demands of the Northern Cape Province could only be addressed if the needs of the province were determined. Effective planning could only take place if such information became available as this could guide the leadership of the institute to plan for teacher education programmes to be offered that would suit the needs of the schools in the province. Rendering teacher education programmes were thus required to be in line with the needs of schools in the province.

Statistics on the pass rate of Grade 12 learners and those who qualify for entering into higher education programmes would provide guidance in expected numbers of students at the higher education institute. Statistics on the Senior Certificate examination for 2005 – 2007 (published in 2008) are provided in Table 2.3.

**Table 2.3: Senior Certificate examination results, Northern Cape Province**

Source: Northern Cape Education Department

| Candidates:<br>Examination details | 2005  | 2006  | 2007   |
|------------------------------------|-------|-------|--------|
| Number who wrote                   | 7 825 | 7 495 | 10 158 |
| Number who obtained endorsement    | 1 198 | 1 163 | 1 208  |
| Number without endorsement         | 4 974 | 4 590 | 5 933  |
| Number who failed                  | 1 653 | 1 742 | 3 017  |

Figure 2.2 shows the increase in learner numbers in Northern Cape schools over a nine-year period. On analysing the data in Tables 2.2 and 2.3 one comes to the conclusion that there were a reasonable number of young people who qualified and would have been interested in entering into higher education programmes. The fact that the Northern Cape Department of Education had a good track record and had been one of the top three provincial school systems with regard to Grade 12 pass levels strengthened the possibility. In 2002 and 2003 the Northern Cape was the top province and was second and third in subsequent years until 2007 (Northern Cape Department of Education, 2008). Statistics like these show that the people of the province could benefit from the opportunities a higher education institution could offer them.

### **2.3 THE CALL FOR A HIGHER EDUCATION INSTITUTION IN THE NORTHERN CAPE PROVINCE**

The negative impact of the absence of a higher education institution in the Northern Cape was a matter of great concern to the Provincial Government for a number of years. The call to establish a higher education institution in the province was thus made at the highest level in the Provincial Government. The Provincial Government, through the Provincial Department of Education, continued to keep the idea of a higher education institution on the agenda of the National Ministry of Education (Office of the CEO, 2004).

The concern regarding the above-mentioned negative impact grew out of the realisation of the role such an institution could play in the development of the province. It came at a time when more than before the focus of the Provincial Government was on training for service delivery. Effectively trained personnel would play a key role in meeting the demands of the province which pushed for economic development, following the completion of its strategy for economic regeneration (Office of the CEO, 2004). More detail on personnel is given in paragraph 2.11.4.

The implementation of such a strategy would require skilled human resources and the Northern Cape Province would look to the proposed institute to play a major role in providing higher education training opportunities required in the province.

On 23 June 2003 (see paragraph 1.9) the NIHE was launched and it was viewed by Kgomo (2004) as a provincial as well as a national breakthrough – the inception of a new organisational structure in South Africa's integrated higher education system.

#### **2.4 THE INCORPORATION OF THE AMALGAMATED PHATSIMANG/PERSEVERANCE COLLEGES OF EDUCATION INTO THE HIGHER EDUCATION SECTOR**

The release of The Education White Paper 3: A Programme for the Transformation of Higher Education in July 1997 and the proclamation of the Higher Education Act (Act no. 101 of 1997) in December 1997 brought to a close the policy and legislative process for the transformation and reconstruction of the higher education system which began with the establishment of the National Commission on Higher Education (NCHE) in early 1995 (Department of Education, 1998).

The policy and legislative framework were underpinned by the notion that if the higher education system were to be transformed to redress past inequalities, to serve a new social order, to meet pressing national needs and to respond to new realities and opportunities, it needed to be planned, governed and funded as a single coordinated system. This required a process where all colleges of education had to be transformed and incorporated from the Further Education and Training (FET) sector to the Higher Education (HE) sector (Department of Education, 1997).

The new framework provided new opportunities to restructure and retool colleges of education to meet the challenges that confronted teacher education. This was especially true for the situation at the then amalgamated Phatsimang/Perseverance Colleges of Education, located in Kimberley, the capital of the province. The Northern Cape Provincial Government viewed these colleges to serve as the focal point for the coherent provision of higher education programmes in the province. The programmes offered at the NIHE needed to link with the regional social, economic and labour market needs of the province (Ministry of Education, 2001).

Over many years the Amalgamated Phatsimang/Perseverance Colleges of Education gave citizens of the Northern Cape Province the opportunity of access to teacher education programmes at FET level. In the new higher education dispensation these teacher education programmes had to be phased out while new teacher education programmes on HE level were phased in as the existing colleges of education had to be transformed and incorporated into the higher education sector.

At the beginning of 2001 students of the institute in the Northern Cape Province were given the opportunity to enrol in higher education programmes sourced by the North-West University. This university was earmarked as the collaborating partner for the NIHE, and the academic staff of the institute (Colleges of

Education) continued to facilitate these programmes. In 2004 the NIHE was instructed by the Higher Education Branch of the Department of Education to terminate the partnership with the North-West University. A new partnership with the University of the Western Cape was established and the delivery of its programmes was implemented from the beginning of 2005 (National Institute for Higher Education, 2008).

Table 2.4 gives a summary of teacher education programmes offered at the institute as teachers obtained their qualifications from 2000 – 2007.

## **2.5 LEADERSHIP AND GOVERNANCE STRUCTURE**

At the beginning of 2003 the Northern Cape Provincial Administration appointed an interim management team who had to lead the newly established higher education institute. An interim Chief Educational Officer (CEO) was appointed to commence the initial work of leadership and management of the institute. The management structure was strengthened with the secondment of two deputy heads to head the strategic core of academic and research and corporate services.

The Ministry expected that governance of the modern higher education institute would embrace principles of transparency, accountability, legitimacy and responsiveness (Kgomo, 2004).

The core business of the Education Unit of the NIHE (previously the Amalgamated Phatsimang and Perseverance Colleges of Education) is teacher education and is currently managed by a co-ordinator and three heads of department. The management of this unit has to report on issues concerned with teacher education to the senior management of the institute.

Another unit, also involved with teacher education, is the Centre for Professional Development. A centre manager was appointed and it was his responsibility to

manage in-service teacher education projects which were offered by the institute in the Northern Cape. He was assisted by co-ordinators in fields of specialisation (learning areas). The team was further strengthened by facilitators who facilitated teacher education programmes and assisted in the development of programme resources. The co-ordinators and facilitators took care of assessment procedures as well. Like the Education Unit, the Centre for Professional Development also had to report to the interim senior management team on related issues regarding teacher education. Chapter 5 reports on teacher education programmes offered by these units.

The governance and management structure of the NIHE obtained new status when the Minister of Education appointed the Board of the institute in October 2006. The establishment of the Board gave a new dimension to leadership and management of the institute in terms of steering the NIHE into the future as determined by its mandate.

## **2.6 KEY RESPONSIBILITIES OF THE HIGHER EDUCATION INSTITUTE**

The Northern Cape Provincial Government proposed that the governance and management structure of the institute should enable the institute to carry out their responsibilities within the broad framework of the Higher Education Act. The proposed structure had to keep in mind the long-term view, which is to cultivate academic and research expertise in the region, aimed at meeting regional challenges.

In 2001 the Northern Cape Provincial Government accepted that the proposed institute would be part of a higher education landscape which itself was still in a process of transformation in South Africa. This carried with it an understanding and expectation that the institute would be extremely sensitive to the needs of the people of the region. The Government put forward the following as key responsibilities for the transformational leaders of the institute:

- taking strategic decisions regarding the range of programmes that would be offered in the institute;
- entering into agreements with collaborating higher education institutions about how such programmes would be offered; and
- creating an environment within which these programmes would be offered most successfully.

(Office of the Director-General, 2001)

Chapter 5 reports on a survey done by the researcher on how the leadership of the institute addressed the challenges experienced in carrying out the responsibilities articulated by the Northern Cape Provincial Government.

Regarding the purpose of the research, namely to answer questions on the role played by the leadership team of the NIHE in the selection and provisioning of teacher education programmes at the institute, the Northern Cape Provincial Government recognised that the Education White Paper 3: A Programme for the Transformation of Higher Education (Department of Education, 1997) would remain the cornerstone of the transformation agenda for the new institute. The vision of a democratic, non-racial and non-sexist system would focus on:

- equity of access and fair chances to all who are seeking to realise their potential through higher education, whilst eradicating all forms of unfair discrimination and advancing redress for past inequalities;
- well-planned and co-ordinated teaching, learning and research programmes, national development needs, including the high-skilled employment needs presented by a growing economy operating in a global environment;
- a democratic ethos and a culture of human rights through educational programmes and practices conducive to critical discourse and creative thinking, cultural tolerance and common commitment to a humane, non-racist and non-sexist social order; and

- the advancement of all forms of knowledge and scholarship, and in particular addressing the diverse problems and demand of the local, national, South African and African contexts and upholding rigorous standards of academic quality.

(Ministry of Education, 2001)

Furthermore, the Ministry identified the fundamental principles of equity and redress, democratisation, quality and public accountability that should guide the process of transformation. This would play an important role in moulding the new institute into a unique institutional type with a vision and mission that would fall within the transformation agenda for higher education in South Africa.

The strategic plan for the institute was then drawn up and presented by the Office of the CEO (2004). This plan was drawn up with the understanding that the Minister of Education would have to appoint a Board at a later stage in the process of transformation. The Board was indeed appointed in October 2006 and it has been the prerogative of the Board to either accept or reject the strategic plan since assuming office.

The goals of drawing up the strategic plan for the NIHE in 2004 can be summarised as follows:

- To provide strategic direction to the management of the institute during the time that it has stewardship of the institute;
- To support the transformation imperative that higher education institutions are called upon to respond to through the policy framework that they have to operate within;
- To define the parameters that define the institute as a new institutional type, calling for new and different ways of providing higher education opportunities; To inform and direct the institute according to the strategic direction that education in the Northern Cape is poised to take as described in the new Strategic Plan for the Northern Cape Education.

(Office of the CEO, 2004)

The viewpoint of the Board was that the status quo would remain until the approval of a new strategic plan as from 2008 (Taole, 2007).

## **2.7 PRINCIPLES THAT UNDERPIN APPROACHES TO THE RESPONSIBILITIES OF THE NATIONAL INSTITUTE FOR HIGHER EDUCATION (NORTHERN CAPE PROVINCE)**

The fact that the National Institute for Higher Education has a responsibility in terms of the policy and legislative framework of the higher education system in South Africa has already been stated and the expectations of the Northern Cape Provincial Government had to be addressed by the leadership of the institute.

In selecting and providing suitable teacher education programmes, it was envisaged that the outcome of adequate qualified teachers – human capital for the Northern Cape Province – may be achieved. The leadership team considered some characteristics of “good South African teachers” in making a proper selection on teacher education programmes. The report by the Ministerial Committee on teacher education (2004) describes the following as important in this regard:

- deeper theoretical debate versus product versus process view of teachers: a teacher is always in the process of becoming;
- pragmatism: delivery of suitable teachers in the field;
- proper co-ordination and planning with regard to data: addressing the value of good mentorship and induction programmes for new employees;
- need for partnerships: the supplying of appropriate teachers is a wider public sector challenge, rather than a uniquely HE responsibility;
- need for relationships with schools: improving from the bottom up – engagement with real schools and the challenges experienced by surrounding communities, including poverty, HIV/AIDS and unemployment;

- structural problems of practice context engagement: addressing the need to engage with both non-effectively and effectively functioning schools;
- importance of balance between academic and practice/learnerships: keeping a good balance between academic and practice/experience for teachers;
- status of faculties/units of education: to shift from an “ivory tower paradigm” of the own institution to an applied engagement with schools; and
- professional development: faculties/units of education need to rely more on the South African Council for Educators (SACE) to co-ordinate continuing teacher development on the ground.

(Ministerial Committee on Teacher Education, 2004)

These guidelines, as well as the following principles would guide the leadership team in making proper teacher education programmes selection:

**Excellence.** The institute undertakes to strive for excellence in all its endeavours. The institute puts in place mechanisms that will enhance the attainment of excellence in all things that are undertaken.

**Affordability.** The institute recognises the economic circumstances of the province and the majority of its people. It thus is imperative that every effort should be made to increase access to programmes offered by the institute. To this end the principle of affordability shall remain the key in all the costing of programmes offered by the institute.

**Relevance.** The institute faces the real challenge of providing training in properly chosen fields of study.

**People-friendliness.** The institute carries high expectations of the people of the province and is expected to show sensitivity to these expectations and respond accordingly. The institute will thus have to adopt a people-friendly approach to its work, aimed at making the people of the province feel that it is there to serve them.

(Office of the CEO, 2004)

The Board of the institute extended the list of principles by stating that the province could hardly afford to have people who train and obtain qualifications in areas not relevant to the economy of the province. The principle of relevance of programmes offered in the institute would thus be one of the key considerations in making programmatic choices (National Institute for Higher Education, 2008). Two additional principles were expressed by the Board:

**Service.** A great deal rides on the success of the institute in meeting its obligations. It is under enormous pressure to meet the expectations of the people of the region. In this regard the service to the community of the Northern Cape shall remain central to what the institute does.

**Mutual respect.** The institute shall remain committed to interacting with the people of the province from a position of sensitivity to their expectations and to respond accordingly. The institute will thus strive to approach its work in such a manner that there is mutual respect for and with the people of the province.

Incorporating these principles into programme delivery at the NIHE could be contextualised in formulating strategic goals that had been set for the institute.

(NIHE Draft Strategic Plan, 2008: 9)

## **2.8 THE DELIVERY OF HIGHER EDUCATION PROGRAMMES AT THE NATIONAL INSTITUTE FOR HIGHER EDUCATION (NORTHERN CAPE PROVINCE)**

This research focused on the selection and provision of teacher education programmes at the NIHE in an environment of transformation in the higher education sector. Table 2.4 provides a summary of candidates who obtained teacher education qualifications in different teacher education programmes offered at the institute from 2000 – 2007. The collaborating partner institutions are also indicated.

**Table 2.4: Teacher education programmes offered at the Amalgamated Phatsimang/Perseverance Colleges of Education and the National Institute for Higher Education (Northern Cape): 2000 – 2007**

Sources: Programmes: Graduation ceremonies: The Amalgamated Phatsimang and Perseverance Colleges of Education/The National Institute for Higher Education (Northern Cape): 2001 – 2008

| Year | Qualification               | Number of candidates who obtained the qualification | Collaborating partner institute                         |
|------|-----------------------------|---|---|
| 2000 | Junior Primary Diploma      | 15  | Potchefstroom University for Christian Higher Education |
|      | Senior Primary Diploma      | 14  |   |
|      | Secondary Teacher's Diploma | 1   |   |
|      | Higher Diploma in Education | 48  |   |
|      |                             | <b>Total: 78</b>                                    |   |
| 2001 | Junior Primary Diploma      | 23  | Potchefstroom University for Christian Higher Education |
|      | Senior Primary Diploma      | 10  |   |
|      | Secondary Teacher's Diploma | 10  |   |
|      | Higher Diploma in Education | 119   |   |
|      | System Diploma              | 15  | National Department of Education                        |
|      |                             | <b>Total: 177</b>                                   |   |

**Table 2.4: Teacher education programmes offered at the Amalgamated Phatsimang/Perseverance Colleges of Education and the National Institute for Higher Education (Northern Cape): 2000 – 2007 (continued)**

| Year | Qualification                        | Number of candidates who obtained the qualification | Collaborating partner institute                         |
|------|--------------------------------------|---|---|
| 2002 | Junior Primary Diploma               | 17  | Potchefstroom University for Christian Higher Education |
|      | Senior Primary Diploma               | 1   |   |
|      | Senior Teacher's Diploma             | 30  |   |
|      | Higher Diploma in Education          | 47  |   |
|      | Advanced Certificate in Education    | 30  |   |
|      |                                      | <b>Total: 125</b>                                   |   |
| 2003 | Junior Primary Teacher's Diploma     | 16  | North-West University                                   |
|      | Senior Primary Teacher's Diploma     | 1   |   |
|      | Secondary Teacher's Diploma          | 10  |   |
|      | Higher Diploma in Education          | 7   |   |
|      | Advanced Certificate in Education    | 83  |   |
|      | Bachelor of Education Honours Degree | 36  |   |
|      | System Secondary Teacher's Diploma   | 5   |   |
|      |                                      | <b>Total: 158</b>                                   |   |

**Table 2.4: Teacher education programmes offered at the Amalgamated Phatsimang/Perseverance Colleges of Education and the National Institute for Higher Education (Northern Cape): 2000 – 2007 (continued)**

| <b>Year</b> | <b>Qualification</b>                 | <b>Number of candidates who obtained the qualification</b> | <b>Collaborating partner institute</b> |
|-------------|--------------------------------------|--|--|
| 2004        | Junior Primary Teacher's Diploma     | 10   | North-West University                  |
|             | Secondary Teacher's Diploma          | 1  |  |
|             | Higher Diploma in Education          | 4  |  |
|             | Advanced Certificate in Education    | 63   |  |
|             | Bachelor of Education Degree         | 31   |  |
|             | Bachelor of Education Honours Degree | 37   |  |
|             |                                      | <b>Total: 146</b>  |  |
| 2005        | Junior Primary Teacher's Diploma     | 1  | North-West University                  |
|             | Secondary Teacher's Diploma          | 4  |  |
|             | Higher Diploma in Education          | 1  |  |
|             | Advanced Certificate in Education    | 38   |  |
|             | Bachelor of Education Degree         | 34   |  |
|             | Bachelor of Education Honours Degree | 27   |  |
|             |                                      | <b>Total: 105</b>  |  |

**Table 2.4: Teacher education programmes offered at the Amalgamated Phatsimang/Perseverance Colleges of Education and the National Institute for Higher Education (Northern Cape): 2000 – 2007 (continued)**

| Year | Qualification                        | Number of candidates who obtained the qualification | Collaborating partner institute |
|------|--------------------------------------|---|---------------------------------|
| 2006 | Secondary Teacher's Diploma          | 3   | North-West University           |
|      | Higher Diploma in Education          | 1   |                                 |
|      | Advanced Certificate in Education    | 20  |                                 |
|      | Bachelor of Education Degree         | 71  |                                 |
|      | Bachelor of Education Honours Degree | 15  |                                 |
|      | Advanced Certificate in Education    | 17  | University of the Western Cape  |
|      |                                      | <b>Total: 127</b>                                   |                                 |
| 2007 | Advanced Certificate in Education    | 2   | North-West University           |
|      | Bachelor of Education Degree         | 65  |                                 |
|      | Bachelor of Education Honours Degree | 18  |                                 |
|      |                                      | <b>Total: 85</b>                                    |                                 |

The Centre for Professional Development at the NIHCE offered in-service teacher education programmes to teachers in the Northern Cape. It made it possible for teachers to upgrade their qualifications or to re-direct their career paths as teachers. In 2006 the centre awarded 232 certificates to teachers who attended Mathematical Literacy and Life Orientation programmes. At the beginning of 2008, 66 teachers completed a Mathematics Education Programme and 48 teachers completed a Science Education programme. Another Mathematics, Science and Technology programme was offered by the centre

and 101 teachers completed the programme. All these programmes were offered in collaboration with the University of the Western Cape.

The above information and the data in Table 2.4 show that the institute provided teacher education opportunities to in-service teachers and delivered a substantial number of new, qualified teachers over the years. It is possible that the services of these teachers could have contributed positively in meeting the educational needs in the Northern Cape. On analysing the information on different programmes offered at the institute in the process of transformation and change from the Further Education and Training level to the higher education level, it becomes clear that the institute strove to support the transformational imperatives that South African higher education institutions had been called upon to do and that new ways of providing higher education opportunities were thus addressed.

## **2.9 THE VISION OF THE INSTITUTE**

The vision of the institute was seen by the CEO (Office of the CEO, 2004) as a collective effort of the institute that would be used to galvanise the organisation around a common purpose. It was the intention that when the Board was appointed an opportunity would be created for a vision of the institute to be drawn up.

The vision statement for the NIHE was indeed drawn up by the Board of the institute. The Board based its statement on the vision first captured in the Education White Paper 3 (Department of Education, 1997). The document stated that higher education should operate in a single, equitable, high quality, economically and socially responsive, sustainable national system. The Board regarded the National Institute for Higher Education (Northern Cape) as an establishment of the transformed higher education system in South Africa and thus called upon the institute to fulfil a mandate that derived from the broader

goals of a transformed higher education system in the country. The key mandate was the need to respond to the call for increasing access to higher education opportunities to many people in the Northern Cape who would otherwise not have the opportunity for higher education studies. The NIHE stated its vision as follows:

*“To become the leader in the provision of quality higher education in the Northern Cape”* (NIHE, 2008: 8)

## **2.10 THE MISSION OF THE INSTITUTE**

In line with the vision of the institute, the Board considered the mandate of co-ordinating and facilitating the provision of higher education programmes in the province. The mission was defined as contributing to the provision of opportunities for quality, relevant, sustainable higher education in the Northern Cape Province through collaboration with other higher education institutions. The institute would seek to realise this mission by:

- determining the needs in the province for higher education programmes;
- negotiating agreements with partner higher education institutions for delivery of these programmes;
- providing support for the delivery of higher education programmes in the province; and
- providing informed, considered, strategic advice to the Minister of Education on higher education issues in the province.

(NIHE, 2008)

It could thus be expected that the institute would recognise the importance of providing suitable teacher education programmes at the institute which, in turn, would be tied to the notion of delivering teachers who could positively contribute to the educational needs of the Northern Cape. The research reports on this

issue and provides recommendations for future developments in Chapters 5 and 6.

## **2.11 STRATEGIC GOALS IN THE PROVISIONING OF HIGHER EDUCATION PROGRAMMES AT THE NATIONAL INSTITUTE FOR HIGHER EDUCATION (NORTHERN CAPE)**

The strategic goals expressed by the Director-General (Office of Director-General, 2001) for the leadership of the NIHE to consider are discussed in the following section (1.11-2.14).

### **2.11.1 Consolidation of the establishment of the institute**

The appointment of the Board of the institute would pave the way for the institute to obtain legal status and be fully incorporated into the Higher Education Division in the National Department of Education as part of the country's higher education landscape. The strategic goals expressed a commitment to build a management and administrative structure that would enable the institute to carry out the functions of co-ordinating and facilitating the provision of higher education programmes in the province. This would be done in partnership with higher education institutions identified in a framework document by the Minister of Education for the implementation of the establishment of the institute (Office of the CEO, 2004).

A key activity relating to this strategic goal would be to develop a structure that would be able to carry out the functions of managing and administering programmes of the institute within financial parameters that exist in the higher education environment. This would enable the Board of the institute to take over the structure, which in turn would be supported by the National Department of Education, through the Higher Education Vote (Office of the CEO, 2004).

By addressing the above-mentioned goal, an important role would be fulfilled in the way forward. This research reports on the co-ordinating and facilitating of the provision of teacher education programmes at the NIHE.

### **2.11.2 Delivery of programmes that address the economic and development needs of the region**

It was the view of the Northern Cape Provincial Government that the greatest challenge for the NIHE would be to select programmes that would be relevant to the needs of the region. Teacher education programmes would form part of the proposed beginning range of programmes that would be offered at the institute (Office of the Director-General, 2001).

A major part of this endeavour would be the institute's ability to carry out a thorough exercise of analysing the needs of the people of the region. The institute would further be challenged to anticipate future needs, thus seeing its role as going beyond the present. In this regard the institute would need to have strong foresight capabilities that would enable it to develop good plans for future programme offerings (Office of the Director-General, 2001). Statistics provided thus far in Chapter 2 might impact on the selection and delivery of teacher education programmes at the NIHE.

### **2.11.3 The increase of participation of students from poor and rural communities in programmes of the institute**

The Office of the CEO (2004) urged the institute to put mechanisms in place to ensure that student enrolments would represent the demographic pattern of the province. Recruitment and marketing should strive to help the institute to achieve this strategic goal. This challenge should, therefore, also be addressed with regard to opportunities explored for students to gain access to teacher education programmes at the institute.

The view of the Board is currently (2008) that it would be the function of the NIHE to take responsibility for recruitment, admissions and registration of students. The goal might possibly be addressed in carrying out this function.

#### **2.11.4 The creation of an environment in conformity with a higher education experience for both staff and students of the institute**

Students who enrolled for programmes at the institute would have the expectation that they would have the same experience that they would have if they went to any other higher education institution. This would place considerable pressure on the institute to provide a comparable quality of student life. The institute would thus be expected to show interest in the quality of student life by providing welfare services which might include guidance, counselling and other student activities, such as accommodation, sport and cultural activities.

In the past the Students' Representative Council played an important role in this regard. The Board expressed the view that in future the partner institutions would have to take responsibility for such activities and that the student body would fall under the institute whose programmes are offered at the NIHE (Taole, 2007).

By 2007 the personnel complement at the NIHE totalled 85, of which 26 were teaching positions while 59 positions were filled by managers and administration personnel. The Draft Strategic Plan for the institute (National Institute for Higher Education, 2008) stated that the institute would be responsible for providing administration personnel required to support the delivery of programmes of partner institutions. They indicated that in future the policy regarding the employment of teaching staff would be the responsibility of partner institutions. It was viewed as a phase in process and saw it as the institute's obligation to provide teaching staff for pipeline students in current programmes. This process would depend on the contracts governing the delivery of these programmes.

There is uncertainty amongst teaching staff in this regard. This research reports in Chapter 5 on different perspectives. According to the survey, some of the leaders of the different units were of the opinion that the institute should develop into a fully-fledged, autonomous higher education institute and that the personnel of the institute should be given the opportunity to develop programmes that would be in the interest of the people of the province.

The Board views the strategic goals as carrying out the mandate of the institute, namely to co-ordinate the provision of higher education programmes in the Northern Cape Province through collaboration with other higher education institutions. Two strategic goals for the term 2008 – 2010 are formulated as follows:

- To support the continued delivery of the current suite of higher education programmes begun during the interim operating phase of the institute until they are replaced by a new programme bouquet.
- To complete the development of structure, systems and operational procedures for the delivery of quality, relevant higher education programmes in collaboration with partner higher education institutions.

The first goal does not preclude the possibility of introducing new programmes in the event that such programmes are required.

(National Institute for Higher Education, 2008: 10)

The Board has developed governance and management structures intended to enable the institute to achieve these goals.

## **2.12 INFRASTRUCTURE**

The institute currently operates from two campuses in Kimberley. One campus is at the former Phatsimang/Perseverance Colleges of Education, located in

Galeshewe, and the other is in the former Northern Cape Provincial Administration Building which was donated to the institute by the Provincial Administration. This building is located in the centre of Kimberley and it hosts the administration offices of the institute and offers additional lecture space.

Since these buildings are in separate locations, a comprehensive higher education (university) experience for both staff and students is lacking. The facilities may have been adequate for previous purposes, but they do not meet expected standards as campuses of a higher education institution.

The Board set two strategic objectives with regard to infrastructure:

- To make the necessary infrastructure available to partner institutions, students and personnel of the institute to ensure that all elements will be able to fulfil their respective responsibilities.
- To provide an information and communication technology infrastructure that will ensure the availability of information, the integration of systems and the provision of superior technology that will allow all components of the organization to perform optimally.

(National Institute for Higher Education, 2008: 15,16)

Achieving these objectives might improve the functionality of the present system that does not currently fulfil the needs of personnel and students in carrying out their responsibilities.

## **2.13 CONCLUSION**

The Northern Cape Province is spread over a very large area and special circumstances and conditions like widespread rural areas, low population density, poverty, accessibility to higher education programmes and language factors would influence the provision of teacher education. This province is the largest province in area out of a total of nine provinces in South Africa. However, it has the lowest population density of all provinces. There are large

schools in the urban area of Kimberley, the capital of the province, relatively big schools in town areas, and relatively small schools in the outlying rural areas. This situation presents unique challenges for modes of access to higher education programmes and delivery of teacher education programmes that would fulfil the needs and demands of the province.

Chapter 2 has given a historical overview of the process of transformation where the Amalgamated Phatsimang/Perseverance Colleges of Education (operating in an FET environment) were transformed into an institution where higher education programmes are offered. The leadership of the newly established National Institute for Higher Education was faced with many challenges in achieving strategic goals in the provision of teacher education programmes. This calls for a strong research base that would give rise to constant modification and updating of teacher education programmes. The research reports on this matter in Chapter 5.

The National Institute of Higher Education does not operate in isolation but forms part of the higher education sector in South Africa and globally. Chapter 3 deals with the concept of transformational leadership and the challenges that transformational leaders experience in the higher education environment.

## **CHAPTER 3**

### **A LITERATURE OVERVIEW ON TRANSFORMATIONAL LEADERSHIP IN HIGHER EDUCATION**

#### **3.1 INTRODUCTION**

According to De Boer, Goedegebuure and Meek (1998) there is little doubt that the 1990s was a period of substantive change in the global higher education environment, since there was growth, not only in size, but also in resources and importance. They point out that as transformation and change accelerated, enormous opportunities were created in all sectors of this sphere, such as the formation of leadership groups involving departments (faculties), students and staff.

Van Rensburg, (2007) claims that the ability to lead well in a rapidly changing world has become increasingly important. He states that leadership theories have developed accordingly and that a study of leadership shows that the focus over time has shifted to the transformational nature of leadership.

Pounder (2002) is of the opinion that the transformational leadership construct has become a popular topic in leadership literature and that the general view is held that transformational leadership is superior to the more conventional transactional leadership as it produces desirable leadership outcomes.

Locally, Meyer and Boninelli (2004) state that the major challenge for South African organisational leaders would be to retire old thinking systems and business practices rooted in apartheid and to create new ones against the reality of high-speed globalisation, informationalism and increasingly more closely linked networks. They see South African organisations as places where leaders and people connected to the organisations have to adapt quickly to compete in

the global marketplace while at the same time freeing themselves from the past deeply entrenched practices.

The researcher views leadership in the same light as Kouzes and Posner (2003) and agrees that leadership as such has not changed, but that the context in which leaders operate today has shifted dramatically. This chapter deals with aspects of leadership with the focus on transformational leadership in higher education. The literature overview on transformational leadership has guided the researcher to report on the challenges transformational leaders had to address in the selection and provision of teacher education programmes at the National Institute for Higher Education in the Northern Cape Province.

### **3.2 TRANSFORMATION IN HIGHER EDUCATION: CONCEPT CLARIFICATION**

With the focus of this research on transformational leadership in the higher education sector, where challenging transformation and many changes are taking place, relevant forms of transformation experienced in higher education globally as well as in South Africa are discussed to explain the demanding environment in which leaders find themselves.

#### **3.2.1 Globalisation in higher education**

Globalisation encompasses processes that are taking place with regard to global financial markets, growing global interconnectedness, global and regional trade agreements, media, information systems and telecommunication. Within universities and higher education institutions the expectation is to produce educated, skilled citizens, as well as knowledge: in short, to create the conditions for social and economic development (Cloete et al., 2002).

Rowley's (1998) perspective is that the world and its markets are changing, and that political and legal contexts continue to shift. Higher education organisations

will therefore have to search for new ideas, new problems will be encountered and hopefully solved and new opportunities for learning would derive from an increasingly competitive world.

At the national front in South Africa the Education White Paper 3 (Department of Education, 1997) refers to globalisation as multiple, interrelated changes in social, cultural and economic relations, linked to the widespread impact of the information and communications revolution, the growth of trans-national scholarly and scientific networks, the accelerating integration of the world economy and intense competition among nations for markets.

The question arises what the global trends are that face South African higher education institutions. Kraak (1997) finds it difficult to give a universally accepted definition of globalisation, but claims that the development path higher education institutions in South Africa should follow is one that is informed by the critical relationship established by global economic forces between knowledge innovation and development.

The necessity to engage with both the challenges of global competitiveness and redistributive reconstruction and development requires higher education to orient itself towards both these imperatives. Pressures emanating from transformation in higher education, such as globalisation, would call for transformational leaders who can address the challenges of transformation and change effectively in order to achieve the desirable outcomes.

Meyer et al. (2004: 90) hold the view that “challenges of the current century require an acceptance of our increasing global (and continental) interconnectedness and acknowledgement that the reach of globalisation into organisational operation is bound to be more profound”. As a consequence of globalisation, workers (this research focused on teachers) would require broadened skills that go beyond the narrow task dimensions of routinised work.

Workers would need to be multi-skilled and adaptable in the face of change; they would need to understand and participate in the management of work roles and production systems, taking responsibility for contingencies, quality control, innovation and flexible responses to new product demands – competencies that are impossible to develop in narrow competency-training systems (Kraak, 1997). Without doubt, it would be a challenge for the leaders of the NIHE to address the strategic positioning of their institute in the higher education sector, delivering teachers that would cope in the challenging environment of transformation and change.

### **3.2.2 Massification in higher education**

Massification in higher education in modern industrial societies after World War II exhibited a rapid growth of enrolments. This implies access for more and more people to higher education (Gibbons, 1998). The growing numbers of enrolments in higher education required a reform of secondary school education, enabling or motivating the population to qualify for entry to some form of higher education. An example of such a qualification is the “A” level examinations in the United Kingdom (Gibbons, 1998).

The process of massification resulted in a great increase in participation and rapid growth of enrolments in higher education with a number of consequences for higher education institutions. One of the consequences of massification is moving away from an elite system for a small number of selected individuals from privileged classes to a mass system for much larger numbers of students who were recruited from socially more diverse backgrounds (NCHE, 1996). Massification can be viewed as restricted access replaced by extended access to higher education for more diverse learner constituencies.

In South Africa the Government expressed the view that future growth in the higher education system was essential if equity goals were to be achieved. The White Paper 3 (Department of Education, 1997) stated that the South African

higher education system needed to grow and that the student body had to reflect the demographic reality of the broader South African society. A number of policy instruments, such as a planning dialogue with institutions, a new funding formula, a reliable information system and a national plan that would provide benchmarks for planning and funding, had to be implemented in the South African education system.

Massification and the diversification of higher education institutions would influence the provincial and institutional needs. This would impact on and broaden the accountability of offering suitable teacher education programmes at the newly established higher education institution in the Northern Cape, as it would form part of a larger and denser network of higher education institutions.

### **3.2.3 The emergence of a new mode of knowledge production**

Barr and Tagg (1995) advocate a paradigm shift in higher education from providing instruction to producing learning. These authors came to the conclusion that the instruction paradigm implies a specific methodology that determines the boundaries of what higher education can do; the learning paradigm focuses on student learning and success sets the boundary.

Significant learning in higher education aims at enabling students to engage in effective, purposeful action in situations they are going to encounter in the future (Gravett, 2004). The paradigm shift is closely related to the powerful comparison of knowledge-related changes in higher education as explained by Gibbons, Limoges, Nowotny, Schwartzman, Scott and Trow (1994). They differentiate between what they call Mode 1 and Mode 2 knowledge. The characteristics of Mode 1 and Mode 2 knowledge are provided in Table 3.1.

**Table 3.1: The characteristics of Mode 1 and Mode 2 knowledge**

Source: Gibbons, et al., 1994

| <b>MODE 1:<br/>Disciplinary knowledge</b>   | <b>MODE 2:<br/>Problem-solving knowledge</b>  |
|---|---|
| <p>Disciplinarity</p> <p>Knowledge is formal and coded. According to the canonical rules and procedures of academic discipline.</p>   | <p>Trans-disciplinarity</p> <p>Knowledge is problem-oriented and attempts to solve problems by drawing on multiple disciplines, which interact in the real-world contexts of use and application, yielding solutions and new knowledge which are not easily reducible to any of the academic disciplines.</p>                   |
| <p>Homogeneous production sites</p> <p>The development of disciplinary knowledge has historically been associated with universities and other institutions of higher education. These institutions often exist in (ivory tower) isolation from real-world problems.</p> | <p>Heterogeneous, trans-institutional production sites</p> <p>Knowledge is produced in multiple sites by problem-solving teams with members emanating from various institutions. Formal partnerships and joint ventures are forged between different actors to generate new knowledge and exploit its commercial potential.</p> |
| <p>Insular knowledge</p> <p>The only reference points for disciplinary knowledge are academic peers and the canonical rules and procedure internal to the academic discipline.</p>  | <p>Socially useful knowledge</p> <p>Many of the problems addressed by trans-disciplinary and trans-institutional knowledge workers today are of social importance of commercial value. This is socially accountable knowledge.</p>  |

Table 3.1 illustrates the shift from providing instruction to producing learning which would restructure teaching and learning in higher education. It is not necessarily true that an institution or department is operating in Mode 1 or Mode 2 – it can be somewhere on a continuum between the two (Kapp, 2007). The

paradigm shift from Mode 1 (Disciplinary) to Mode 2 (Problem-solving) knowledge is closely linked to the new approach of programmes of study at higher education institutions.

Ensor (1998) argues that one way of transforming higher education in South Africa would be to organise curricula into programmes of study. The shift from a discipline approach to a programme approach could not be done without a thorough and accountable planning process. The then Minister of Education in South Africa, Professor Kader Asmal (2001), said that the National Plan for Higher Education outlined the framework and mechanisms for implementing and realising the policy goals of the White Paper. The strengths and weaknesses of the higher education system in South Africa were recognised in the National Plan and a developmental approach was suggested with the intention to guide institutions toward meeting the goals for the system as a whole (Ministry of Education, 2001).

The programme approach in higher education implies that programmes offered at institutions can be described as sets of planned and co-ordinated learning activities intended to lead to the awarding of a recognised qualification (Woods, 1996). Bitzer (2001) explains a learning programme in terms of a “narrow” or a “broad” meaning. The narrow meaning implies a single qualification while the broad meaning implies a planned or coherent (not necessarily uniform) set of teaching and learning activities, pursued to a certain depth in one or more specialisation fields, at one or more qualification levels.

The discussion thus far on transformation in higher education has provided information on the complex environment within which transformational leaders are facing the challenges of rapid changes that are taking place in the higher education environment. Chapter 2 provided information on expected changes to take place at the National Institute for Higher Education in the Northern Cape. The leadership of the institute had to consider the paradigm shift that needed to

take place from a discipline approach to a programme approach in teacher education. They also had to address the challenge of selecting and providing suitable teacher education programmes. This matter is reported Chapter 5.

### **3.3 LEADERSHIP IN HIGHER EDUCATION**

#### **3.3.1 Introduction**

In the higher education arena institutions, administrators and academics have to come to grips with the complex environment in which they find themselves. De Boer et al. (1998) view the environment as being increasingly characterised by pressures for efficiency and effectiveness as a consequence of the full transition to mass higher education, and the introduction of strong competitive pressures and instruments such as globalisation and new modes of knowledge production. The desperate need for strong and effective leadership in order to obtain an effective process of transformation and change at higher education institutions is apparent.

The research focused on the challenges that transformational leaders at the institute had to address in the selection and provisioning of teacher education programmes that would fulfil the expectations, demands and needs of the Northern Cape Province. Questions such as the following arose: “What is the Northern Cape Provincial Government expecting from the leaders at the institute? What knowledge, competencies and skills would be required to address the opportunities and challenges of selecting and providing suitable teacher education programmes at the institute?”

In order to report on this matter it was necessary to examine the main aspects of leadership and transformational leadership in higher education. This would enable the researcher to analyse the situation and recommend some actions for the way forward.

### 3.3.2 Leadership

Research shows that *leadership* often defies simple description. The verb “to lead” means “to show the way by going first” or “to precede”. Gmelch and Miskin’s (1993) definition of leadership entail that it requires skills to motivate others to take certain courses of action. It also persuades other people to do a prescribed task in a particular way, and to garner respect of others. This refers especially to those with whom one works and/or associates.

One has to bear in mind that the leaders of the newly established institute in the Northern Cape had to lead the institute, transforming it from Further Education and Training Level to Higher Education Level. They faced the challenges and responsibilities as set out in the National Plan for Higher Education (Department of Education, 2001) and had to strive to fulfil the expectations and needs of the people of the province. The five practices and ten commitments of leadership (Table 3.2) as described by Kouzes and Posner (2002) may serve as a guide for discussion on how leaders lead their organisations and provide structure for what would follow.

**Table 3.2: The five practices and ten commitments of leadership**

Source: Kouzes and Posner, 2002

| <b>PRACTICE</b>         | <b>COMMITMENT</b>   |
|-------------------------|---|
| Model the way           | <ol style="list-style-type: none"> <li>1. Find your voice by clarifying your personal values.</li> <li>2. Set the example by aligning actions with shared values.</li> </ol>  |
| Inspire a shared vision | <ol style="list-style-type: none"> <li>3. Envision the future by imagining exciting and ennobling possibilities.</li> <li>4. Enlist others in a common vision by appealing to shared aspirations.</li> </ol>                                |
| Challenge the process   | <ol style="list-style-type: none"> <li>5. Search for opportunities by seeking innovative ways to change, grow and improve.</li> <li>6. Experiment and take risks by constantly generating small wins and learning from mistakes.</li> </ol> |
| Enable others to act    | <ol style="list-style-type: none"> <li>7. Foster collaboration by promoting co-operative goals and building trust.</li> <li>8. Strengthen others by sharing power and discretion.</li> </ol>  |
| Encourage the heart     | <ol style="list-style-type: none"> <li>9. Recognise contributions by showing appreciation for individual excellence.</li> <li>10. Celebrate the values and victories by creating a spirit of community.</li> </ol>                          |

Table 3.2 implies that leadership can be viewed as a reciprocal process between those who aspire to lead and those who choose to follow. Kotter (1990) views leadership as a process which produces dramatic and significant change within an organisation. This can help the organisation to adapt to a changing environment. He describes the process as follows (Table 3.3):

**Table 3.3: The leadership process**

Source: Kotter, 1990

| <b>The leadership agenda</b>                        | <b>The role of leaders</b>   |
|---|--|
| Creating an agenda                                  | Establishing direction: developing a vision of the future – often the distant future – and strategies for producing the changes needed to achieve that vision.   |
| Developing a human network for achieving the agenda | Aligning people: communicating the direction by words and deeds to all those whose co-operation may be needed so as to influence the creation of teams and coalitions that understand the vision and strategies and accept their validity. |
| Execution   | Motivating and inspiring: energising people to overcome major political, bureaucratic and resource barriers to change by satisfying very basic, but often unfulfilled, human needs.  |
| Outcomes  | Produces change – often to a dramatic degree – and has the potential of producing extremely useful change.   |

The information provided in Tables 3.2 and 3.3 brings one to the conclusion that leaders have to take account of followers' expectations and that they should be responsive to their needs: "The real leader is therefore focused on the needs of others, individually and collectively. If he wants to be served rather than serve, he can no longer engage others to the effect that they want to support and follow the leader" (Van Rensburg, 2007: 1).

The idea exists that leaders possess certain common qualities (Astin & Astin, 2000; Kapp, 2000; Fullan & Ballew, 2004; Hesselbein & Goldsmith, 2006; Kouzes & Posner, 2007). The following qualities of a leader could be identified:

- knowing him/herself
- being self-confident
- being decisive
- not being rigid – willing to revisit decisions
- having a sense of humour
- possessing effective communication skills
- being honest and fair
- having a good work ethic
- providing support and encouragement for those they work with and recognising success
- having vision
- staying focused
- constantly challenging the status quo and seeking for answers to their questions
- delegating responsibility
- taking risks and not being fearful of making mistakes
- producing change over time.

It is surprisingly difficult to define the concept **leadership**. Analysing the common characteristics of leaders, it becomes evident that leaders would influence the destiny of a group of people and that it denotes an interpersonal relationship between those who lead and those who follow. Organisations and their leaders attain high levels of consciousness when they operate beyond the bottom line and personal interest to serve both the host community and society, and they enlarge their sense of accountability to include not only their workplace but also the local community and society. Mbigi (2005: 22) is of the opinion that leaders have to be aware of the major challenges facing society, and must be active in finding solutions: “They must have a sense of a shared destiny with the

world, be able to see the complex web of our interconnectedness with everything in the universe, and attach significant meaning to this.”

It is then believed that leadership is a process that is ultimately concerned with fostering change and implies a process where there is movement – from wherever the group is now to some expected future condition that is different. With regard to higher education, Rowley, Lujan and Dolence (1998) state that the context within which it existed for centuries is showing dramatic change, and that the speed of change is picking up. Higher education leaders cannot ignore these changes and it means that the time required to respond to these changes becomes increasingly shorter. Transformation and change in the higher education sector would thus call for leaders who can institutionalise change and plan for support and participation of people who are committed to the vision of the institute (Kapp, 2000).

### **3.3.3 Transformational leadership**

At the heart of transformational leadership is the notion of higher-order change at both individual and organisational levels (Middlehurst, 1998). Leaders would thus aspire to understand change and to develop a good sense for leading complex change effectively. Fullan and Ballew (2004) summarise the notion of change in the following five key points:

- Change is rapid and nonlinear, which creates messiness. It also offers great potential for creative breakthroughs. The paradox is that transformation would not be possible without the messiness.
- Most change in any system occurs as a response to disturbances in the system's external or internal environment. If the response to the disturbance is immediate and reflexive, it often is unmanaged, and other problems can arise as a result. Problems also arise when one attempts to “manage” change.

- Operational factors in organisations include strategy and operations that are not well integrated; different individual idiosyncrasies, approaches and problems; friendships and animosities that affect the functioning of subsystems; and political factors, such as power and authority, protection of turf, and competition for resources.
- Key stakeholders and the organisational culture are primary considerations in organisational change.
- Change cannot be “managed” (controlled). It can be understood and perhaps led.

(Fullan and Ballew, 2004: 43)

The historical overview of the National Institute for Higher Education in the Northern Cape Province (Chapter 2) describes the expected changes to take place in a higher education environment. The leadership of the institute might have experienced the conditions as described above in addressing the challenges of transformation at their institution. The question arises: What qualities would be included in the transformational leadership construct?

### **3.3.3.1 Characteristics of transformational leaders**

The essential qualities in transformational leaders that would enable them to influence others in such a way that they collectively contribute to transformation are regarded by Van Rensburg (2007) as looking beyond personal achievements and not intending to use their power or influence to make themselves look good. The essence of their leadership would be to focus on the needs of others and then apply their talents and technical, rational, emotional and visualising abilities to address those needs. Van Rensburg views leaders as people who see themselves as catalysts and facilitators in the creation of something that is only possible with the collective efforts of diverse people and talents. He is of the opinion that this is something that represents further possibilities for growth (Van Rensburg, 2007).

Reinhardt (2004) describes the characteristics of the transformational leader in the following way:

- The transformational leader is interested in the individual with a transcendental purpose to develop and to inspire.
- The transformational leader can excite the organisation to change.
- The transformational leader can manipulate the culture in the organisation to allow for shifts of focus and new viewpoints.
- The transformational leader serves change.

According to Meyer and Boninelli (2004), given the unique context within which South African institutions operate, leaders are thrust into an extraordinary leadership role. They see transformational leaders as fulfilling a critical role in transformational change in South Africa, a situation that calls for extraordinary personal will, influence and courage. It would be no different in the higher education sector, where complex changes are taking place, globally as well as locally. The National Institute for Higher Education in the Northern Cape forms an integral part of the higher education sector in South Africa and the transformational leadership of the institute would create a new state at the “new” organisation where higher education programmes are offered with the goal of fulfilling the needs and expectations of the people of the province.

### **3.3.3.2 The values of transformational leadership**

Leadership values are reflected in what leaders are doing in trying to bring about change, as well as why they are doing it. Kouzes and Posner's research (1999) showed that values make a difference in how people behave inside organisations and how they feel about themselves, their colleagues and their leaders. They found that people expect their leaders to stand for something; they expect them to have the courage of their convictions and they concluded that credibility is the foundation of leadership. A thought-provoking statement from these authors is that "clarity of personal values is the force that really makes the difference in an individual's level of commitment to an organisation (Kouzes & Posner, 1999: 50).

The purpose of transformational leadership encompasses the creation of a supportive environment where people can grow, thrive and live in peace with one another. It promotes harmony with nature and thereby provides sustainability for future generations and creates communities of reciprocal care and shared responsibility where every person matters and each person's welfare and dignity is respected and supported (Hesselbein, Goldsmith & Beckhard, 1996).

It is then believed that that the value ends of transformational leadership should be:

- to enhance equity, social justice and the quality of life;
- to expand access and opportunity;
- to encourage respect for difference and diversity;
- to strengthen democracy, civic life and civic responsibility; and
- to promote cultural enrichment, creative expression, intellectual honesty, the advancement of knowledge and personal freedom coupled with social responsibility.

The leadership of the NIHE would probably engage individuals in discussions of what the above values mean to them and how their personal beliefs and behaviours are influenced by what the institution stands for.

### **3.3.3.3 The goals of transformational leadership**

According to Hesselbein et al. (1996) good leaders can usually explain what they are trying to accomplish clearly and simply, and they can make a convincing case for its importance. Leadership is constantly reflecting on the questions: "Where are we going and where do we want to be?" (Van Rensburg, 2007). The National Plan for Higher Education in South Africa (Department of Education, 2001) provides the framework and mechanisms for the restructuring of the higher education system to achieve the vision and goals for the transformation of the higher education system in the country. The goals, values and principles that underpin that framework are outlined in the White Paper 3 (Department of Education, 1997). These goals, values and principles are intended to develop a higher education system that will:

- promote equity of access and fair chances of success to all who are seeking to realise their potential through higher education, while eradicating all forms of unfair discrimination and advancing redress for past inequalities;
- meet, through well-planned and co-ordinated teaching, learning and research programmes, national development needs, including the high-skilled employment needs presented by a growing economy operating in a global environment;
- support a democratic ethos and a culture of human rights through educational programmes and practices conducive to critical discourse and creative thinking, cultural tolerance, and a common commitment to a humane, non-racist and non-sexist social order; and
- contribute to the advancement of all forms of knowledge and scholarship, and in particular address the diverse problems and demands of the local,

national, Southern African and African contexts, and uphold rigorous standards of academic quality”.

(Department of Education, 1997)

The goals of transformational leaders in the South African higher education system would be to steer their institutions to become more equitable, just and democratic. They would strive to deliver services to their institutional communities in an honest way and promote the advancement of knowledge at higher education level.

### **3.4 TRANSFORMATIONAL LEADERSHIP AT THE NATIONAL INSTITUTE FOR HIGHER EDUCATION (NORTHERN CAPE)**

The National Plan for Higher Education in South Africa (Department of Education, 2001) acknowledged the constructive proposals the Northern Cape Provincial Government put forward. These proposals entail that the infrastructure of the colleges of education could serve as the focal point for the coherent provision of higher education programmes linked to regional, social, economic and labour market needs. The coherent provision of higher education programmes through collaborating institutions provided a challenge and an opportunity to develop new models for the provision. It was seen as laying the basis for the new institutional and organisational forms.

On 23 June 2003 the National Institute for Higher Education in the Northern Cape was established. The Northern Cape Provincial Government put forward the key responsibilities for the leadership of the newly established institute:

- taking strategic decisions regarding the range of programmes that would be offered in the institute;
- entering into agreements with collaborating higher education institutions about how such programmes would be offered; and

- creating an environment within which these programmes would be offered most successfully.

(Office of the Director-General, 2001: 3)

The transformational leadership of the NIHE had to take care of the above-mentioned responsibilities and to act as change agents in the higher education environment.

The research collected data on the following questions in order to report on the challenges that transformational leaders at the institute needed to address:

Question 1: What is the significance of the role that transformational leaders and managers played in carrying out a needs analysis in order to provide teacher education programmes at the National Institute for Higher Education that would address the needs and expectations of the Northern Cape Province?

Question 2: Does the delivery of teacher education programmes at the National Institute for Higher Education fulfil the demands and expectations of the Northern Cape Province?

Question 3: With regard to the provision of teacher education programmes at the National Institute for Higher Education, where are leaders and managers in the process of transformation now and toward what end(s) is the leadership directed?

The literature study in this chapter serves as the foundation for the researcher to report on the findings of the research and to make recommendations in Chapter 6.

### 3.5 CONCLUSION

The shift to democracy in 1994 allowed South Africa to rejoin the international community with the result that the context in which the higher education system had to operate inevitably involved global as well as local considerations (Boughey, 2004). The restructuring of higher education in South Africa thus opens new possibilities and horizons but on the other hand calls for a high degree of responsibility and the total commitment of those in leadership positions.

In conclusion of the literature overview in this chapter, the following theoretical framework (Table 3.4) proposes areas of transformational leadership to be considered in this research, applicable to the National Institute for Higher Education in the Northern Cape Province.

**Table 3.4: Transformational leadership (A theoretical framework)**

| Characteristics                                | Values   | Functions   | Applications at the National Institute for Higher Education (Northern Cape Province)  |
|--|--|---|---|
| Having vision and allowing for shifts of focus | One of the values that underpin the characteristic of having vision is that leaders would strive to embark on a collective effort in galvanising the organisation around a common purpose. This would play an important role if the leadership of the institute envisages sustainability in the offering of teacher education programmes for future generations. | An inspired and shared vision would establish clear direction in the offering of suitable teacher education programmes. | The implementation and carrying out of a needs analysis exercise on the selection and provision of higher education (teacher education) programmes at the institute would pave the way in offering suitable teacher education programmes at the institute that would fulfil the needs and expectations of the people of the province. |

**Table 3.4: Transformational leadership (A theoretical framework)**

(Continued)

|  |   |   |  |
|--|---|---|--|
| Producing change over time   | The call for transformation and change in the higher education sector in South Africa would expect the leadership of the institute to value national, provincial and institutional needs.   | The leadership would have to address the needs of the Northern Cape and challenge the process of providing qualified teachers where the need exists.  | Retaining human capital (teachers) and provide newly qualified teachers for the Northern Cape Province.                            |
| Accountability   | The accountability of the leadership of a higher education institute would be reflected in contributing to the advancement of knowledge.  | The offering of teacher education programmes at higher education level at the institute should be according to the South African Qualifications Framework.  | Enhancing excellence in teacher education programmes.  |
| Focusing on the needs of people and providing support for their people | Focusing on the needs of people would be expressed in support for a democratic ethos, and in enhancing equity, social justice and quality of life.  | Modelling the way by providing suitable teacher education programmes at the institute.  | Providing access and affordable higher education programmes for the majority of the people of the province                         |
| Challenging the status quo and seeking answers                         | New horizons lie ahead for the people of the Northern Cape with the establishment of a higher education institution in their province. This would expand access and opportunities for the people of the province and may provide answers to social and economic challenges the province might experience. | Motivating and inspiring the people of the Northern Cape to make use of the opportunity of accessing higher education programmes offered in their province  | Training of teachers in relevant fields of specialisation to supply in the needs schools experience in the Northern Cape Province. |
| Being honest and fair  | The value of creating an environment where people can grow, thrive and live in peace with one another would underpin the characteristic of honesty and fairness.  | The leadership of the institute would have to identify and address challenges in providing suitable teacher education programmes. People involved in these programmes would expect honesty and fairness of their leaders that would result in an environment where they can study, grow, thrive and be happy. | Showing people-friendliness and sensitivity to the people of the Northern Cape Province.   |

**Table 3.4: Transformational leadership (A theoretical framework)  
(Continued)**

|   |   |   |  |
|---|---|---|--|
| Not being rigid – willing to revisit decisions  | The leadership teams and all stakeholders would have to express a shared responsibility for the advancement of knowledge. | Setting up effective team work in the offering of higher education programmes               | Developing desirable partnerships with other higher education institutions and call for input from stakeholders from different environments. |
| Taking risks and not being fearful of making mistakes<br>Allowing for new viewpoints. | In this regard the leadership would have to explore new and creative avenues in order to establish new opportunities.     | Identifying and setting innovative and creative goals                                       | Identification of the main challenge for leaders in future.  |
| Possessing effective communication skills   | Effective communication would strengthen democracy and address individual needs.  | The leaders of the institute would have to lead through effective communication strategies. | The establishment of effective communication channels between leaders and staff and students at the institute.                               |

The researcher used the above theoretical framework in order to analyse the data on how the leadership of the National Institute for Higher Education in the Northern Cape Province addressed the challenges in selecting and providing suitable teacher education programmes that would fulfil the needs and expectations of the people of the province.

Chapter 4 follows with the research methodology applied in this study.

## **CHAPTER 4**

### **RESEARCH DESIGN AND METHODOLOGY**

#### **4.1 INTRODUCTION**

A research design is a blueprint of how the researcher intends to conduct the research (Mouton, 2005). This chapter (Chapter 4) provides a systematic breakdown of the kind of study that was done in order to answer the research questions in the best possible way. Data was collected on the challenges that transformational leaders at the National Institute for Higher Education in the Northern Cape faced with regard to the selection and provision of teacher education programmes at the institute and how these challenges were addressed. A detailed set of research questions is given in 4.3.2.

#### **4.2 CONCEPTUALISATION**

The post-1994 era in the South African higher education environment represents a remarkable period. Having been isolated to a certain degree for so many years from the mainstream developments abroad, the higher education system within South Africa is rapidly coming to terms with the changes and pressures that other systems have had to deal with for years, and in some cases, for decades. Such changes and pressures include the call for globalisation, massification and a new mode of knowledge production in the higher education sector.

As South Africa is experiencing the effects of calls for these changes and pressures in the higher education environment, leaders and managers are being called to account and they are required to explain how they are managing transformation and change in their institutions.

The Northern Cape Province became part of the higher education environment when the National Institute for Higher Education (NIHE) was established and launched on 23 June 2003. This brought about a transformational leadership and management team from whom it was expected to transform the institute according to the National Plan for Higher Education (Department of Education, 2001).

One of the main challenges they were faced with was the selection and provision of teacher education programmes that would be relevant to the needs and expectations of the region (Office of the Director-General, 2001).

This research deals with an analysis of the selection and provision of teacher education programmes at the Education Unit of the NIHE and the challenges the transformational leaders have to address in this regard.

### **4.3 RESEARCH DESIGN**

Research can be described as a systematic investigation or inquiry whereby data is collected, analysed and interpreted in some way in an effort to understand, describe, predict or control an educational or psychological phenomenon or to empower individuals in such contexts.

Mertens (2005) has suggested that research methods and processes are influenced by the researcher's theoretical framework. The theoretical framework, as distinct from a theory, is sometimes referred to as the paradigm (Mertens, 2005) and influences the way knowledge is studied and interpreted. The research paradigm for this research is explained in the next paragraph.

### 4.3.1 Research paradigm

MacKenzie and Knipe (2006) are of the opinion that it is the choice of paradigm that sets down the intent, motivation and expectations for the research. They argue that without nominating a paradigm as the first step, there is no basis for subsequent choices regarding methodology, methods, literature or research design.

To carry out this research, the researcher decided upon a research project with a qualitative angle. According to Henning, Van Rensburg and Smit (2007), the qualitative paradigm is applied to find out *what* certain phenomena are about, *what* these phenomena appear like on the surface and also *what* their other levels of meaning may be. They describe it as an investigation of the *qualities* of the phenomena rather than the *quantities*. In order to collect data on the phenomena studied, the researcher compiled a questionnaire containing research questions as provided in Table 4.1.

### 4.3.2 Research questions

The central focus of this research was to find out *what* the transformational leaders of the National Institute for Higher Education (Northern Cape Province) did to address certain challenges at their institute, as well as *how* and *why* they did this. The researcher identified certain challenges and leaders were asked to respond to the following research questions (see Table 4.1 and Appendix A):

**Table 4.1: Research questions**

**Research title: Transformational Leadership: Challenges for leaders at the National Institute for Higher Education in the Northern Cape Province (South Africa)**

| Research questions  | Questions to be answered by participants, enabling the researcher to collect data on the phenomena studied  |
|---|---|
| <p>1. What is the significance of the role that transformational leaders and managers played in carrying out a needs analysis in order to provide teacher education programmes at the National Institute for Higher Education (NIHE) that would address the needs and expectations of the Northern Cape Province?</p> | <p>1.1 What challenges did the leaders and managers of the NIHE experience in implementing and carrying out a needs analysis exercise on the selection and provision of teacher education programmes at the institute?</p> <p>1.2 How were these challenges addressed?</p> <p>1.3 Are you of the opinion that a follow-up exercise on a needs analysis for the provision of teacher education programmes has to take place? If you think it is necessary, what recommendations do you have for such a follow-up exercise to take place?</p>   |
| <p>2. With regard to the provision of teacher education programmes at the NIHE, where are leaders and managers in the process of transformation now and toward what end(s) is the leadership directed?</p>  | <p>2.1.1 Does teacher training at the NIHE solve the problem of losing human capital (teachers) from the Northern Cape Province to the rest of South Africa? If not, what is your view on reasons for such a situation?</p> <p>2.1.2 If a problem of losing human capital (teachers) to the rest of South Africa is identified, could you provide a possible solution to prevent it in future?</p> <p>2.2 What goals are set by the leadership and management of the NIHE with regard to teacher education programmes:</p> <p>2.2.1 <i>enhancing</i> the attainment of <i>excellence</i> in teacher education?</p> <p>2.2.2 <i>affordability</i>?</p> <p>2.2.3 <i>access</i> for the majority of the people of the province?</p> <p>2.2.4 <i>relevance</i> of training teachers in properly chosen fields of study?</p> <p>2.2.5 <i>people-friendliness</i> and showing <i>sensitivity</i> to the expectations of the people of the province?</p> |

**Table 4.1: Research questions (Continued)**

| <b>Research questions</b>   | <b>Questions to be answered by participants, enabling the researcher to collect data on the phenomena studied</b>   |
|---|---|
| 3. With regard to the provision of teacher education programmes at the NIHE, where are leaders and managers in the process of transformation now and toward what end(s) is the leadership directed? | <p>3.1 What challenges had to be addressed in developing partnerships with other higher education institutions in providing teacher education programmes at the NIHE?</p> <p>3.2 Will there be changes in establishing partnerships in the future? If any changes are identified, explain the rationale of such changes to take place.</p> <p>3.3 What research base has been put in place to give rise to constant modification and updating of the delivery of teacher education programmes at the NIHE?</p> <p>3.4 In your opinion, what would the main challenge for leaders and managers of the NIHE be: steering teacher education in the right direction, fulfilling the needs and expectations of the province?</p> <p>3.5 How will effective communication with staff and students be established for the way forward?</p> |

In Chapter 5 the researcher reports on the findings derived from the responses to these questions.

### **4.3.3 Research approach**

According to Bell (1989), different approaches to qualitative research will give insight into different ways of planning an investigation, and incidentally, will also enhance the researcher's understanding of the literature. Henning et al. (2007) describe qualitative studies as studies that usually aim for "depth" of understanding rather than "quantity" of understanding.

The researcher took into consideration the strengths and weaknesses of possible approaches to this research and considered what would be most suitable for this particular context. The qualitative approach that was adopted, as well as the research methods of data collection, depended on the nature of the inquiry and the type of information that was required.

This research was conducted by using data sources (methods of data gathering) to find out what the actions of leaders at the NIHE were and how they experienced actions in their settings. The responses obtained from the participants gave the researcher access to information which assisted her in describing and comparing the phenomena studied and to relate some characteristics to others.

#### **4.3.4 Research method**

Gough (2001) describes a research method as a technique for (or way of proceeding in) gathering evidence. According to Henning et al. (2007), knowledge is constructed not only by observable phenomena, but also by descriptions of people's intentions, beliefs, values and reasons. The researcher followed an interpretivist qualitative method in this research and aimed at a deep understanding of phenomena and events through mental processes of interpretation. The understanding of the phenomena was influenced by interaction with contexts in which leaders were operating at the NIHE.

The qualitative model is described by Cresswell (2003) as an inquiry process of understanding a social or human problem, based on building a complex, holistic picture, formed with words, reporting detailed views of informants, and conducted in a natural setting. The research placed emphasis on understanding through looking closely at respondents' words and examining the patterns of meaning that emerge from the data.

Cresswell (1994) states that researchers choose to engage in qualitative research for the following reasons:

- the nature of the research question
- the need for a certain topic to be explored
- the need to present a detailed view of the topic
- to study individuals in their natural setting

- an interest in writing in a literary style
- the need for sufficient time and resources to spend on extensive data collection in the field and to provide a detailed data analysis of “text” information
- the receptiveness of audiences to qualitative research
- to emphasise the researcher’s role as an active learner who can tell the story from the participants’ view rather than as an “expert” who passes judgement on participants.

The researcher’s preference for qualitative research stemmed from the need to explore the challenges leaders and managers faced at the NIHE in selecting and providing suitable teacher education programmes that would fulfil the needs, demands and expectations of the people of the Northern Cape. If an interest in the findings of this research were expressed by leadership teams involved in the survey conducted, they would be able to obtain access to the results and findings of the research.

#### **4.4 RESEARCH METHODOLOGY**

Research methodology can be defined as the study of the logic or rationale underlying the implementation of the scientific approach to the study reality. The question the researcher asks is how the research can be designed, structured and executed in order to maximise the reliability and validity of research findings. The methodology (theory and analysis how this research proceeded) gives detailed planning of data collection, target group(s), sampling and methods used.

##### **4.4.1 Research method**

The motivation for doing qualitative research, as opposed to quantitative research, comes from the observation that, if there is one thing that distinguishes humans from the natural world, it is our ability to talk (which refers to human

speech in the form of speech or a written format) (Meyer & Rowan, 1997). In the qualitative research method that was utilised, the researcher made use of a questionnaire as a research tool which she designed to assist the participants in understanding educational phenomena in particular social and institutional contexts.

The researcher found the questionnaire to be appropriate. Clear information, facts and opinions were obtained from participants' answers. According to Denscombe (1998), factual information does not require much in the way of judgement of personal attitudes on the part of the respondents. It just requires respondents to reveal accurate and honest information.

On the other hand, opinions, attitudes, views, beliefs and preferences are also investigated where respondents are required to reveal information about feelings, to express values, to weigh up alternatives, for example expressing their feelings or views on the delivery of teacher education programmes at the NIHE and the fulfilment of needs and expectations of the Northern Cape Province with regard to teacher education at the institution.

The questionnaire used includes questions involving facts and opinions.

#### **4.4.2 Data generation and collection**

Data was generated by the main data source, namely questionnaires completed in written form by all respondents. The respondents represented three leadership teams at the institute (see Table 1.3). Oral feedback sessions, minutes of Board meetings held and the Draft Strategic Plan 2008 – 2010 of the National Institute for Higher Education in the Northern Cape provided additional data required from the Board of the institute. Feedback sessions were presented by the head of the institute on behalf of the Board of the NIHE. Decisions on the selection and provision of teacher education programmes were

provided and the information was incorporated in the Board's responses to the research questions. Applicable extracts from the minutes of Board meetings and the Draft Strategic Plan 2008 – 2010 for the institute were also consulted to gather updated information from the new leadership team (in operation from October 2006) of the institute.

In the pilot survey of the research eight participants from different environments (experienced lecturers in teacher education in different learning areas at the NIHE) were invited to take part in the pilot activity. All the participants had been involved in teacher education for more than 10 years. This was done one week before the launch of the official survey.

Questionnaires for the actual survey were distributed to three target groups as described below (cf. 4.4.3):

Group 1 was the leadership team: Education Unit, and Group 2 was comprised of participants from the Centre for Professional Development. Group 3 participants came from the Board of the National Institute for Higher Education in the Northern Cape Province.

Questionnaires were distributed by hand to all participants of Group 1 and Group 2. All questionnaires were sealed in envelopes. Participants were given 10 days to complete the questionnaire.

Respondents from Group 1 handed in their completed forms in a sealed box that was placed in the office of the Cluster Co-ordinator of the Education Unit of the institute.

Respondents from Group 2 were requested to hand in their completed questionnaires in a sealed box at the secretary's office of the head of the institute.

Questionnaires were faxed to all Board members (Group 3). They were requested to hand in their completed questionnaires at the office of the secretary of the head of the institute. Questionnaires had to be placed in a sealed box as requested to be done by Group 1 and Group 2. This had to be done when a Board meeting took place at the main campus of the institute.

The researcher hand-collected all questionnaires that were placed in the sealed boxes provided at the different venues.

#### **4.4.3 Target groups and sampling**

The target population which applied to the specific interest of the research included three leadership teams that were involved in the selection and provision of teacher education programmes at the NIHE.

The population was comprised of three categories as described in 4.4.2. Group 1 (Education Unit) and Group 2 (Centre for Professional Development) had been involved in teacher education programmes since the establishment of the institute. The Board of the institute was appointed in October 2006. The Board leads the NIHE and has been involved in the offering of higher education programmes since its appointment.

Social researchers are frequently faced with the fact that they cannot collect data from the entire research population. In this instance convenience sampling was done by the researcher because of the fact that the target groups were relatively small.

A sample frame is an objective list of the target group from which the researcher can make a selection. In order to obtain reliable results, all members of the three categories identified were included in the survey. Group 1 consisted of six

members and six questionnaires were returned. Group 2 consisted of six members and six questionnaires were returned. Group 3 consisted of 13 Board members when the research had been conducted and they had been appointed approximately three and a half years after the establishment of the institute. As most of the members were not acquainted with developments on programme selection and provisioning from the initial stages of offering higher education programmes till their appointment in 2006, only two questionnaires were returned. The chairperson of the Board and one institutional representative completed the questionnaire, while others did not react individually. To strengthen a deeper set of data, the researcher requested extracts of the minutes of Board meetings which related to Board members' decisions on the selection and provisioning of teacher education programmes. The request was granted. The head of the institute (a member of the Board) gave oral feedback sessions after Board meetings. The information gathered during these feedback sessions was incorporated into the responses of this leadership group. Finally, the Draft Strategic Plan for 2008 – 2010 as to be approved by the Board provided additional data for the research.

#### **4.5 UNIT OF ANALYSIS**

Henning et al. (2007: 101) emphasise the importance of the process of data analysis: "The true test of a competent qualitative researcher comes in the analysis of the data, a process that requires analytical craftsmanship and the ability to capture understanding of the data in writing". Denscombe (1998) defines analysis as the separation of something into its component parts. He points out that the researcher needs to identify what those parts might be, and this links with a further meaning of analysis, which is to trace things back to their underlying sources. Data analysis describes the rationale behind the selection of data analysis procedures as well as the actual procedures used (Denscombe, 1998).

The survey that was conducted aimed to identify the general challenges that transformational leaders faced in the selection and provision of teacher education programmes at the NIHE in the Northern Cape and to determine how the leadership teams addressed these challenges. The researcher probed beneath the surface of these challenges in order to explain the nature of the challenges experienced by three different leadership groups and the attempts that were made to address these challenges.

The researcher made use of a qualitative content analysis which is a tool for reduced, condensed and grouped content. The following steps (phases) were followed in organising and analysing research results.

**Phase 1: Orientation to the data**

Reading/studying data sets to form an overview and to understand the context (within the data text).

**Phase 2: On the way – working with the data**

Coding segments of meaning

Categorising related codes into groups

Seeking relationships between categories to form thematic patterns

**Phase 3: Final composition of the analysed data text**

Writing the final themes of the set of data

Presenting patterns of related themes

The detailed, original questionnaire used for data collection is provided in Appendix A.

#### **4.6 DATA PRESENTATION**

In Chapter 5 research data is logically presented in a fixed order, question by question. In each instance the responses of the three leadership groups are given separately. An analysis of responses follows after each question.

#### **4.7 ACCURACY, RELIABILITY AND VALIDITY**

The questionnaire used in this research qualifies as a research questionnaire and was designed according to the fundamentals of a research questionnaire as explained by Denscombe (1998).

The questionnaire was designed to collect information that can be used subsequently as data for analysis. As the questionnaire was used as a research tool, it was not intended to change the participants' attitudes or to provide them with information. The purpose of using the questionnaire was to discover respondents' views and to collect the necessary information.

The questionnaire consisted of a written list of questions which aimed at gathering information by asking people directly about the point related to the research. Each participant who answered the questionnaire read an identical set of questions, which allowed for consistency. Respondents had the freedom to give their perspectives on certain matters that were investigated.

The data collection instruments used in this research were used to gather purposeful data and for this reason the researcher prepared questions in such a way that they would be consistently clear and that respondents could interpret questions in the same way.

Research methods and data collection were applied in an appropriate manner in order to obtain honest responses. The following guidelines were followed to procure validity:

- Items were examined in order to make sure they had an intuitive relationship to the research goals.
- The questionnaire was pilot tested to make sure all questions were clear and easily understood.
- All items were free from bias and ambiguities.

#### **4.8 ETHICAL CONSIDERATIONS**

All respondents remained anonymous. The researcher assured them of the confidentiality of their responses at all times and explained that information and research results would only be disclosed to interested respondents on their request.

The researcher acknowledged the responsibilities involved in undertaking the research and affirmed that conclusions would be drawn and recommendations made in accordance with the understanding of the data collected.

According to Keeves (1990) researchers' obligations to their colleagues are two-fold. One (to them as scientists) is to ensure that they can make the fullest use of their research findings and the other (as members of the research community) is to ensure that what they say does not detract from the status of the community. The researcher accepted the responsibilities she has to the educational community as a whole.

The research data would not be handled by the researcher as private property, but rather as an individual contribution to a common wealth of knowledge and understanding.

## **4.9 CONCLUSION**

The research methodology used by the researcher was explained in Chapter 4. It gives the reader a clear picture of how the research was conducted. Chapter 5 follows with research results and an analysis of these results.

## **CHAPTER 5**

### **PRESENTATION, ANALYSIS AND INTERPRETATION OF RESULTS**

#### **5.1 INTRODUCTION**

This chapter focuses on the results of the research that was carried out at the National Institute for Higher Education (NIHE) in the Northern Cape Province (South Africa). The research aimed at identifying the challenges that transformational leaders faced in selecting and providing teacher education programmes at the institute. As part of the research an analysis was done of how the leadership team and management addressed these challenges in order to fulfil the expectations and needs of the Northern Cape with regard to teacher education at the NIHE, in order to produce qualified teachers in required fields of teaching and learning.

#### **5.2 RESEARCH RESPONSES**

The researcher requested three groups of respondents to respond to a written survey on the selection and delivery of teacher education programmes at the NIHE.

Group 1 consisted of six leaders and managers of the Education Unit where teacher education programmes are offered. All six members of the management team were requested to complete a questionnaire and six completed questionnaires were returned.

Group 2 represented the Centre for Professional Development. Questionnaires were completed by the manager of the Centre as well as by academic staff assigned as co-ordinators and involved in developing and facilitating in-service

teacher education programmes. These programmes were offered in different fields of specialisation in a wide range of schools in the Northern Cape. The Northern Cape consists of four different regions and programmes were offered in all four regions. Six people were requested to complete a questionnaire and all questionnaires were returned.

Group 3 was represented by members of the Board of the NIHE, appointed in October 2006. As indicated in Table 1.3 and Paragraph 4.4.3, the Board consisted of 13 members when the research had been conducted, and as they had not been involved in the selection and provisioning of higher education programmes from the initial stages of the establishment of the NIHE until their appointment, only the chairperson and one institutional representative of another higher education institution returned their questionnaires. The researcher had to embark on other avenues to strengthen deeper and reliable data which would represent the responses and views of the Board as the leadership team which was currently leading the institute. The researcher then made use of three other data sources. Firstly, extracts of minutes of Board meetings, applicable to the selection and provisioning of teacher education programmes were studied and incorporated into the responses. Secondly, the head of the institute, also a member of the Board, gave oral feedback after Board meetings had taken place. The information given was captured and could be used as another data source. Thirdly, the Draft Strategic Plan (still to be approved by the Board at that stage), which had been prepared by the head of the institute, was used as an additional data source. The researcher could finally gather purposeful and accurate data.

When the complete sets of data were collected, a qualitative content analysis of the data was carried out in three phases as explained in 4.5. The data presentation with research results and an analysis thereof follows in the next paragraph.

### **5.3 RESEARCH RESULTS**

The research results and an analysis thereof are presented in three categories. The information in each category is given question by question and an analysis of the results follows each question.

#### **5.3.1 Category 1: The role of leaders and managers at the NIHE in the implementation and carrying out of a needs analysis on the selection and provisioning of teacher education programmes at the institute**

The first three questions attempted to determine the significance of the role that transformational leaders and managers played in carrying out a needs analysis which could guide them in the selection of teacher education programmes to be offered at the NIHE that would address the needs and expectations of the people of the Northern Cape.

The first question concerned the challenges the leaders and managers of the NIHE had experienced in the implementation and carrying out of a needs analysis exercise on the selection and provisioning of teacher education programmes at the institute. The responses from the Unit of Education indicated that with the implementation of teacher education programmes, no or outdated statistics were available. The Education Management and Information (EMIS) unit, stationed at the Northern Cape Education Department (NCED), could not provide the necessary information on request. Information was requested on the needs of the province with regard to the provisioning of teachers in required fields of specialisation and other important statistics which could guide them in programme delivery. Respondents also indicated that the possibility for leaders and managers of the Education Unit to embark on a needs analysis exercise would have been very time-consuming and costly and that a lack of human resources and infrastructure would have crippled such an activity. One

respondent indicated that an attempt was made by means of telephonic interviews with principals to obtain statistics with regard to needs/provision of teachers at their schools. The outcome of the activity was not given.

The Centre for Professional Development (CPD) indicated that the biggest challenge was to provide programmes to a culturally diverse student population in the province and to narrow the gap between the old fragmented education systems which existed during the apartheid era (pre-1994) in South Africa. Respondents found that the statistics supplied by the EMIS unit of the NCED were outdated. Programmes offered by the CPD were predetermined by the partner institutions (other universities who accredited the programmes) and the NIHE had a minimal input into carrying out a needs analysis. As in the case of the NCED, the challenge was to establish effective teamwork amongst all stakeholders. This would involve the NCED, partner institutions and school principals in providing suitable teacher education programmes.

The NIHE Board indicated that they had not been involved in a needs analysis exercise during the initial stages of the selection of teacher education programmes. Teacher education programmes offered at the institute had already been selected and offered when the Board took office for the first time in 2006. However, responses indicated that a need existed to review teacher education programmes offered at the NIHE in the near future.

The second question that was posed was meant to identify measures put in place by leaders and managers of the institute in order to address possible challenges which they faced in implementing and carrying out a needs analysis on providing suitable teacher education programmes at the NIHE.

Respondents from the Education Unit indicated that most of the challenges had not been adequately addressed because of various reasons. Firstly, most of the challenges could not be addressed as reliable statistics were not available and a

proper plan of action could not take place. Secondly, it was indicated that a lack of support from senior management on recommendations submitted by the management of the Education Unit made it difficult to address existing challenges. One respondent indicated that the challenges were still real and were exacerbated by a lack of a common vision and cohesion between managers and leaders. Thirdly, respondents regarded the lack of financial support, as well as inadequate human resources and infrastructure as factors that hampered possibilities of addressing and solving the problems they encountered.

The Centre for Professional Development addressed some of the challenges by arranging that the manager of the unit visit stakeholders. Alliances were undertaken and agreements were signed on offering bridging and other suitable programmes. Furthermore, the manager, co-ordinators and tutors wrote reports to service providers with recommendations on programme delivery. Although these activities were undertaken, respondents felt that there was still a need for reliable, updated statistics on teacher education programmes that would suit the needs of the province.

As already mentioned, the respondents from the Board indicated that they were not part of the initial process regarding the selection and provisioning of teacher education programmes at the NIHE. They could not respond on how possible challenges had been addressed.

The third question in this regard gave respondents the opportunity to indicate their views on a possible follow-up needs analysis exercise and their recommendations for such an activity to take place in future.

The Unit of Education viewed a follow-up exercise as very important and felt that it should undoubtedly take place. Firstly, they recommended a well-resourced unit to be established at the institute which should have the capacity to undertake

such exercises on an ongoing basis. Capacity building of existing academic staff in the Education Unit was recommended. Secondly, liaison between different units of the institute and the Northern Cape Education Department was recommended in order to establish a proper data base on the provisioning of teachers in fields of specialisation where needs exist in the province. A joint effort amongst the EMIS unit, partner institutions, schools and the NIHE was recommended in order to provide reliable statistics in future. Thirdly, they recommended that attention should be given to mother tongue teaching and that future needs analysis exercises should focus on this area as well.

The Centre for Professional Development regarded a follow-up exercise on a needs analysis as being necessary. It was felt that the need for and shortage of teachers in the province should be addressed through liaison between all stakeholders, which would include programme planners, service providers, the job market (schools in this instance), the NIHE and the NCED. It was recommended that a skills audit should be done to indicate, amongst others, information on the number of qualified (as well as under-qualified) teachers, the type of qualifications as well as fields of specialisation and interest of teachers. This would make it possible to train or re-train (re-direct) teachers where needs exist.

The Board indicated that the needs of the province with regard to teacher education should be re-established. In the light of such findings the NIHE needs to review the programmes currently offered at the institute. Respondents recommended that the input of the Accelerated and Shared Growth Initiative of South Africa (ASGISA) and the Joint Initiative on Priority Skills Acquisition of South Africa (JIPSA) should be evaluated. The need was expressed for the NIHE to enter into agreements with all stakeholders (like service providers and employers) and for functions (like research functions) to be carried out in line with the emerging consensus on how responsibilities were to be shared between the institute on the one hand, and partner institutions on the other hand. The

administrative unit to be established, called Strategic Partnership and Research and Development, of the NIHE, which would fall under the Deputy Head (Academic), would be expected to facilitate specified research and development activities in support of the Provincial Government.

Responses from the three different groups indicated that leaders and managers of the institute were not in a position to play a significant role in carrying out a needs analysis on teacher education programmes to be offered at the NIHE. Role identification of who had to take responsibility for such an activity and a lack of co-operation between involved departments and institutions played an important role in the challenges experienced. The result was no or insufficient available statistics which could guide leaders and managers to use as a foundation for programmes to be offered at the institute in order to provide teachers where the needs existed in the province. Attempts were made to analyse the situation on teacher education and to make future projections by means of interviews and surveys, but the leadership could not effectively address challenges in this regard because of various stumbling blocks they experienced. The main shortcomings were the fact that the Education Management Information System (EMIS) at the NCED could not supply the necessary statistics on request and that no research unit existed at the NIHE where research could be undertaken on an ongoing basis. Reliable statistics would have made it possible for leaders and managers to analyse the situation on the provisioning of teachers in the Northern Cape and to generate future projections. This would enable them to do proper planning for suitable teacher education programmes to be delivered at the institute to fulfil the demands and needs of the province. All respondents viewed it as necessary or urgent to run a needs analysis exercise on suitable teacher education programmes to be offered at the NIHE in future. The research unit to be established under the leadership of the Deputy Head (Academic) would play an important role in research activities that would guide the leadership of the institute in the offering of appropriate teacher education programmes in future.

### **5.3.2 Category 2: The delivery of teacher education programmes at the NIHE that would fulfil the needs, demands and expectations of the people of the Northern Cape**

In 2004 the Chief Executive Officer (CEO) indicated that the Northern Cape faced the problem of losing human capital to the rest of South Africa. Students had to go to other provinces to further their studies at higher education level with the end result that most of the time they did not return to their home province.

Research questions were asked to determine if the teacher education programmes offered at the NIHE was solving the problem of losing human capital (teachers) in the Northern Cape to the rest of South Africa. Possible reasons had to be given if the institute was not succeeding in this regard and possible solutions to alleviate such a condition had to be recommended.

Respondents from the Education Unit indicated that it was difficult to say as no statistics were available on the provisioning of teachers and the needs that existed in the province. The general feeling was that teacher education at the NIHE certainly reduced the loss of human capital, but not entirely. The following reasons were given for this perspective:

- The mobility of teachers depends on opportunities (posts) available in the provinces.
- The Education Gazette where posts for the Northern Cape are advertised, is issued very late in the year with the result that students apply for posts in other provinces.
- The training of teachers at the NIHE enables teachers to teach in any other province and not exclusively in the Northern Cape.
- Sometimes a teaching qualification forms the basis of subsequent studies or careers, and once a qualification is obtained, students pursue other fields of study.

- The range of programmes offered at the NIHE does not cover a broad variety of fields of specialisation.

The respondents indicated that the fact that provincial bursaries were made readily available to students played an important role in retaining human capital in the province. The agreement entailed that if a teacher accepted a bursary allocated by the province, his or her services should be rendered to the province for the number of years as stipulated in the agreement.

The Centre for Professional Development viewed the training of teachers at the NIHE as solving the problem of losing teachers in the Northern Cape to other provinces in South Africa. Projects offered by the NIHE provided in-service training to teachers stationed in the province. Since these teachers were contracted to the NCED, hence there was a minimal loss of teachers to other provinces. Teachers might move from rural schools to bigger schools in towns and cities with the result of a shortage of teachers in rural schools. One respondent was of the opinion that teachers who obtained qualifications in the so-called “scarce subjects”, like Mathematics, Science and Technology could easily be appointed in other posts elsewhere.

The Board members indicated that statistics were not available but they were of the opinion that if teacher training at the NIHE did not altogether solve the problem, it might ease the problem. They were also of the opinion that if the NIHE increased the output rate of qualified teachers, it would have a bigger impact on retaining teachers needed in the province.

A suggestion by the Education Unit on how to address the matter of losing human capital (teachers) to other provinces in future was that the NIHE should be developed into a fully-fledged, autonomous higher education institute. The institute could then design its own programmes or otherwise partner institutions could be selected on the basis of quality and suitability. Programmes that would

be offered in this way would address the needs and demands of the Northern Cape. Respondents suggested a structure of proper financial assistance to make both full- and part-time teacher education programmes possible at the institute. This would entail the necessary staff appointments as well as the establishment of proper facilities and infrastructure. It was also suggested that the Education Gazette should be published early enough in the year to give newly qualified teachers ample time to apply for posts. The view was expressed that if a system were put in place where newly qualified teachers could be ensured of jobs after the successful completion of their studies, as well as a proper mentorship system for newly qualified teachers, it would have a positive impact on retaining teachers in the province.

The Centre for Professional Development gave various suggestions on preventing teachers to move to other provinces. Suggestions entailed providing better working conditions and remuneration for teachers, increasing the status of the teaching profession, and allowing for career pathing as not all teachers want to become managers. Initiative should be a provincial competency to retain teachers in the province via incentives and proper funding and allowances to participate in educational projects. Special incentives should be put in place for teachers teaching at rural schools. Access to programmes for re-training of under-qualified teachers should be implemented. A national/provincial policy with an acceptable teacher-learner ratio in schools should be implemented to offer attractive working conditions for teachers.

The Board members were of the opinion that nobody can prevent people from moving from one province to another, but that a contribution could be made in the form of improved material conditions to retain teachers in the Northern Cape. Such conditions might include good working conditions, as successful systems would attract successful people. Other suggestions included were to increase the variety of teacher education programmes offered at the NIHE and to focus on creative opportunities for graduates.

The Northern Cape Provincial Government indicated that a key responsibility for the leadership of the NIHE would be to create an environment within which programmes could be offered most successfully. The research focused on the following categories in contributing to a successful teaching and learning environment at the institute:

- enhancing the attainment of excellence;
- affordability and access;
- relevance of training teachers in properly chosen fields of study; and
- people-friendliness and showing sensitivity to the expectations of the people of the province.

With regard to the first category on excellence in programme delivery, the Education Unit indicated that their goal was to put quality assurance measures in place with partner institutions. Inhibiting factors were experienced, such as support services and proper infrastructure which included human and physical resources.

The Centre for Professional Development indicated that their main goal was to equip teachers with the necessary skills as identified by the Northern Cape Education Department as well as by ASGISA and JIPSA. Respondents viewed an improved system for the selection and admission of students as crucial, as this would play an important role in the quality of teachers engaged in programmes. A further goal set by the unit was to provide high-quality teachers who would be able to cope with the challenges of the new outcomes-based school curriculum. However, the unit also experienced a lack of support structures and resources in order to run programmes of excellent calibre.

The Board Members responded that the management of the institute would deal with this academic matter and that the NIHE should address excellence of programmes in their academic plan. According to the Draft Strategic Plan, it

would be the function of the higher education institution whose programmes are offered in future to take full responsibility for delivering programmes, which would include the appointment of lecturing staff, the provision of academic support and the conferment of degrees, certificates and diplomas that are fully accredited and should meet with quality assurance requirements at higher education level in South Africa.

With regard to the second category on affordability and access to programmes for the people of the province, the Education Unit viewed the low fee structures as very positive for the people of the province. Available bursaries for students of the province had a positive impact on student enrolments in higher education programmes. Leaders and managers viewed affordability and access as having been sufficiently addressed in the past and maintained that they would strive in future to continue agreements from different stakeholders in order to improve the environment for learning at the institute. Efforts were also made to reach remote areas in the province through projects offered in upgrading and re-directing teachers' career paths.

The Centre for Professional Development reported that all students involved in projects of upgrading their qualifications or re-directing their careers were funded by non-governmental organisations (NGOs) or the Department of Education. Accommodation and travelling allowances were awarded where applicable and students found it affordable to access programmes and to improve their qualifications. The goal of making it affordable and possible for students to access teacher education programmes at the NIHE was perceived as successful by this unit.

The Board members were of the opinion that the NIHE had succeeded in making higher education affordable and accessible for the students of the Northern Cape. They suggested that future goals in this regard should be stipulated in the academic plan of the NIHE. The strategic objective (finances) is described

as follows in the Draft Strategic Plan: (National Institute for Higher Education, 2008: 16).

To secure an adequate budget for the institute which will enable it to fulfill its mandate and to ensure that these resources are efficiently utilised within the relevant legal, regulatory and policy frameworks while taking cognisance of the need to deliver on the ultimate purpose of the institute.

Student services, which include support services, transport and student governance, are related to the budget of the institution and financial structures would enable the institution to carry out its mandate of co-ordinating and facilitating the provision of higher education programmes in the province. A further statement on the affordability of access to higher education programmes is given as follows: (National Institute for Higher Education, 2008 : 9).

The institute recognises the economic circumstances of the province and the majority of its people. It is therefore imperative that every effort should be made to increase access to programmes offered by the institute. To this end the principle of affordability shall remain key in negotiating for programmes to be offered at the institute.

The third category addresses the goals set by the leadership and management of the NIHE with regard to the relevance of teacher education in properly chosen fields of study.

The Education Unit reported that the NIHE was not an autonomous institution and programmes offered at the institute were mainly determined by the choice of the partner institution. With reference to their experience, one of the members of the leadership team in this unit responded: "We take what we get from other

higher education institutions which are willing to enter into agreements with the NIHE.” The respondents noted that these programmes, chosen by the partner institutions, were limited to a certain extent and not always relevant to the needs of the Northern Cape. The members of the leadership team of the Education Unit experienced a lack of liaison with the provincial DoE, academics of other higher education institutions and principals of schools in the province. This might have led to the offering of teacher education programmes that might not have been relevant to the needs of the province.

The Centre for Professional Development had been involved in a number of projects over the years and viewed programmes offered at their unit as relevant to the needs of the province. They had experienced an enhancement of programmes in the fields of Mathematics, Science, Technology and Life Skills. Approaches that followed an outcomes-based education epistemology were implemented and new methodologies in teaching and learning were covered. The end results were well-equipped teachers in these fields of specialisation and many teachers upgraded their qualifications or re-directed their career-paths.

The Board members indicated that reflecting on programmes offered at the NIHE in the past was important and that a current need existed to find a service provider that could offer a wider range of teacher education programmes at the institute. They again suggested that the NIHE academic plan should provide information to stakeholders on relevant programmes to be offered at the NIHE. The academic plan suggested a continuation of existing programmes and an investigation into the need for new programmes and partner institutions to secure delivery of such programmes. The Board ensured that care would be taken of students in phasing-out programmes and that it would be handled with sensitivity.

The last category covered was on goals set by leaders with regard to people-friendliness and showing sensitivity to the expectations of the people of the province in the offering of teacher education programmes at the NIHE.

The Education Unit reported that they would strive to meet the needs of the province in this regard and that their future goal would be to provide higher education opportunities for the young people of the province in order to retain them for the province. However, the leaders and managers of the unit felt that they had fallen far short in this regard in the past because of existing marketing strategies and a shortage of skilled staff to take care of this matter. They would strive to be more visible in future by means of professional advertisements, running of planned projects and better co-operation amongst all stakeholders like the provincial DoE, partner institutions and schools.

The Centre for Professional Development saw the training of NIHE staff to reflect the goals of the NIHE as an important goal for the future. Staff should be made aware of friendliness, a caring attitude and altruism. They indicated that at the inception of projects to be run by the Centre, they needed more guidance from management with regard to professional and academic aspects of such programmes. Programmes offered by this unit dealt mostly with in-service teachers. A goal set by the unit was therefore to treat teachers with respect. Moreover, tutors had to be aware that those teachers had different levels of experience. The manager of the Centre set a goal of having an open door policy and of trying to show compassion towards everybody involved. A future goal would also be to look into a language policy to make the medium of instruction people-friendly and sensitive to all role-players.

The Board regarded mutual respect as an important component of the mission of the institute and stated that the institute would remain committed to interacting with the people of the province from a position of sensitivity to their expectations, and would respond accordingly.

Goals set by the leadership and management of the NIHE with regard to the four categories mentioned were achieved to a certain extent, but not entirely.

Category 1 (Excellence) and Category 3 (Relevance) were viewed as partly successful, but it was felt that future interventions should improve on these aspects. Barriers should be overcome and new strategies and goals need to be put in place for future successful implementation of teacher education programmes. Such interventions refer to improved teamwork amongst stakeholders and the selection of appropriate partnership(s) with other higher education institutions. This would be of cardinal importance in the offering of excellent and relevant teacher education programmes at the NIHE.

Category 2 (Affordability and Access) and Category 4 (People-friendliness and Sensitivity) were viewed as having been successfully addressed and it was felt that goals had been achieved by the leadership of the NIHE. The Board were of the opinion that future goals should be put in place to address new challenges which would include access and affordability of new teacher education programmes to be offered at the institute, and sensitivity with regard to language issues of different cultural groups in the province.

### **5.3.3 Category 3: The process of transformation at the National Institute for Higher Education and future actions in steering transformation in the provisioning of teacher education programmes at the institute**

The first question on the process of transformation in this regard was to determine the challenges that had to be addressed by leaders and managers of the NIHE in developing partnerships with other higher education institutions in providing suitable teacher education programmes at the institute.

Respondents from the Education Unit indicated a number of challenges they were faced with. In the past, the National Department of Education had prescribed which partner institutions the NIHE could link up with. The first collaborating partner institution was the North-West University. The agreement was not renewed at the beginning of 2004 when the University of the Western

Cape was identified as the new collaborating partner for the NIHE. The new partners identified for future provisioning of higher education programmes at the institute were the Central University of Technology, the University of South Africa, the University of the Free State, the University of the Western Cape and the Vaal University of Technology. If successful agreements could not be established with these institutions, it would be the prerogative of the Board of the NIHE to identify suitable collaborating partner institutions for entering into agreements. In the past leaders and managers of the Education Unit did not have a free choice in selecting a partner institute that could provide a range of suitable programmes. Once the partner institutions were identified, a lack of funding to provide adequate resources, infrastructure and communication channels were experienced by the academic staff of this unit. Other challenges, such as the provisioning of study materials and student guides from partner institutions on time had caused frustration amongst academic staff in the past and would need special attention in the future. Different partners demanded different administration procedures, which caused hitches, for example in the registration procedures and the release of semester examination results. A new prospect of the Board was that the academic staff of the NIHE would become the responsibility of the partner institution whose programmes are offered as from January 2009. The academic staff of the Education Unit experienced this decision as insensitive to their expectations and their positions at the NIHE and stated that leaders would have to address their concerns.

A challenge experienced by the Centre for Professional Development with partner institutions was in the sharing of subsidies and tuition fees. Some financial implications in this regard were experienced as unfair and had to be addressed. As respondents of the Education Unit indicated, the provisioning of study materials had a serious impact on the delivery and smooth running of teacher education programmes at the institute. The leaders and managers also experienced the logistical and support structures between the NIHE and partner institutions as a major challenge that should be dealt with in future.

The Board members indicated that the original higher education partners the NIHE had to collaborate with had been predetermined by the DoE. The Board of the institute was subsequently devising common partnership agreements for all partners and found it challenging to secure such agreements. Their strategic objective in this regard was to deliver a range of programmes that would meet the social and economic development needs of the Northern Cape in particular. As future teacher education programmes to be offered would be expanded, new partnerships needed to be negotiated. This presented a challenge and limitations of statutory requirements would most probably include role clarification, aspects of quality in the provisioning of programmes as well as the provisioning of adequate facilities to run these programmes. The Board would act within the mandate of the institute, which implies that partner institutions would be responsible for programme delivery, including the employment of academic staff and quality assurance.

The process of transformation at the NIHE would be confronted by the establishment of partnerships in future and possible changes were likely. Respondents gave their views on such changes that might take place.

The Education Unit indicated that the recent information they had received stemming from decisions taken by The Board was that the DoE had identified the NIHE as an administrative and co-ordinating hub for other higher education institutions to run their programmes. It was again mentioned that the academic staff of the Education Unit would become the responsibility of the new partners. This might have a decisive impact on the selection of new partners whose programmes will be offered at the NIHE in future. One respondent viewed the foundations for the establishment of the NIHE to be fluid and changing and commented that the financial burden for partner institutions to take over the academic staff of the NIHE would be an important factor to consider in offering programmes at the institute, and that the choice of new partners in future should

consider aspects of compatibility of programmes, academic excellence and a degree of flexibility. The process of transformation was experienced by some of the respondents as having been politically inspired.

The Centre for Professional Development indicated that new partnerships would certainly be established. A change that they would like to see in future would be that the NIHE be given the opportunity to design their own programmes according to the needs identified in the Northern Cape. New partners should be compatible service providers and collaboration amongst all stakeholders should be given urgent attention in the offering of programmes.

The Board indicated that there was bound to be an expansion of programmes to be offered at the NIHE in the future and that the need would arise to either extend the existing partnerships and/or to establish new partnerships. They anticipated the possibility that some of the existing partners might not want to extend themselves too much. However, the Board stated that new agreements would fall under the jurisdiction of the mandate of the National Department of Education and that programmes would only be offered that the NIHE can afford.

The process of transformation at a higher education institution needs constant modification and updating of the delivery of programmes. The question was put to the respondents to determine what research base had been put in place at the NIHE to give rise to such activities.

The Education Unit reported that no research unit had been established at the NIHE thus far. No official research had taken place that could provide statistics to plan for future teacher education programmes to be offered that would fulfil the needs of the province.

The Centre for Professional Development was in constant liaison with principals of schools in the province and reported that independent research exercises had

been done to determine the relevance of programmes offered at the NIHE. In the past, teachers involved in teacher education projects had been expected to complete questionnaires and these surveys had displayed valuable information on the quality of education, the performance of tutors and the relevance of programmes. This information might guide future planning in the delivery of programmes at the NIHE.

The Board members regard the NIHE as a co-ordinating body and the academic programmes in all its parts belong to the partner institutions. Their view is that the partner institutions should take up the responsibility of updating and modifying programmes. Research in this regard should be done by them. As previously stated, a unit will be established that will be responsible for future research activities.

With regard to steering the NIHE on the road of transformation in presenting teacher education programmes that would fulfil the needs of the Northern Cape, the respondents had to indicate what they viewed as the main challenge in future for leaders and managers.

The Education Unit viewed convincing the DoE of the need for the NIHE to become an autonomous higher education institution, and not just a satellite campus or an administration hub for partner institutions, as the main challenge. Linking up with this view is the challenge for the institute to design tailor-made programmes that would attend to the needs of the Northern Cape, showing sensitivity to its people. Another challenge identified was to be aware of the concerns and needs of educators at the institute and to consider the impact of limited resources in offering quality teacher education programmes at the institute.

The Centre for Professional Development agreed with the Education Unit and regarded becoming autonomous as the main challenge for the NIHE. Another

challenge would be to have an improved relationship between the DoE and the NIHE in order to focus on what would support the needs of the Northern Cape. The focus would still remain on providing in-service opportunities for teachers. Finally, it was indicated that the leadership at the NIHE should be of such a nature that it would motivate staff and students to do a good job at the institute.

The Board members saw the main challenge as the provisioning of appropriate numbers of good quality teachers as well as teachers who can teach in a variety of fields that would satisfy the needs of the Northern Cape.

A key factor in the process of transformation is effective communication. The last question gathered information on how effective communication between the leadership and staff and students would be established in the way forward in the process of transformation at the NIHE.

The Education Unit gave various suggestions on how effective communication could be established. It was clear that a need existed for the upgrading of information and technology resources and infrastructure that could play an important role in establishing and maintaining effective communication channels between leaders and staff and students. Forums could be set up whereby feedback could be given through organised meetings and workshops. Personal interaction should thus not be neglected. Written feedback in the form of a monthly circular was suggested as a proper communication channel.

The Centre for Professional Development also emphasised the important role of information and technology and indicated that proper communication channels could be established through making available e-mail facilities and electronic circulars. It was recommended that the possibility of a student magazine should also be explored. A need was expressed for notice boards to be placed at central points at different venues used by the institute in order to make effective communication possible. Regular meetings with all role-players were

suggested. The Student Representative Council could also form a useful structure in maintaining effective communication.

The Board members reported that they needed to pay some attention to the matter of effective communication as a key factor for successful transformation. They were aware of regular meetings with the student body, but not with staff. The management structure of the NIHE fulfilled the role of a communication channel between different parties at the time of the research.

The expansion of appropriate teacher education programmes and the engagement in proper agreements with partner institutions were viewed as major challenges to be addressed in the process of transformation at the NIHE. Some respondents were concerned that the NIHE would become only an administration hub for future programmes to be offered and that the present academic staff would become the responsibility of the partner institutions. These two viewpoints seem to be controversial and would present challenges for the leadership of the NIHE in the process of transformation in future. Two groups of respondents reported that the NIHE should design their own tailor-made programmes henceforth while another group aimed at carrying out the mandate of entering into agreements with partner institutions that would be fully responsible for the delivery of programmes in future.

The fact that no research unit had been established to give direction in the process of transformation was seen as a serious stumbling block in the process of transformation at the NIHE. One group of respondents indicated that a research unit would be established in future and that statistics on teacher education programmes to be offered would also be part of the partner institutions whose programmes are offered at the institute.

Effective communication as part of the transformation process at the NIHE was regarded as a matter of importance. Various suggestions were made as to how

effective communication would be established with staff and students in future, such as the improvement of information and technology structures, newsletters,

circulars, notice boards, meetings, workshops and written feedback of meetings to involved parties.

#### **5.4 CONCLUSION**

The theoretical framework as provided in Table 3.4 was used when analysing, interpreting and summarising the research findings. In Chapter 6 a synthesis of the literature review and the research is presented. Conclusions are drawn from the research findings and recommendations are made for the delivery of teacher education programmes at the NIHE that would fulfil the needs and demands of the Northern Cape Province.

## CHAPTER 6

### SYNTHESIS, CONCLUSIONS AND RECOMMENDATIONS

#### 6.1 INTRODUCTION

The research aimed at investigating challenges faced by the leadership teams of the National Institute for Higher Education (NIHE) in the Northern Cape (NC). The focus of the research was on the selection and provision of teacher education programmes at the institute and on how transformational leaders addressed challenges in this regard.

Transformation in higher education can be defined as the process whereby, whilst maintaining the fundamental nature of a university, all aspects of the university are re-evaluated and where necessary restructured in order to maximise the university's functionality as an institution of higher learning and research within a changing and international environment (Sekoane, 2000).

The researcher examined the role of transformational leaders in the higher education environment with complex and demanding challenges. Van Rensburg (2007: 4) points out that "leadership becomes more complex as the responsibilities and risks associated with it increase." In many ways it might have been a challenging environment for the leaders of the NIHE in which to lead a new institutional type of organisation on the road of transformation and change in the South African higher education sector.

Paragraph 1.2 (Chapter 1) describes the background against which the research was carried out and formulates the research problem. The qualitative research approach upon which the researcher embarked and the process of data generation are described in Chapter 4 (paragraphs 4.3.3 and 4.3.4 respectively).

The qualitative content analysis of the research results is presented in Chapter 5. The analysis of results yielded answers to the research questions given in Chapter 1, Table 1.2 and in Chapter 4, Table 4.1. Chapter 6 synthesises and summarises the research findings. The conclusions based on the research findings are presented and recommendations are also provided in this chapter.

## **6.2 SYNTHESIS OF THE RESEARCH**

A synthesis of the research is presented in the next two paragraphs. Paragraph 6.2.1 synthesises the literature overview and paragraph 6.2.2 provides a synthesis of the research findings, integrated with the information given in paragraph 6.2.1.

### **6.2.1 Synthesis of the literature overview: Transformational leadership in higher education**

The National Plan for Higher Education in South Africa (Department of Education, 2001) proposed that the institutional landscape of higher education be restructured to create new institutional and organisational forms to address the racial fragmentation of the old system (pre-1994), as well as administrative, human and financial capacity constraints. One of the goals set in this regard was the establishment of the National Institute for Higher Education in the Northern Cape. The establishment of this institute would be based largely on collaboration between the NIHE and other higher education institutions offering higher education programmes in the province. Chapter 2 gives a historical overview of the establishment of a higher education institution in the Northern Cape, where higher education programmes have been offered. The view of the Northern Cape Provincial Government was that the greatest challenge for the leaders of the NIHE would be the institute's ability to select programmes that would be relevant to the needs of the province. Teacher education programmes

formed an integral part of the proposed beginning range of programmes that had been offered.

The process of transformation and change at the newly established institute called for leaders to reconfigure their vision, mission and goals and they had to (re)position themselves in order to be responsive to a rapidly changing higher education environment, not only on a regional and national front, but also in the global context.

According to Meyer et al. (2004: xvii), “the notion of leadership has taxed the minds of philosophers, politicians, the military, religious thinkers and business for thousands of years”. Researchers still find it difficult to define the concept “leadership”. In the literature the leadership agenda describes the expected roles leaders have to fulfil: establishing direction, aligning people, motivating and inspiring their people and producing change over time (see Chapter 3: Table 3.3). Kouzes and Posner (2002) describe five practices and ten commitments of leadership, which implies that leadership can be viewed as a reciprocal process between those who aspire to lead and those who choose to follow (see Chapter 3: Table 3.2). With the research focus on transformational leadership the researcher found that this topic has recently become a popular topic as a result of the rapidly changing world and theories that develop accordingly. Research was done on the challenging higher education environment in which the transformational leaders find themselves, and the related concepts of globalisation, massification and a new mode of knowledge production were clarified.

One cannot ignore the fact that globalisation (see Chapter 3: paragraph 3.2.1) has impacted on how higher education institutions are expected to function. The consequences would be that leaders become increasingly aware of changes in the world and that they have to interpret the multiple interrelated changes in social, cultural and economic relations in the global context and evaluate what

responses would be most appropriate for their institutions. The leadership teams of the NIHE would thus not operate in isolation, but respond to provincial, national and global changes that are taking place.

The massification (see Chapter 3, paragraph 3.2.2) of higher education systems implies that more and more people have access to higher education. The increased and broadened participation in higher education programmes in South Africa had to address and overcome the historically determined pattern of fragmentation, inequality and inefficiency. The Education White Paper 3 states that there should be an increase in access for black, women, disabled and mature students in the country. With the establishment of the NIHE the people of the Northern Cape obtained the opportunity of access to higher education programmes on their doorstep. In this way higher education became accessible and affordable for many people in the province who would most probably never have had such an opportunity otherwise.

With the selection and provisioning of teacher education programmes at the NIHE, the leadership had to take note of the paradigm shift in higher education, from providing instruction to producing learning. A steady shift from Mode 1 to Mode 2 learning (see Chapter 3, Table 3.1) had to be implemented, resulting in the provision of programmes of study where the programme approach would imply sets of planned and co-ordinated learning activities, intended to lead to the awarding of a recognised qualification (Woods, 1996). The programme approach in higher education was implemented at the NIHE in collaboration with other higher education institutions. This resulted in the awarding of recognised teacher education qualifications on higher education level (see Chapter 2, Table 2.4).

The process of transformation and change at the NIHE called for transformative leadership, transforming the institute into a higher education institution aligned to the policy and legislative framework of the Education White Paper 3. The three

key responsibilities assigned to the leadership team of the institute (see Chapter 2, paragraph 2.6) were firstly, to take strategic decisions regarding the range of programmes that would be offered at the institute, secondly, to enter into agreements with collaborating higher education institutions about how such programmes would be offered and thirdly, to create an environment within which these programmes would be offered most successfully.

This research was done on challenges the leaders experienced in carrying out the above-mentioned responsibilities. The researcher developed a theoretical framework (see Chapter 3, Table 3.4) on transformational leadership from the literature study done, indicating the functions and applications for leaders at the NIHE. The framework provides the reader with essential qualities (characteristics and values) expected of transformational leaders (see Chapter 3, paragraph 3.3.3). The expected functions of the leadership teams at the NIHE and the way in which these functions were applied by the leaders of the institute are described in Chapter 3 and Chapters 5 and 6 respectively.

A synthesis of the research findings, integrated with the synthesis of the literature study (paragraph 6.2.1), is provided in the next paragraph.

### **6.2.2 Synthesis of the research findings and an integration with the synthesis of the literature study provided in paragraph 6.2.1**

The synthesis of the research findings is presented according to the theoretical framework proposed in Chapter 3, Table 3.4. Characteristics of transformational leaders, the values that underpin those characteristics and the functions and applications for leaders at the National Institute for Higher Education (Northern Cape) directed the researcher in the final composition of the research findings. The final themes are provided in paragraphs 6.2.2.1 to 6.2.2.9.

### **6.2.2.1 Having vision and allowing for shifts of focus (see Chapter 3, Table 3.4)**

One of the values that underpin the characteristic of transformational leaders of having vision and allowing for shifts of focus is that leaders would express a common purpose and embark on collective efforts in providing sustainability for future generations. The function of the leadership of the NIHE would be to inspire a shared vision amongst all stakeholders and to establish clear direction in the offering of teacher education programmes at the institute. This could be accomplished by implementing and carrying out a needs analysis exercise in the province on the needs and expectations of people of the province which could guide them in making a proper selection on teacher education programmes to be offered at the institute. Chapter 5 (paragraph 5.3.1) indicates the challenges experienced by the leadership teams in implementing and carrying out such a needs analysis exercise. No official survey was carried out and unofficial surveys resulted in unreliable statistics. Both the Education Unit and the Centre for Professional Development regarded it as very important to have a reliable survey done. The outcome of this needs analysis exercise would guide them in the process of selecting and providing suitable teacher education programmes to be offered. The Board indicated that it was their vision to establish a research unit at the institute that would be responsible for such activities in future.

### **6.2.2.2 Producing change over time (see Chapter 3, Table 3.4)**

Transformational leaders produce change over time and globally substantive change is taking place in higher education (see Chapter 1, paragraph 1.7.1; Chapter 3, paragraph 3.2). In the South African context transformational leaders are called upon to assist in meeting national and provincial needs (Chapter 1, paragraph 1.7.2; Chapter 3, paragraph 3.4), a value that underpins the characteristic of producing change over time. The leadership of the NIHE had to

address one of its functions, namely of retaining human capital (the focus on teachers for this research conducted) for the Northern Cape by offering suitable programmes that would fulfil the needs and demands of the people of the province. All three leadership teams involved in the survey were of the opinion that teacher education at the institute would produce positive change over time. No reliable statistics are available on this matter (Chapter 5, paragraph 5.3.1), but their perspective was that teacher education at the NIHE certainly reduces the loss of teachers to other provinces. The problem has not been entirely solved because of inhibiting factors such as a shortage of teaching posts in the Northern Cape, late scheduling of advertisements of posts, attractive opportunities for teachers in other provinces or other job opportunities, a limited range of teacher education programmes offered at the institute which do not cater for the needs and demands of schools in the province, urbanisation, teacher-learner ratios at some schools, working conditions, and remuneration.

#### **6.2.2.3 Accountability (see Chapter 3, Table 3.4)**

The accountability of transformational leaders will be reflected in their contribution to the advancement of knowledge. In this regard the leadership of the institute would have to carry out its function in offering teacher education programmes as required by the South African Qualifications Act and the South African Qualifications Framework. Focusing on contributing to a successful teaching and learning environment for programmes to be offered at the NIHE (see Chapter 2, paragraph 2.6), the challenge of enhancing excellence in teacher education programmes was addressed by putting quality assurance measures in place with collaborating higher education partner institutions (see Chapter 5, paragraph 5.3.2). Inhibiting factors experienced were a lack of support services and inadequate infrastructure, which included human and physical resources. The system for the selection and admission of students also had an impact on the quality of teachers who engaged in certain programmes. The Board indicated that in future the partner institution whose programmes would be

offered would have to take full responsibility for the delivery of programmes. This entails the appointment of lecturing staff, provisioning of academic support and the conferment of degrees, certificates and diplomas. It would be expected that all qualifications awarded by the partner institutions should meet the criteria of quality assurance. The Education Unit and the Centre for Professional Development did not agree with the idea of partner institutions taking over the full responsibility and accountability of future programmes to be offered at the institute. More information on this topic is provided in paragraph 6.2.2.8.

#### **6.2.2.4 Focusing on the needs of people and providing support (see Chapter 3, Table 3.4)**

The values that underpin the characteristics of transformational leaders of focusing on the needs of people and providing support for their people are supporting democratic ethos, enhancing equity, social justice and quality of life. Leaders would also expand opportunities of access for their people. It would be expected of leaders to model the way and to make provision for access to affordable higher education programmes for the majority of the people of the Northern Cape (see Chapter 2, paragraph 2.7). The research results indicated that this challenge had been addressed successfully and that the people of the province obtained access to higher education programmes at an institution in their own province which was affordable because they were given financial support (see Chapter 5, paragraph 5.3.2).

#### **6.2.2.5 Challenge the status quo and seek answers (see Chapter 3, Table 3.4)**

When leaders expand opportunities for their people, the status quo of their institutions is challenged and new avenues are explored. With the establishment of the higher education institution in the Northern Cape, new doors opened for many people in the province and leaders had to seek answers as new

avenues brought about new challenges. This would call for leaders to motivate and inspire the people of the province to engage in the new opportunities offered by the institution and to enter into programmes offered by the NIHE. The offering of teacher education programmes that are relevant to the needs of the province (see Chapter 1, paragraph 1.3) and in fields of specialisation where needs exist in schools, would be one way of motivating and inspiring people to enter for such programmes. Pre-service teachers were trained in fields of specialisation as pre-determined by the choice of the partner institutions (see Chapter 5, paragraph 5.3.2). It was a situation of “take what you get”. It is possible that teacher education did not supply in the needs that schools in the province experienced, as no official statistics existed (see paragraph 6.2.2.1) on teacher shortages in specialised fields. The Centre for Professional Development offered in-service teacher education programmes that were regarded as relevant to the needs of the province and that supplied teachers in fields of specialisation where needs existed, such as the fields of Mathematics, Mathematical Literacy, Science, Technology and Life Orientation. The Board asserted that they would like to reflect on programmes offered in the past and would strive to offer a wider range of teacher education programmes in future.

#### **6.2.2.6 Being honest and fair (see Chapter 3, Table 3.4)**

In an environment where people can grow, thrive and live in peace with one another, they would be motivated to trust their leaders. Such a situation would underpin the characteristic of honesty and fairness. The transformational leaders of the NIHE would be expected to show people-friendliness and sensitivity to the people of their province (see Chapter 1, paragraph 1.6), which would call for informed decisions based on the needs and expectations of the people of the province. The leadership viewed challenges in this regard as having been partially successfully addressed (see Chapter 5, paragraph 5.3.2). Aspects that need attention are the existing marketing strategies. The institute should strive to become more visible by means of professional advertisements

and the running of well-planned marketing projects. Improved co-operation amongst all stakeholders, which include the Northern Cape Education Department, different units of the NIHE, collaborating partner institutions as well as schools in the province, could result in an improved people-friendly and sensitive approach. Future goals would include access and affordability of new teacher education programmes to be offered at the institute.

#### **6.2.2.7 Not being rigid – willing to revisit decisions (see Chapter 3, Table 3.4)**

If all stakeholders in an organisation express a shared responsibility for the advancement of knowledge and address the challenges of team work, it would underpin the characteristic of not being rigid and that they are collaboratively willing to revisit decisions taken. One of the key responsibilities and challenges the leadership of the NIHE was facing was to enter into agreements with collaborating higher education institutions. The first partner institution the NIHE entered into an agreement with on delivery of teacher education programmes, was the Potchefstroom University for Christian Higher Education which was transformed into North-West University in 2003. At the beginning of 2004 the National Department of Education identified the University of the Western Cape as the new partner for the NIHE and the agreement with North-West University was not renewed. The pipe-line students in these programmes would be phased out in time. The leadership team of the Education Unit did not have the authority to make a free choice in selecting a partner institution as the decision was made at national level. The academic staff experienced many problems in this regard, such as the availability of study materials, and financial constraints that impacted on proper infrastructure and resources (e.g. shortages of computers and internet access for academic staff). Factors like these hampered the academic staff in carrying out their duties and responsibilities in a proper way. The Centre for Professional Development viewed the sharing of subsidies and tuition fees between the NIHE and the partner institutions as a challenge to

be addressed. They also experienced the logistic support structure as inadequate. At the time of the research, the Board was engaged in devising common partnership agreements for all future partners. However, getting such agreements posed many challenges. The Board indicated that they were acting within the mandate of the institute, which implied that future partner institutions would be responsible for programme delivery, including the employment of academic staff and taking responsibility for addressing quality assurance requirements of their programmes to be offered. The Education Unit and the Centre for Professional Development regarded such a step as being insensitive to the current academic staff of the NIHE. The National Department of Education identified the following five partners for the institute as from 2009:

- Central University of Technology
- University of South Africa
- University of the Free State
- University of the Western Cape
- Vaal University of Technology.

It is the understanding that if a suitable partner cannot be identified amongst the above-mentioned institutions, appropriate agreements could be assigned with other higher education institutions identified by the leadership of the NIHE. The NIHE would only offer programmes that would be affordable for the institute.

#### **6.2.2.8 Taking risks and not being fearful of making mistakes. Allow for new viewpoints (see Chapter 3, Table 3.4)**

In expanding opportunities for their people, leaders consider new viewpoints and are willing to without fear of making mistakes. The function of the leadership of the NIHE would be to set innovative and creative future goals, considering the main challenges in this regard. Both the Education Unit and the Centre for Professional Development saw the matter of the institute becoming an autonomous higher education institution, and not just an administration hub for

partner higher education institutions, as one of the main challenges to be addressed. This challenge is closely linked to the challenge of a closer and improved working relationship with the Northern Cape Department of Education with the focus on what could collaboratively be done in the best interest of the people of the Northern Cape Province. The main challenge was the provisioning of appropriate numbers of good quality teachers, as well as teachers who can teach in a variety of fields that would satisfy the needs experienced in schools in the Northern Cape.

#### **6.2.2.9 Possessing effective communication skills (see Chapter 3, Table 3.4)**

In order to address individual needs and to strengthen democracy, effective communication skills should be part and parcel of transformational leaders. It would be expected of the leadership of the NIHE to act as mentors through the implementation of effective communication strategies and the establishment of effective communication channels between all stakeholders of the institute. All leadership teams regarded effective communication strategies and channels as a matter of importance. Suggestions for improvement in this regard included an improved information and technology system for the institute, newsletters, circulars, notice boards placed at central places at all venues used by the institute, meetings with follow-up written feed-back, and workshops (see Chapter 5, paragraph 5.3.3). The role of the Student Representative Council (SRC) was also seen as very useful. If new partners would take full responsibility of programmes to be offered in future, the role of the SRC would also be revised.

### **6.3 CONCLUSIONS**

The researcher identified the main challenges that the leadership of the National Institute for Higher Education faced with regard to the selection and provision of teacher education programmes that would fulfil the needs, demands and

expectations of the province. The identification of challenges was made possible on the basis of information collected from the literature study on the historical overview of the establishment of the National Institute for Higher Education in the Northern Cape Province (Chapter 2) and a literature study on transformational leadership in higher education (Chapter 3).

A synthesis of the literature study is presented in paragraph 6.2.1 and the research results are integrated with the literature study by means of a theoretical framework in paragraph 6.2.2. Based on the information in paragraph 6.2.1 and paragraph 6.2.2 the researcher could come to the conclusions as provided in paragraphs 6.3.1 – 6.3.9.

6.3.1 The leadership of the NIHE faced the challenge of implementing and carrying out a needs analysis exercise on the selection and provision of higher education programmes (which include teacher education programmes) that would fulfil the needs and expectations of the people of the Northern Cape. With the transformation of the Amalgamated Phatsimang/Perseverance Colleges of Education from Further Education and Training level into the higher education sector, the leadership had to allow for shifts of focus on teacher education programme delivery in order to provide ongoing and sustainable teacher education for future generations in the Northern Cape. The purpose of carrying out a needs analysis would be to give direction to the leadership of the institute in selecting and providing suitable programmes.

A needs analysis exercise did not materialise because of certain challenges that could not be addressed successfully. The leadership teams expected that the EMIS unit at the NCED could provide statistics on the needs of the province with regard to the provisioning of teachers in required phases or fields of specialisation. This was not the case, and since the NIHE experienced insufficient human resources, inadequate

financial support and infra-structure, and in view of the time constraints of such an activity, the NIHE did not embark on official surveys. Although they had a vision of carrying out a proper needs analysis exercise, they only engaged in unofficial surveys because of the above-mentioned constraints. This resulted in unreliable statistics that could not really contribute to directing the leadership teams in the selection and provisioning of suitable teacher education programmes that would fulfil the needs and expectations of the people of the province.

The leadership teams indicated that they regarded a follow-up needs analysis exercise as very important. The Draft Strategic Plan for the institute (2008 – 2010) indicated that an administrative unit, called the Strategic Partnership and Research and Development Unit, would be established and that it was expected that this unit would take care of such exercises in future. In conclusion, it was found that no needs analysis exercise had taken place because of a lack of human resources and proper infra-structure. This situation was exacerbated by financial and time constraints. A lack of effective communication and teamwork amongst stakeholders responsible for such an activity, and in whose interest such statistics would be, also contributed to the fact that such an activity did not materialise.

- 6.3.2 The concern was expressed that the Northern Cape Province was losing human capital to other provinces in South Africa. Students had to go to higher education institutions in other provinces with the result that they mostly did not return to their home province. With the establishment of a higher education institution in the province, the leadership was facing the challenge of producing change over time and retaining human capital for the province. No statistics were available on this matter, but there was consensus among the leadership teams that teacher education at the institute had contributed to the retention of teachers in the province. The

leadership teams made some suggestions as to how the process could be enhanced, but they did not indicate what role they could play in the implementation of such actions. To conclude, it can be said that if the problem of losing human capital (teachers) to other provinces was not solved entirely, the problem was eased to a certain extent.

6.3.3 One of the global trends for nations is to demand greater efficiency and accountability from higher education institutions. In a competitive world it is expected of higher education institutions to deliver efficient and effective workers for their workplaces. The enhancement of excellence in teacher education programmes at the NIHE could contribute to the delivery of highly skilled teachers and the advancement of knowledge in the province. The implementation of a new mode of knowledge production and making the shift to a programme approach would impact on the quality of teachers engaged in teacher education programmes at the institute. The leadership teams indicated that quality assurance measures had been put in place in the offering of teacher education programmes with collaborating partner institutions. The research findings in paragraph 6.2.2 indicate some challenges experienced by the lecturing staff in this regard. The view of the Board that future partner institutions would be accountable for programme quality assurance measures was not fully supported by the Unit of Education and the Centre for Professional Development. This implies that partner institutions would appoint lecturing staff to offer their programmes. The Unit of Education and the Centre for Professional Development view this step as insensitive to the current lecturing/academic staff. The researcher came to the conclusion that an environment had been created where quality assurance measures were put into place with collaborating partner institutions in order to enhance excellence in the offering of teacher education programmes at the NIHE. However, the academic staff experienced a lack of support

structures which hampered the effective day-to-day running of programmes.

6.3.4 The NIHE functions as an integral part of the South African higher education system. The White Paper 3 (Department of Education, 1997) states that the South African higher education system needs to grow and that the student body has to reflect the demographic reality of the broader South African society. Massification, which implies a great increase in participation and rapid growth of enrolment, is a reality experienced at most higher education institutions. With the establishment of the NIHE, opportunities had been created for the people of the Northern Cape to gain access to higher education programmes that are affordable and accessible for the broader society of the province. The leadership provided support for those who entered into higher education learning by supplying the necessary information for accessing financial support in the form of bursaries and student loans. Teachers involved in in-service teacher education programmes received financial support for accommodation and travelling expenses. The research found that the higher education environment in the Northern Cape successfully implemented the principle of greater access and affordability for the people of this region.

6.3.5 The training of teachers in relevant fields of specialisation links to what was concluded in paragraph 6.3.3. If the NIHE wants to educate effective teachers, they should train teachers relevant to the needs of the schools (paragraph 6.3.1). It would be important to determine the needs of the schools to give direction to the leadership of the institute in the selection and provision of suitable teacher education programmes at the institute. The Unit of Education indicated that they had “to take what they get” and they could not expand opportunities in this regard. The Centre for Professional Development viewed the programmes offered as relevant,

since a shortage of teachers in the fields of Mathematics, Science and Technology is a national phenomenon and most of the programmes offered by the Centre were teacher education programmes in these fields of specialisation. The Board indicated that they would strive to offer a wider range of teacher education programmes in future. In conclusion, it is uncertain if teachers were trained in specialised fields where needs existed in the province, as no reliable statistics were available on this matter.

- 6.3.6 The leadership teams of the NIHE had to create an environment in which higher education programmes could be offered most successfully. In creating such an environment, they had to show people-friendliness and sensitivity to the people of the province. The leaders indicated that this matter had been partially addressed, but not entirely. They indicated that there was room for improvement in their marketing strategies as well as in making the institute more visible for the people of the province. Although the leadership of the institute was still facing challenges in this regard, most of the challenges had been addressed and the leadership succeeded in creating an environment where, for the first time, higher education programmes could be offered for the people of the province on their doorstep.
- 6.3.7 One of the major challenges for the leadership of the institute was to develop partnerships with other higher education institutions. With the establishment of the NIHE, the institute was operating in partnership with the Potchefstroom University for Christian Higher Education which was transformed into the North-West University. This agreement was extended until it was terminated at the beginning of 2004. A new partner, the University of the Western Cape, was then identified by the National Department of Education to be the new collaborating partner institute for the NIHE. As from 2009, the collaborating partner institutions, identified

by the National Department of Education, will be the following: the Central University of Technology, the University of South Africa, the University of the Free State, the University of the Western Cape and the Vaal University of Technology. The understanding is that if a suitable partner institution could not be identified amongst these institutions, the leadership of the NIHE could negotiate agreements with institutions they might identify as suitable partner institutions. The leadership teams of the Unit of Education and the Centre for Professional Development did not have the choice of selecting a partner institute whose teacher education programmes they had offered in the past. They experienced many challenges in offering some of these programmes, as stipulated in the research results. The Board indicated that they were devising a common partnership agreement for all future partners. They would act within the mandate of the institute which implies that partner institutions would be responsible for programme delivery, quality assurance of these programmes and the employment of academic staff. The researcher came to the conclusion that the collaborating partner institutions had been pre-determined and identified by the National Department of Education and that the leadership teams did not have the authority to make their own choice regarding entering into agreements with other higher education institutions.

- 6.3.8 The leadership teams were asked what they viewed as the main challenge for leaders in the process of transformation in future. The Unit of Education and the Centre for Professional Development indicated that in their view the main challenge was that the NIHE would become an autonomous higher education institution. They were not in favour of the institute becoming an administrative hub and for partner institutions to appoint lecturing staff for the offering of their programmes. They saw a closer relationship with the provincial education department as another important challenge with the focus on delivering services in the best

interest of the people of the Northern Cape. The Board saw the main challenge as the provisioning of appropriate numbers of good quality teachers as well as teachers who can teach in a variety of fields that would satisfy the needs of the Northern Cape. It can be concluded that the views are contradictory and this indicates that leadership teams have different visions for the institute.

6.3.9 A key factor in the process of transformation and change is having effective communication skills. The leaders had to indicate how effective communication between them and staff and students could be established. The leadership teams indicated that effective communication is a matter of importance and suggestions were given for improved communication strategies and channels (see paragraph 6.2.2.9). A lack of effective communication between different parties involved at the institute could have contributed to problems encountered in the smooth running of teacher education programmes and to the fact that leadership teams had different visions for the institute.

Based on the conclusions drawn in this research, a number of recommendations are made in the next section.

## **6.4 RECOMMENDATIONS**

Responses received from the participants in the research gave the researcher access to information that assisted in describing and comparing the educational phenomena studied. Conclusions were drawn in paragraph 6.3 and based on these conclusions, recommendations are made. These recommendations are presented in four categories, namely recommendations for practice, theory, policy and further research.

#### **6.4.1 Recommendations for practice**

In the near future a well-resourced research base should be established at the NIHE (NC) (see paragraphs 6.3.1; 6.3.2; 6.3.5), where a credible management information system could be developed. It would be in the interest of the people of the Northern Cape if the research unit were to liaise with the NCED and other stakeholders in teacher education at provincial and national level as well as in the global context. It is thus recommended that such a research unit should not operate in isolation and in the light of the urgency of this matter, time frames should be considered important.

#### **6.4.2 Recommendations for theory**

Leadership teams should strive to establish direction in the offering of teacher education programmes by inspiring a shared vision for all stakeholders involved in teacher education at the NIHE. Envisioning the future by imagining exciting and ennobling possibilities would only be possible if the aligning of people takes place: communicating the direction by words and deeds to all those whose co-operation may be needed so as to influence the creation of teams and coalitions that understand the vision and strategies and accept their validity.

#### **6.4.3 Recommendations for policy**

The National Plan for Higher Education (Department of Education, 2001) stipulates that the National Institute for Higher Education in the Northern Cape should provide a challenge and opportunity to develop new models for the provision of higher education programmes, thus laying the basis for the new institutional and organisational forms. The Ministry intends the institute to serve as an administrative and governance hub for ensuring the coherent provision of higher education programmes largely through programme collaboration between the NIHE and other higher education institutions.

There is a call from leadership teams in teacher education for the institute to become a fully fledged autonomous higher education institution where higher education programmes can be developed and offered which would meet the unique needs of higher education in the Northern Cape. Partner institutions from other provinces or countries might not have the provincial needs at heart and act according to their own institutional agendas. The fact that the partner institutions would appoint their own lecturing staff in future might cause them to use their own institutional administration facilities, which would make the administration hub at the NIHE become redundant. Negotiations are recommended between the Ministry at national and regional level, the Board of the institute, and leadership teams of the different units at the NIHE, to find a coherent decision on the future function of the institution which would serve the interests of the people of the province.

#### **6.4.4 Recommendations for future research**

It is recommended that follow-up research be done in an attempt to find answers to the role and impact of teachers who obtained their qualifications at the NIHE on the needs of schools and expectations of the people of the Northern Cape. The perspectives of the people of the province and the viability of establishing a fully-fledged autonomous higher education institution in the Northern Cape could be investigated.

### **6.5 CONCLUSION**

It was with excitement and optimism that the National Institute for Higher Education in the Northern Cape was established in 2003. The institute embarked on a completely new direction in an environment of offering higher education programmes in collaboration with other higher education institutions. Without doubt, this presented a complex environment that called for effective

leadership, engaging the institution in successful transformation and change over time.

This research focused on the challenges faced by the leaders of the National Institute for Higher Education in the Northern Cape Province and on how they addressed these challenges in transforming and steering the institute in delivering teacher education programmes at higher education level. It was expected that the programmes offered would meet the needs, demands and expectations of the people of the province. The leadership of the institute thus had to demonstrate a good understanding of the views and aspirations of all stakeholders in offering suitable higher education programmes for the people of the province.

The researcher identified the major challenges the leadership teams of the institute had to face in the implementation of such programmes. This demanded a clear vision that could inspire all stakeholders to keep going in a teaching and learning environment relevant to the South African higher education sector as well as to the global context.

Responses to the research questions provided data on how the leadership teams addressed the challenges identified and how they engaged in actions of transformation and change, incorporating new practices and programmes at the institute. This enabled the researcher to draw conclusions and, in uncovering a knowledge base and new insights into the research topic, to make recommendations for practice, theory, policy and future research.

The leadership of the National Institute for Higher Education (Northern Cape) might face many more challenges in future and addressing these challenges would call for a good understanding of the views, aspirations, cultures and values of the people of the province that would be influenced by decisions made by their leaders.

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## APPENDIX A



UNIVERSITEIT·STELLENBOSCH·UNIVERSITY  
jou kennisvennoot · your knowledge partner

28 August 2007

To: The National Institute for Higher Education, Northern Cape

- Board Members;
- Management; and
- Centre for Professional Development

I am a lecturer at the National Institute for Higher Education and currently busy with my MPhil studies in Higher Education at the Centre for Higher and Adult Education at the University of Stellenbosch. I have completed the coursework part of the programme and I am currently working on my research.

I hereby kindly request you to read the following concise summary of the research in order to provide you with important background information. I will appreciate your time, effort and willingness to complete the attached questionnaire in order to collect data for the research.

**Title of research project:**

Transformational Leadership: Challenges for Leaders at the National Institute for Higher Education in the Northern Cape Province (South Africa)

**Research goal:**

The goal of the research is to gain knowledge on how leaders and managers at the National Institute for Higher Education (NIHE) address the challenges of *transformational leadership*. The questionnaire is aimed at collecting data on the selection and provision of teacher education programmes at NIHE that would address and fulfill the needs and expectations of the Northern Cape Province.

**Value of research findings:**

The report on findings of the research would not be handled as the private property of the researcher, but rather as a contribution to a common wealth of knowledge and understanding for the benefit of the institute.



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The leadership and management of NIHE may have special interest in the findings on the study of an educational phenomenon at the institute from the viewpoint of participants in a particular social, educational and institutional context. Objective, honest and accurate information will be made available to them on request.

**Research background:**

The view of the Provincial Government (*Office of the Director-General, Kimberley, 2001*) was that the greatest challenge for The National Institute for Higher Education (NIHE) in The Northern Cape Province would be its ability to select programmes to be offered at the institute that would be relevant to the needs of the region. A major part of this challenge would be the ability to carry out a thorough exercise of needs analysis in the province.

Recommendations from The Office of the Director-General (2001) with regard to programme delivery can be summarised as follows:

- a comprehensive analysis of needs should be carried out to determine programmes that the institute should offer;
- the management of the institute should negotiate agreements with other higher education institutions on how programmes will be delivered at NIHE;
- the management of the institute should lay the foundation for having in-house academic expertise in the long term; and
- programmes offered at the institute should be articulated with those at the Further Education and Training (FET) level to facilitate progression from FET level to Higher Education (HE) level.

Analysing the above-mentioned recommendations, the leadership and management of the National Institute for Higher Education, established on 23 June 2003, faced many challenges as they had to steer the institute in the right direction, facilitating and coordinating the provision of higher education programmes in the province.

The Amalgamated Phatsimang/Perseverance Colleges of Education went through a process of transformation in order to transform into a faculty/unit/site of NIHE where, through partnerships/collaboration with other higher education institutes, higher education teacher education programmes are offered.

**Research questions:**

1. What is the significance of the role that transformational leaders and managers at NIHE play in facilitating and coordinating teacher education programmes?
2. Does the delivery of teacher education programmes at NIHE fulfill the demands and expectations of the Northern Cape Province as stipulated by the Office of the Director-General in 2001?
3. With regard to teacher education programmes, where are leaders and managers of NIHE in the process of transformation now and toward what end(s) is the leadership directed?

You are now kindly requested to complete the following questionnaire.

**Instructions:**

- **Indicate with [X] if you are a member of the Board, Management or Centre for Professional Development.**
- Please answer all questions frankly and objectively, using your own opinion and experiences.
- The questionnaire is anonymous and confidential. Your responses will be used for research purposes and findings can be provided to the leadership and management of the institute on their request.
- **Board members are kindly requested to hand in their questionnaires at Dr K. Taole's Office on 10 September 2007 during the next scheduled Board Meeting.**
- **Members of Management and Centre for Professional Development (Main Campus) are kindly requested to hand in their questionnaires at the office of Ms B. Ntuli on 13 September 2007.**
- **Members of Management and Centre for Professional Development (Galeshewe Campus) are kindly requested to hand in their questionnaires at the office of Dr A.J. du Plessis on 13 September 2007.**

Thank you for your participation.

Teresa Laubscher









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|--|---|-------------------------|
| <p>3. With regard to the provision of teacher education programmes at NIHE, where are leaders and managers in the process of transformation now and toward what end(s) is the leadership directed?</p> | <p>2.2.4 <i>people-friendliness</i> and showing <i>sensitivity</i> to the expectations of the people of the province?</p> <p>3.1 What challenges had to be addressed in developing partnerships with other higher education institutions in providing teacher education programmes at NIHE?</p> | <p>2.2.4</p> <p>3.1</p> |
|--|---|-------------------------|



