

**A LEADERSHIP AND MANAGEMENT  
PERSPECTIVE TO MERGING OF SOUTH  
AFRICAN TECHNICAL COLLEGES**

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degree of MASTER OF PHILOSOPHY, in Department of Education  
Policy Studies, FACULTY OF EDUCATION, University of Stellenbosch**

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## DECLARATION OF ORIGINALITY

I, the undersigned, hereby declare that the work contained in this assignment is my own original work and has not previously in its entirety or in part been submitted at any university for a degree.

30/1/04

DATE

## **ABSTRACT**

The research profiles some of the South African Technical College Chief Executive Officer's job responsibilities to be effective and efficient in the merging of state and state-aided technical colleges.

The principal's experience gained during the apartheid era and its applicable legislation is characterised by the sector development, which was influenced by the economic, political, and higher education roles respectively. The question of whether the principal's past experience is adequate or inadequate for merging is of crucial importance.

The research therefore explores policy renewal challenges in conjunction with firstly leadership and change management trends and secondly, with international merging experiences as a basis for the South African merger of past separate technical colleges.

## **SAMEVATTING**

Die navorsing belig die feit dat die Hoof Uitvoerende Bestuurder van Suid-Afrikaanse Tegniese Kolleges se werksverantwoordelikhede moet bydra tot die doelmatige en doeltreffende samesmelting van staat en staats-ondersteunende tegniese kolleges.

Die “bestuurder/hoof” se ondervinding opgedoen tydens die apartheidera en die toepaslike wetgewing word gekenmerk deur sektorale ontwikkeling, wat onderskeidelik deur ekonomiese, politiese en hoër onderwys beïnvloed is. Die vraag of die “hoof” se vorige ondervinding genoegsaam is vir die doel van samesmelting, al dan nie, is van kardinale belang.

Die navorsing wil dus die volgende verken. Eerstens die uitdagings van beleidsveranderinge tesame met leierskap en veranderinge ten opsigte van bestuurstendense en tweedens, Internasionale (Globale) samesmeltings ervarings as 'n basis vir die Suid-Afrikaanse samesmelting van voorheen aparte tegniese kolleges.

## DECLARATION OF LANGUAGE EDITOR

I, BERNARD JACOBS, hereby declare that the assignment entitled A LEADERSHIP AND MANAGEMENT PERSPECTIVE TO MERGING OF SOUTH AFRICAN TECHNICAL COLLEGES was edited.

Port Elizabeth

09/12/2003

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## **ACKNOWLEDGEMENTS**

Firstly to the ALLMIGHTY FATHER for talent granted unto me. I would then like to recognise the sacrifice of my wife, Geraldine and children Brent, Tracey-Anne and Cindy Papier for their unwavered trust and support.

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## LIST OF TABLES

|     |   |    |
|-----|---|----|
| 2.1 | Names of courses introduced from 1951 to 1972 .....   | 23 |
| 2.2 | Course structure for apprentices and technicians who hold a senior certificate prior to enrolling for the N-stream or T-stream courses..... | 24 |
| 2.3 | Main features of proposed course structure .....  | 25 |
| 2.4 | Simplified structure of proposed courses .....  | 26 |
| 2.5 | Hierarchy of qualifications .....   | 27 |
| 2.6 | Main difference between a State-aided and a State technical College .....   | 28 |
| 3.1 | Russell Road College strategy tree 2001 - 2003 .....  | 69 |
| 4.8 | Grouped answers of question set: A .....  | 83 |
| 4.9 | Grouped answers of question set: B .....  | 86 |

## ACRONYMS

|        |  |
|--------|--|
| ANC    | African National Congress                  |
| BCEA   | Basic Condition of Employment Act          |
| CATE   | Colleges for Advanced Technical Education  |
| CAE    | College for Advanced Education             |
| CEO    | Chief Executive Officer                    |
| CHE    | Committee for Higher Education             |
| CTCP   | Committee of Technical College Principals  |
| CTP    | Committee of Technikon Principals          |
| CUP    | Committee of University Principals         |
| DoE    | Department of Education                    |
| DoL    | Department of Labour                       |
| ECD    | Early Childhood Development                |
| ECDE   | Eastern Cape Department of Education       |
| EEA    | Educators Employment Act                   |
| EI     | Education International                    |
| ex-DET | Ex-Department of Education and Training    |
| ex-HoA | Ex-House of Assembly                       |
| ex-HoD | EX-House of Delegates                      |
| ex-HoR | Ex-House of Representatives                |
| FETA   | Further Education and Training Act         |
| FET    | Further Education and Training             |
| FETI   | Further Education and Training Institution |
| FETC   | Further Education and Training Certificate |
| FTE    | Full-time Equivalent                       |
| GET    | General Education and Training             |
| GETC   | General Education and Training Certificate |



|         |   |
|---------|---|
| HAU     | Historically Advantaged Universities    |
| HE      | Higher Education                        |
| HEDCOM  | Heads of Education Committee            |
| HDU     | Historically Disadvantaged University   |
| HOD     | Head of Department                      |
| HRD     | Human Resource Development              |
| KGTO    | Kollege vir Tegniese Onderwys           |
| LRA     | Labour Relations Act                    |
| MOTT    | Merger Operational Task Team            |
| NATED   | National Education Policy 190 / 191     |
| NBI     | National Business Initiative            |
| NDE     | National Department Education           |
| NDoE    | National Department of Education        |
| NQF     | National Qualification Framework        |
| PDoE    | Provincial Department of Education      |
| PFMA    | Public Finance Management Act           |
| RDP     | Reconstruction and Development          |
| RPL     | Recognition of Prior Learning           |
| SACE    | South African Council of Educators      |
| SADTU   | South African Democratic Teachers Union |
| SAFCERT | South African Certification Council     |
| SAQA    | South African Qualification Authority   |
| SDA     | Skill Development Act                   |
| SRC     | Student Representative Council          |
| US      | University of Stellenbosch              |
| WWII    | World War Two                           |

# CONTENTS

|                                       |  |
|---------------------------------------|--|
| <b>DECLARATION OF ORIGINALITY</b>     |  |
| <b>ABSTRACT</b>                       |  |
| <b>SAMEVATTING</b>                    |  |
| <b>DECLARATION OF LANGUAGE EDITOR</b> |  |
| <b>ACKNOWLEDGEMENTS</b>               |  |
| <b>LIST OF TABLES</b>                 |  |
| <b>ACRONYMS</b>                       |  |

## CHAPTER ONE

|   |          |
|---|----------|
| <b>INTRODUCTION .....</b>   | <b>1</b> |
| 1.1 BACKGROUND TO THE STUDY .....   | 1        |
| 1.2 ORIGINS OF THE STUDY.....   | 1        |
| 1.2.1 The Current Provisioning Statistics of Technical Colleges<br>as reflected by Van der Merwe (2000:3) ..... | 6        |
| 1.3 AIMS AND POSSIBLE OUTCOMES.....   | 8        |
| 1.3.1 Research Question .....   | 8        |
| 1.3.2 Sub-questions .....   | 8        |
| 1.3.3 Demarcation of the study .....  | 8        |
| 1.4 RESEARCH METHODOLOGY.....   | 9        |
| 1.4.1 Literature Review .....   | 9        |
| 1.4.2 Personal Interviews .....   | 10       |
| 1.4.3 Personal Experience (Participative Qualitative Research).....   | 10       |
| 1.4.4 Hermeneutic method .....  | 10       |
| 1.4.5 Triangulation .....   | 11       |
| 1.4.6 Definition of Concepts .....  | 12       |
| 1.4.7 Progression of the Study .....  | 12       |

**CHAPTER 2****THE DEVELOPMENT OF SEPARATE LEADERSHIP****TRADITIONS ..... 14**

|       |  |    |
|-------|--|----|
| 2.1   | INTRODUCTION .....   | 14 |
| 2.1.1 | The history and development of Technical Colleges .....  | 14 |
| 2.1.2 | The Role of Industry in the Development of Technical Colleges                                      | 15 |
| 2.1.3 | The Role of Political Forces .....   | 17 |
| 2.1.4 | Links Between Industry and Politics .....  | 18 |
| 2.1.5 | The Role of Institutes of Higher Education .....   | 19 |
| 2.2   | SCOPE OF THE TASK, PROGRAMMES AND GOVERNANCE OF<br>TECHNICAL COLLEGES .....                        | 22 |
| 2.2.1 | Summary of tables.....   | 29 |
| 2.3   | LEADERSHIP AND MANAGEMENT TRADITIONS DURING THE<br>HISTORICAL DEVELOPMENT OF TECHNICAL COLLEGES .. | 31 |
| 2.3.1 | Leadership Framework   | 31 |
| 2.3.2 | Management Framework   | 38 |
| 2.4   | THE ANC VIEWPOINT .....  | 42 |
| 2.5   | SUMMARY AND INTERPRETATION .....   | 45 |

**CHAPTER THREE****FURTHER EDUCATION AND TRAINING TRANSFORMATIONAL****LEADERSHIP AND MANAGEMENT CHALLENGES ..... 48**

|       |   |    |
|-------|---|----|
| 3.1   | INTRODUCTION .....                                    | 48 |
| 3.2   | THE POLICY CHALLENGES .....                           | 50 |
| 3.2.1 | Education White Paper Three .....                     | 50 |
| 3.2.2 | Education White Paper Four .....                      | 51 |
| 3.2.3 | Situational Analysis of FETI in the Eastern Cape..... | 52 |
| 3.2.4 | Draft National Strategy for FET 2002-2005 .....       | 55 |

|                                  |   |    |
|----------------------------------|---|----|
| 3.2.5                            | The Employment Equity Act .....                             | 56 |
| 3.2.6                            | The Skills Development Act .....                            | 56 |
| 3.2.7                            | Labour Relations .....                                      | 57 |
| 3.2.8                            | South African Qualification Authority (SAQA).....           | 58 |
| 3.2.9                            | Public Finance Management Act (PFMA) .....                  | 58 |
| 3.3                              | LEADERSHIP AND CHANGE MANAGEMENT.....                       | 59 |
| 3.3.1                            | Transformational Leadership .....                           | 59 |
| 3.3.2                            | Instructional Leadership .....                              | 60 |
| 3.3.3                            | Leadership which Influences.....                            | 61 |
| 3.3.4                            | Organisational Culture and Climate .....                    | 63 |
| 3.3.5                            | Distributing Leadership .....                               | 65 |
| 3.3.6                            | Bonding Diversity .....                                     | 66 |
| 3.3.7                            | Communicative Leadership.....                               | 66 |
| 3.3.8                            | Project Management .....                                    | 67 |
| 3.3.9                            | Strategic Management.....                                   | 67 |
| 3.4                              | MERGING CHALLENGES.....                                     | 71 |
| 3.4.1                            | International Negative Aspects of Educational Mergers ..... | 71 |
| 3.4.2                            | International Positive aspects of Educational Mergers ..... | 72 |
| 3.4.3                            | The South African Merging Context.....                      | 74 |
| 3.5                              | LIFE LONG APPOINTED PRINCIPAL TO CONTRACT CEO ....          | 77 |
| 3.6                              | SUMMARY AND INTERPRETATION .....                            | 78 |
| <b>CHAPTER FOUR .....</b>        |   |    |
| REFLECTIONS ON THE RESEARCH..... |   | 80 |
| 4.1                              | INTRODUCTION .....  | 80 |
| 4.2                              | HERMENEUTICS AND TRIANGULATION TECHNIQUES<br>EMPLOYED ..... | 80 |
| 4.3                              | DEVELOPMENT OF QUESTIONS FOR INTERVIEWS.....                | 81 |

|   |   |    |
|---|---|----|
| 4.3.1   | Question Set: A .....                                       | 81 |
| 4.3.2   | Question Set: B .....                                       | 83 |
| 4.3.3   | Summary and Interpretation of Table 4.8 and Table 4.9 ..... | 87 |
| 4.4   | REFLECTION ON THE RESEARCH DESIGN<br>AND PROCESS.....       | 90 |
| 4.5   | SUMMARY AND INTERPRETATION .....                            | 91 |
| <br><b>CHAPTER FIVE</b>                       |   |    |
| <b>DISCUSSION AND RECOMMENDATIONS..... 92</b> |   |    |
| 5.1   | INTRODUCTION .....  | 92 |
| 5.2   | REVIEW OF RESEARCH .....                                    | 92 |
| 5.3   | EMERGENT TRENDS FROM THE CASE STUDY.....                    | 96 |
| 5.4   | RECOMMENDATIONS .....                                       | 98 |
| 5.5   | CONCLUSION.....   | 99 |
| <br><b>BIBLIOGRAPHY .....100</b>              |   |    |

# CHAPTER ONE

## INTRODUCTION

### 1.1 BACKGROUND TO THE STUDY

One of the many challenges for the South African education system in a developing nation is its technical college sector. The repeal of apartheid legislation and the introduction of new policies, in particular for the college sector, compel all stakeholders to focus on and be aligned to the current government's inclusive national agenda for further education and training.

"*Transformation*" has become the clarion call of the ruling party, the African National Congress (ANC), by means of intervention through its reconstruction and development programme. This intervention in education has been incorporated administratively into the bureaucracy of the South African education system. The implementation poses challenges to the bureaucracy as well as to the college leaders *per se*.

### 1.2 ORIGINS OF THE STUDY

The pre-democratic South African education system had been structured politically to advantage the minority and disadvantage the majority. This political advantage and disadvantage varied in many instances and is reflected by decades of apartheid inequalities (MCGREGOR'S, 1992:22). For the purpose of this assignment its context will be defined to an educational context, especially within the college sector. Separate college education having been regulated by the Coloured Persons Education Act 47 of 1963 (Juta, 2002:S1-116), Indians Education Act 61 of 1965 (Juta, 2002:S1-130) and the Education and Training Act 90 of 1979 (Juta, 2002:S1-148)

for Blacks. White education having been governed per province and later by the central National Education Policy Act 39 of 1967. The ending of separate education in South Africa after the democratic elections of 1994, witnessed politicians, together with a variety of other stakeholders, continuously engaged in drafting new education policy proposals.

The rationale in restructuring all the different governmental departments is guided by the government's transformation programme, enhancing the human resource development strategy (HRD). The FET sector in general should become a valuable social partner in promoting the socio-economic well being of the Eastern Cape, which is characterised by great socio-economic differentiation across communities. The province's developmental needs as well as labour and socio economic needs also inform restructuring in the Eastern Cape as identified by the NBI (2000a:97) report. Future FET institutions are identified to become the nucleus of government's human resource development strategy through skills development programmes.

The opening address by the national education MP as encouragement to the National Committee on Further Education and Training's task is indicative of the extensive consultative era. The quote reflects the national education MP's awareness of the FET committee's (1997: iv) "*... formidable task of providing the Department of Education with policies to restructure fundamentally the further education training band*". This engagement of two years produced the foundation for the merging of the college sector.

The viewpoint of Steyn (1982:57) citing Malherbe who remarked "*Technical colleges were born out of a frank recognition of the increasing industrialisation and commercialisation of South Africa*" is endorsed. This reflects no vision or mission for the sector and implies that an approach of any road will get us there was adopted. The inability of the apartheid government to define the role of the

sector reflects no strategic direction. Principals could not, did not, provide any alternative and thus focussed on organisational task efficiency and neglected effectiveness as reflected by Hersey and Blanchard as cited by the US Study Guide (2000:57). The role and purpose of this sector, being undefined in the apartheid era, have been identified to become part of the further education and training sector as reflected by the ANC policy discussion document (1994:365) "*Consider the future role, functions and structure of Technical and Vocational Colleges, generally, and in relation to a possible Community College sector*". The viewpoint of Dr Stumpf in an opening address to principals in November 1994 (CTCP, 1994b: 15), endorses the ANC policy discussion and is enhanced through his reflection concerning the challenges facing colleges when he said, "*The way forward is not perfectly clear, there is a need for radical thinking and purposeful action*". This background acknowledges that colleges have operated in a particular niche without portability and mobility between themselves, secondary schools and higher education institutions.

College programmes and their unitary curricula are linked to rote-learning practices and have not been reviewed for almost three decades, endorsing the ANC policy (1994:365) which says "*Address the process of curriculum reform in terms of content (breadth and specialisation), process and delivery mechanisms (including distance education and open learning), on-site, in the workplace and home*". The impact of the latter point on the leadership and management foundation of principals is interpreted as one of neglect concerning the development of the sector. MCGREGOR'S (1992:370) citation is interpreted as being endorsed when Prof. Rautenbach addresses the aspect of rote-learning within technical colleges and the necessity of restructuring this sector so that "*---- students put what is learned to practical use*".

(Unknown, 1983:49) enunciate the difference between education and training which endorses comments made at a conference in 1981



citing Prof. Rautenbach;

*Training prepares you to make a living; education prepares you to make a life. Training means enablement, while education means enrichment. You can be trained to run a machine, but you must be educated if you want to run your life successfully. Training usually deals with practical facts, while education deals with timeless truths and principles. The trained man has mastered methods; the educated man understands why those methods work. Training acquaints you with the science of your calling, education with the art.*

The latter three quotations is emphasised in the summary of table 2.3 which reflects that classroom tuition takes place with demonstrations where possible and practical use was to take place on the job. The introduction of the National Qualifications Framework (NQF) is an intervention by the new government to integrate education and training and is accepted as reflected by the ANC policy discussion document (1994:5). Colleges were identified to offer programmes from NQF levels 2-4. Currently the curricula of college programme (NATED 191) and secondary school programmes (NATED 550) are under review. The comment of Van Zyl (1965:41), which recommends that technical college principals be capacitated through MBA's, B.Admin's, Management Diplomas and exposure to seminars and short courses, confirms that principals were ill equipped to recognise the curriculum needs. Malherbe's (1960:12) viewpoint is accepted which criticises the leadership which was being produced by the South African education system "*Each ethnic college, will in fact, be a small oasis with springs bubbling with the blessings of Western learning in a desert of primitive and largely illiterate tribalism*". The modern democratic South Africa with its inherited diverse tribal college leaders now has to engage in challenges such as educational mergers. This unbalanced educational past now culminates in a unification of this sector, firstly

through the South African Constitution, and secondly through the FET Act 98 of 1998.

Mergers will bring about a new type of institution both in urban and rural areas. Some international education merger experiences reflect that a country's education department may have opted to merger educational institutions for various reasons. One of the many South African reasons being the elimination of separate education and its accompanying acts of discrimination and inequalities in general. The international education merging experience reflects that merging is a potential minefield, which requires different leadership capabilities. Gamage, D.T. (1993:3) supports the merging of the Australian Higher Educational institutions as a process to unify its higher national education system.

Gamage, D.T. (1993:3) continues to explain why Australia was forced to merge 30 CAE as well as how the Dutch higher education system dramatically restructured by merging 314 non-university higher education institutions into 41 institutions. The merging of colleges in South Africa is challenged with the experience of ex-principals gained during pre-democracy in comparison to the leadership and management needed for merging. The transformation of the South African education system challenges principals to lead and manage the change of the current college toward the merging of these tribal ethnic colleges (Malherbe, 1960:12). The words of Stellenbosch's Prof. Rautenbach at a conference in March 1981 challenged the then education system when he said "*Changing the present system of academically oriented education into a balanced system in which eventually about 50-80% of children in std (8-10) will receive career education is a long and arduous task*". What Prof. Rautenbach said then reflects another challenge faced by principals to fulfil the purpose and role of the intended FET institution.

Van der Merwe's (2000:73) viewpoint is endorsed concerning the management capacity at colleges in the Western Cape when she

says *"There is a lack of comprehensive and visible evidence of the on-going planning, evaluation and reporting that is supposed to be conducted by the colleges, nevertheless, most colleges do have a strategic plan or are in the process of preparing one"*. Gamage (1993:10) indicates that the Australian Education Department identified resistance to merging and conquered it by *"Establishing one governing body, one CEO"*. Staff disillusionment, merging is unsuitable, protracted merging negotiations are a few examples of resistance to transformation experienced by the Australian higher education department.

Literature on international mergers has shown that transformational leadership and change management was necessary to establish an improved educational institution. This therefore raises the question of what leadership and management is required for an effective and efficient merged further education and training institution in South Africa.

### **1.2.1 The Current Provisioning Statistics of Technical Colleges as reflected by Van der Merwe (2000:3)**

*There are currently 152 technical colleges offering vocational education in South Africa. In total, there are about 2000 technical college subjects and about 300 different programmes offered at the following levels: from pre-primary, N1-N3, National Intermediate Certificate and National Senior Certificate levels right up to the tertiary N6 and National Diploma levels. According to the draft of the Directorate: Vocational Education and Training of March 1997, technical colleges at that stage had about 7000 members of staff and an average of about 250 000 students a year.*

*Technical colleges cover all fields that have thus far been required by commerce and industry, as well as by the communities. Technical colleges offer instruction in six*

*different vocational areas, viz. engineering studies, business studies, the arts, agriculture, utility industries and social services. A seventh field, business languages, form part of the various other fields (Directorate: Vocational Education and Training, Draft document 1997: 18-19).*

*A variety of non-formal and non-national programmes are offered on demand for the local communities and local commerce and industry. This includes, inter alia, adult basic education programmes. The tertiary and higher education programmes have proliferated enormously in numbers over the past few years. It has been suggested that these higher education programmes should be removed from technical colleges.*

*Nevertheless, the number of examination enrolments for these tertiary or higher education programmes increased by 25% from 1994 to 1995 and by 30% the following year. This indicates that there is a definite need for this type of programme at technical colleges (Directorate: Vocational Education and Training, Draft document, 1997:20).*

In summary the introduction and the origin of the study has illustrated that the task of the democratic government is to integrate education and training through purposeful action. Pre-democracy principals were ill equipped to deal with the role, which colleges had to fulfil. Their leadership and management experience gained in the undemocratic past is faced with the challenges of closing the era of separate education and secondly to merger state with state-aided colleges. The study therefore aims to investigate the development of the leadership and management patterns in the context of apartheid.

### **1.3 AIMS AND POSSIBLE OUTCOMES**

One of the aims of this study is to investigate and to analyse the development of leadership and management patterns in the context of apartheid education and their impact upon the role of technical colleges and educational policy.

Secondly, the research aims to interpret the mission and the vision of the ex-principals of colleges in the context and environment of reconstructing the South African education system.

The study aims to conclude by profiling some leadership and management job responsibilities of CEO's.

#### **1.3.1 Research Question**

What leadership and management job responsibilities are necessary for the principal (CEO) of a merged technical college in order to establish an effective Further Education and Training Institution?

#### **1.3.2 Sub-questions**

- What is the understanding of a college principal concerning educational transformation?
- What is the understanding of a college principal concerning the role of the current technical college as compared to the intended role of a FET institution?
- What are the characteristics of the traditional principal of a college?
- What is the principal's interpretation and understanding of the concepts of education and training?

#### **1.3.3 Demarcation of the study**

This study will focus on principals within ex-state and ex-state-aided colleges in the Eastern Cape Province. The researcher targets four

merged colleges in the Eastern Cape province and selects four nationally contracted ex-merger facilitators, three acting CEO's and three ex-principals for individual interviews.

The primary source of information for this assignment was three ex-nationally contracted merger facilitators, unfortunately all males. All of the merger facilitators were private strategic consultants. The second group is three acting chief executive officers who were appointed by the PDoE for a period of eight months, three ex-principals and the acting director for technical colleges.

Within this study is a case study based on one institution namely Buffalo City Further Education and Training Institution which merged the former East London, Border and John Knox colleges. The case study will provide an opportunity for triangulation to understand from within and from a distance as reflected by Terre Blanche and Durrheim (1999:400) who cites (Ricoeur) (1981b). Triangulation is viewed here in the context of three tiers reporting on the issue. The three tiers is the merger facilitator, the acting CEO and the three ex-principals.

## **1.4 RESEARCH METHODOLOGY**

### **1.4.1 Literature Review**

A literature study was engaged in to establish the foundations of the sector and its leadership and management development traditions under apartheid educational policies in South Africa. Various commissions of research had investigated the sector in the apartheid era, and had continuously made recommendations to the national Department of Education and government.

Research within this sector has posed limitations on obtaining a variety of literatures. It is for this reason that the researcher pursues interviews.

### **1.4.2 Personal Interviews**

Unstructured interviews are planned with four nationally contracted ex-merger facilitators, three acting CEO's and two principals of ex-colleges. The objective of the interview is to justify leadership and management traditions established by the system of separate education.

The second objective is to analyse the profile of an expected Further Education and Training institution leader (i.e. principal/CEO).

### **1.4.3 Personal Experience (Participative Qualitative Research)**

Personal experience of separate apartheid development, followed by an apprenticeship as a plater-boilermaker and working as an artisan is used in this analysis. Personal experience is complemented by eighteen years of experience in the education fraternity. My involvement in the sector at a national and provincial level has also been used in the research. National involvement was characterised through involvement with the national merger operational task team (MOTT), which was tasked by HEDCOM to drive the merging of all technical colleges throughout the country. Similar provincial involvement through the provincial merger task team structure.

### **1.4.4 Hermeneutic method**

The hermeneutic method will be employed in this research. The method will seek to understand the life world of the ex-principal of colleges through their human beliefs and the actions and activities of ex-principals since the apartheid era up to democracy.

The intention is to analyse the leadership and management practices culminated in an exegesis in the college sector and the discourse of moving from separate past apartheid institutions to successful, effective and efficient unified merged institutions.

The interpretative method was employed in conducting the research. The researcher employed a semi-structured interview approach to obtain reliable first-hand observations. Only merger facilitator interviewees allowed the researcher to record their interviews. Acting CEO's and ex-principals were not prepared to be recorded which was respected. Field notes were recorded.

Interviews were scheduled for one hour with a five minute introduction. On arranging the interview, interviewees were informed of the process. Interviewees were shown a letter from the University of Stellenbosch to confirm the student researcher's authenticity.

Guiding questions were used to be consistent, yet interviewees were continuously encouraged to elaborate especially on leadership and management experiences as recommended by Terre Blanche and Durrheim (1999:398) who cite Rabinow and Sullivan (1979). The intention was to understand the human experiences (social, linguistic and historical) which shape the life world of in particular the technical college principal.

#### **1.4.5 Triangulation**

In general it is a multi method approach of gathering data. The case study scenario and the other individuals who were interviewed provided a basis to effect triangulation. The first hand account will assist the researcher to "verstehen" mentioned experiences of individual's personal experiences. Understanding the life world of the individual through triangulation, which will be a summarized exegesis. The exegesis will link expression, experience and understanding. Understanding here will combine activity of all mental powers of apprehending manifestations of human consciousness. This basis was used to construct the theory arising from data collected as reflected in US Study Guide (2001:36) citing (Glaser & Strauss 1967).



Terre Blanche, M. and Durrheim, K. (1999:414) reflect on analysing collected data to establish themes as patterns and sequences. These patterns and temporal linking should assist to qualitatively interpret locally collected text. Breaking text down into bits of themes enhancing meaning units as postulated by Terre Blanche, M. and Durrheim, K. (1999:415) will be enhanced to reconstruct a situated account.

#### **1.4.6 Definition of Concepts**

"college"            meaning technical college

"principal"        meaning principal of a technical college

"sector"            meaning technical college sector

#### **1.4.7 Progression of the Study**

##### **Chapter One: INTRODUCTION**

The researcher outlines the origin of the study as an orientating background. The chapter outlines current human resource statistics as well as the provision of college education. The chapter concludes by defining the research questions and sub-questions as well as the research methodology.

##### **Chapter Two: THE DEVELOPMENT OF SEPARATE LEADERSHIP TRADITIONS**

This chapter investigates the historical development of leadership and management traditions in conjunction with the development of colleges. It considers the roles of industry, institutes of higher education and politics in the development of the sector and its leaders. This is investigated against the background of the emerging scope of the task and programmes offered at colleges and illustrated against the viewpoint of the African Nationalist Congress's objectives.

### **Chapter Three: FURTHER EDUCATION and TRAINING TRANSFORMATIONAL LEADERSHIP and MANAGEMENT CHALLENGES**

The challenges illustrated within chapter three are based on three aspects. Firstly policy challenges which require conceptual interpretation and implementation strategies. Secondly, leadership and change management challenges which is primarily based on the CEO inter-acting with sub-ordinates throughout the organisation. The last section relates to international merging challenges both negative and positive as a run-up to the South African merging environment.

### **Chapter Four: REFLECTIONS on THE RESEARCH**

The chapter reflects upon the technique employed. The development of the questionnaire for the unstructured interview and the grouping of the answers. The chapter concludes with limitations encountered.

### **Chapter Five: DISCUSSION, RECOMMENDATIONS and CONCLUSION**

The chapter reviews the research and considers the pattern emerging from the case study. The chapter concludes with recommendations.

## CHAPTER 2

# THE DEVELOPMENT OF SEPARATE LEADERSHIP TRADITIONS

### 2.1 INTRODUCTION

This chapter will investigate the historical development of leadership within colleges under a separate political order in South Africa. The chapter reflects upon the diamond-mining era and the accompanying railway network development and its influence on the developing leadership traditions.

Throughout the following chapters, the leadership traditions identified in this chapter will be challenged to transform towards the Public Further Education and Training institutional needs.

#### 2.1.1 The history and development of Technical Colleges

The pioneering years of college education started as early as 1880. The evolution of the diamond mining industry significantly contributed to the development of technical education and the development of colleges. Gold mining and the development of the South African railway network complemented the evolution of the diamond mining industry.

Williamson (1992:87) confirms the establishment of Railway Institutes in Durban (1884), Salt River (1890), Uitenhage (1895), East London and Pretoria (1902), Johannesburg (1903). Behr (1984:129) reflects that the Natal Institute became the Durban Technical College in 1915 and later the Natal Technical College in 1957. Behr (1984:128) reflects on the establishment of the Transvaal Technical Institute in 1903, which later became known as

the Transvaal University College in 1906. Finally, in 1922 this institution became the University of Witwatersrand.

Naude (1981:29) reflected the need for technical and vocational artisans to manufacture and repair whatever was broken. Friedman (1979:10) similarly reflected on the "Introduction of Sandwich Courses" which paved the way for the "block release" apprenticeship system at technical colleges as a response to Naude's (1981:29) demand for technical and vocational skills.

### **2.1.2 The Role of Industry in the Development of Technical Colleges**

The indirect partnership between South African technical institutes and the Department of Manpower necessitated that principals of technical institutes develop a close relationship with the railway authorities to enhance the WHITES ONLY apprenticeship system. The apprenticeship system required a block release of apprentices to attend colleges. The enrolment of apprentices on a block release basis (Behr, 1984:138) to a college as part of the apprenticeship contract required principals to administer the block release of the apprentice (Department of National Education, 1978:54-55).

Friedman's (1979:11) viewpoint of block release for apprentices was that *"block release was introduced in South Africa at the beginning of 1966 for apprentices"*. Apprentices were sent to a college for three months and it ensured a particular income for the college. The training of apprentices assisted in the compilation of the engineering curricula of the trimester technical institute system. College lecturers were artisans recruited from industry. Behr (1984:87-88) confirms that the South African National Education Policy Act 73 of 1969 did not specify and regulate teacher training as in other countries. These college lecturers were therefore sent to university or a technikon to complete a one-year technical teachers diploma (full salary) due to the non-regulation.

Apprentices were also encouraged to further their technical qualification. Personal experience as an apprentice who passed various grades between T1-T4 also meant an increase in salary for an apprentice. Principals were not expected to provide a high standard of learner support due to the on-the-job apprentice training. This system over the years evolved specifically to satisfy the requirements of industry for the training of apprentices. This system, supported by the Department of Education and Manpower (Department of National Education, 1978:46&74), developed into a training partnership whereby colleges were responsible for the theoretical tuition of the apprentice's trade training and the employer provided all the practical training on the job.

White college principals never concentrated on expanding technical workshops due to the arrangement that the apprentice would receive practical training on-the-job from his employer. Principals of colleges close to army bases must have netted huge incomes as white apprentices were released for their compulsory two-year army conscription from individual employers (NDE, 1997:10). The apprentice then automatically attended the nearest college for his block release as prescribed by the apprenticeship training Act 37 of 1944. The army used the college for various theoretical training for many different trades, example motor mechanic.

It is assumed that the white Corporate Business developed a partnership with the apartheid regime through which white apprentices were allowed to continue with their apprenticeship whilst serving in the national army. Due to the latter point, principals of technical institutes located close to army bases therefore regularly had full engineering apprentice enrolments, partially due to the conscription legislation. Generally, principals were not expected to have disciplinary problems with learners because the army would instil discipline. Principals' strategic organisational planning was to align college operations with those of the government as required by the separate development policies.

### 2.1.3 The Role of Political Forces

Behr (1984:20) reveals that Act 30 of 1923 made provision for the establishment and control of an autonomous governed college for "WHITES ONLY" which was an enforced political direction for principals of colleges. Coloured and Black technical education was provided by the missionary societies without any financial help from the government up to the early 1970s. The rise and victory of the South African National Party in 1948 entrenched keeping the races apart. Denial of political rights to all nonwhites was to be promoted in all spheres of South Africa including colleges.

The development of the college sector in South Africa reflected leadership traditions, which had developed along racial policies and were influenced by the political order of the day. Behr (1984:64) points out that the NATIONAL CULTURE PROMOTION ACT 27 OF 1969 was passed to provide for the preservation, development, fostering and extension of the culture of the white population. The Department of Cultural Affairs was later merged with the Department of Higher Education to form a single Ministry of Education in November 1970 resulting in the amended white CULTURE PROMOTION ACT 35 OF 1983. The tricameral dispensation of 1984 did not dissolve the status of separate technical colleges.

The comment by Eksteen (1979:21) confirms that leaders of colleges endorsed racial segregation when he said "*Ook is dit belangruk dat 'n KGTO naby 'n universiteit gelee sal wees en dat dit die blanke gemeenskap van 'n streek of provinsie moet bedien en nie slegs 'n bepaalde dorp of stad nie*". Separateness in the political arena also influenced the leadership of colleges. One may question the type of leadership, which had existed regarding their vision and innovation with regard to implementing policy.

The viewpoint of Behr (1984:28) refers to the 1939 Nicol Commission, which believed that education was designed for university entrance and that the establishment of technical

commercial, housecraft and agricultural schools did not prove to be successful as they attracted less-able students and that general schools had more prestige. The white Education Department was regularly engaged appointing task teams known as commissions to establish the viability of technical and vocational education. Commissions varied: Wilks in 1939, De Villiers in 1948, Pretorius in 1951 and Van Wyk in 1955. The work of these commissions ultimately culminated in the passing of Act 70 of 1955.

Similarly, the Coloured Persons Education Act 47 of 1963 reflects that colleges were separately established for Coloureds between 1972-1982. It should be noted that the majority of Coloured teachers were poorly qualified, holding a Teacher's Certificate following a Standard Eight education. Similarly technical education for Indians started with the ML Sultan technical college in 1946. Principal and senior management appointments at historically disadvantaged colleges were from the white population only which appeared to be guided by the Black Building Workers Act 27 of 1951, which stated that "Europeans should only be employed as supervisors or instructors" (Juta, 2002:S1-39).

Behr (1984:223) points out that Act 52 of 1979 was introduced to allow for Black universities and only in 1980, colleges were established for Blacks. This clearly shows that Blacks were not allowed to enrol for non-degree technical teacher training. Since 1970 colleges grew, as institutions in demand but they consistently struggled with their image of admitting mostly the weak academic learners. The purpose of this research is not to emphasise political issues but rather to portray the type of leader that emerged from this historical and political context. Organisational cultures of separateness also developed in these separate technical colleges.

#### **2.1.4 Links Between Industry and Politics**

The industrial revolution after World War“Π required a technical institution in South Africa to assist in the training of apprentices.

Friedman (1979:10) observes that the debate was about how to train apprentices, how long to train apprentices, where to train the apprentice and whose responsibility it was to train the apprentices. Government noted that industry benefited from a pre-trained apprentice and or qualified artisan.

Department of National Education (1978:01) cites the Goode Commission recommending that the Federation of Professional Engineers (a Whites only body) decided to approach Parliament to suggest that the then-government seriously investigate Education and Training. The Goode commission's report also indicated that 96,4% of apprentices were Whites. It noted that targeted degrees were Civil, Mechanical, Electrical, Mining, Metallurgical, Chemical and Commerce. The report showed that graduates required support from artisans who would be supplied through the college system and technicians who would be supplied through the CATE's.

The (DNE, 1978:23) continued to recommend that government apply pressure on some industries to adopt the training of apprentices. The industrial revolution in conjunction with the recommendations of the Goode Commission report, considered this step as a challenge to adapt and develop programmes for the sector to attract more students. The role and function of the technical college in the education system was still in a pragmatist phase, which would last up to the final stage of post democracy merging.

#### **2.1.5 The Role of Institutes of Higher Education**

The (DNE, 1978:43) reveals that the Percy-Committee of 1945 recommended to the then South African government that "technical degrees" equal to university degrees be awarded at technical university colleges. This never materialised and year's later colleges were transformed into Colleges for Advanced Technical Education (CATE). Behr (1984:130) explains the necessity of an intermediate institution between the university and the technical college i.e. the CATE that was established by the Advanced



Technical Education Act number 40 of 1967.

Amendments to Act 40 in 1979 processed the transformation from a CATE to the current Technikon. Similarly, Coloureds who were governed under the Coloured Persons Education Act 47 of 1963 saw the separate establishment of the University of the Western Cape and later the Peninsula Technikon. Colleges for Coloured persons were officially established between 1972-1982. Indian Education Colleges were established separately through Act 12 of 1968 and Black Education saw the separate homeland development of universities and colleges established during the 1980s.

These separate developments impacted upon the leadership style of the University, Technikon and College principals. Friedman's viewpoint that (1979:10) "In addition there must come a time when closer co-operation between universities, technikons and technical colleges ..." is accepted which enhances the NQF and SAQA structures. However a few universities and technikons decided to admit students of all races based upon the "quota" system. Other HAU and technikons endorsed the government policy of "Separate Development".

The Federal Committee of Technical College Principals (CTCP) duplicated by the Committee of Technikon Principals (CTP) and the Committee of University Principals (CUP) similarly. Behr (1984:355) cites the De Lange Commission's recommendation being endorsed that statutory bodies such as the CUP and CTP be retained. Through the CUP education was directly influenced at a national level. The CTCP followed suit. This imitation was also based on the similarities existing between colleges and the technikons (CATE's) in that there was some degree of similarity between the tertiary programmes of colleges and engineering first/second year technikon programmes. College programmes focussed on vocational education and training which spanned both the secondary school and higher education levels. Colleges and technikons automatically found that

they had courses, which overlapped due to the Advanced Technical Education Act 40 of 1967 (NDE, 1978:66-67).

Technikons concentrated on training the technician as an assistant to the engineer. Providing a one-stop service to a student was identified as more profitable to the institution. Technikons then sought to provide practical training for their programmes. Responsive and relevant educational programmes became the target. Colleges followed suit. This was difficult since most White colleges were without workshops, and financing these developments was a major financial challenge.

The majority of college students changed from being sponsored apprentices to being private students (DoL, 2001:32) and MCGREGOR'S (1992:363). College principals identified this trend and were slow to respond. Disadvantaged colleges had stopped utilising their workshops whilst most White colleges never had physical buildings for workshops. The Department of Manpower was reducing apprentices. Technikons utilised this indecisiveness and improved their workshop training, which attracted more students, and this was endorsed by industry. The reason for opening the doors of historically White colleges to Black learners in 1990 may have ranged from low student numbers to accepting democracy.

In summary this reflects that the initial developmental phases of college leadership under apartheid legislation was influenced by the role of industry and its linkage to politics as well as the role fulfilled by higher education. The development of leadership and management traditions was not in isolation but embedded in a political orientated society, which was determined to succeed.

This political determination influenced state-aided principals scope of leadership and management tasks as well as what programmes they offered in support of the political agenda of the regime. The clear distinction between the governance of a state and state-aided college (Van der Merwe, 2000:21) was pivotal in ensuring that

leadership and management in state colleges should never achieve the success of the state-aided colleges.

## **2.2 SCOPE OF THE TASK, PROGRAMMES AND GOVERNANCE OF TECHNICAL COLLEGES**

The perceived role which colleges had to fulfil in the education system is summarised by Eksteen (1979:23), which said, "Die tegniese kollege en instituut is as veeldoelige onderwysinrigting uitnemend geskik vir die uitbouing van voortdurende onderwys". This further education was endorsed and coincided with the establishment of the CATE's. Technical Colleges remained in operation after the introduction of the CATE's and received new support as stated by Friedman (1979:11) "New sandwich courses in many engineering fields were regularly being introduced and many employers were keen to have their employees attend such courses".

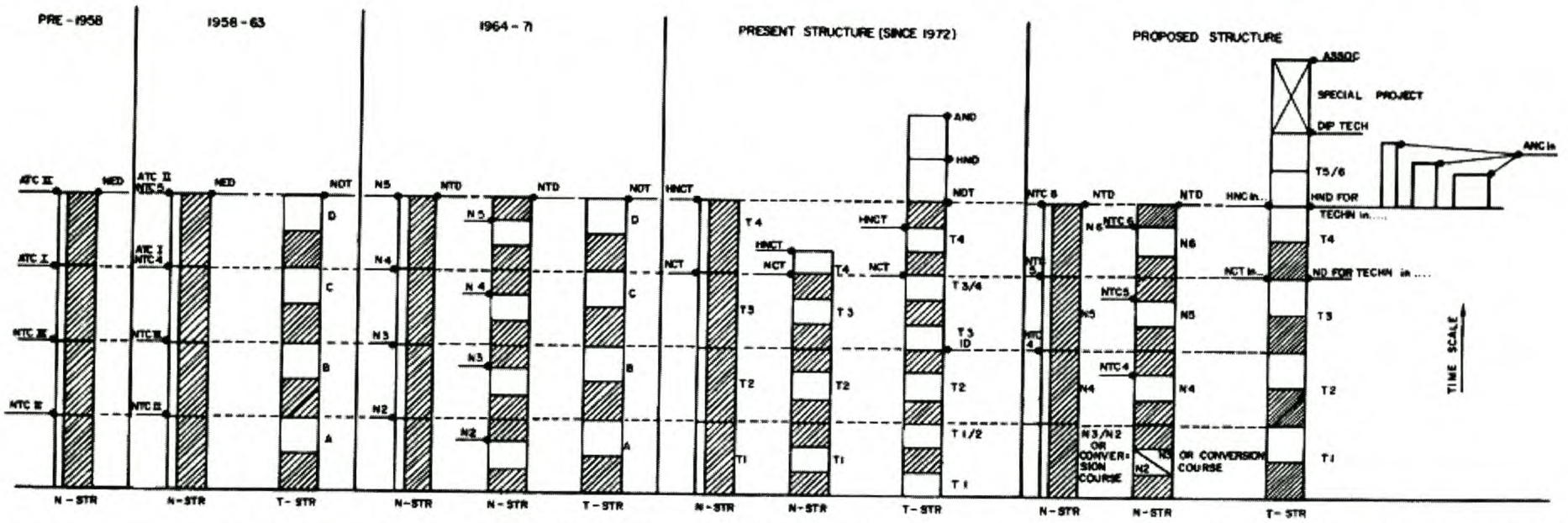
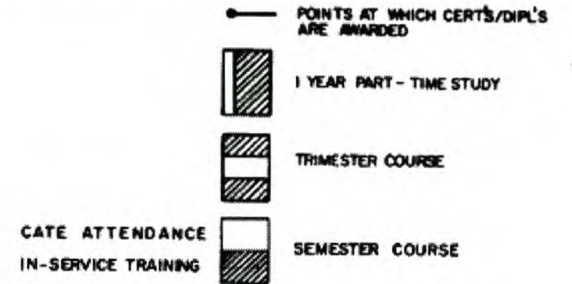
The scope of tasks of the college thus was summarised by Eksteen (1979: 23) as being;

- 1) *"Tegniese onderwys: dit sluit in vakleerlingonderwys, opleiding van tegnisi (vir studente wat reeds 'n senior sertifikaat verwerf het), persoonlike verrykingskursusse van tegniese aard, en andere;*
- 2) *handelsonderwys: dit sluit in die sekretariele kursus (vir studente wat reeds 'n senior sertifikaat verwerf het), die intensiewe handelskursus (vir nie-skoolpligtige skoolverlaters met of sonder 'n senior sertifikaat) en ander handelsvakke;*
- 3) *huishoudkundige en verwante kursusse;*
- 4) *persoonlike verrykings- en stokperdjiekursusse;*
- 5) *kursusse met 'n kulturele inslag, bv. musiek, sang, voordrag, skeppende kunste, ens."*

**TABLE 2:1 NAMES OF COURSES INTRODUCED FROM 1951 TO 1972  
(Friedman, I. 1979:13)**

|                           | 1951                         | 1960                       | 1969                       | 1958                             | 1972                             | 1972                                 |
|---------------------------|------------------------------|----------------------------|----------------------------|----------------------------------|----------------------------------|--------------------------------------|
| H S R C Academic Standard | National Engineering Diploma | National Technical Diploma | National Technical Diploma | National Diploma for Technicians | National Diploma for Technicians | National Certificate for Technicians |
| 8                         | NTC 1                        | NTC 1                      | N1                         |                                  |                                  | N1                                   |
| 9                         | NTC 2                        | NTC 2                      | N2                         |                                  |                                  | N2                                   |
| 10                        | NTC 3                        | NTC 3                      | N3                         |                                  |                                  | N3                                   |
| 10 – 1                    | ATC 1                        | NTC 4                      | N4                         | A                                | T1                               | T1                                   |
| 10 – 2                    | ATC 2                        | NTC 5                      | N5                         | B                                | T2 (IDT)                         | T2                                   |
| 10 – 2                    | NED                          | NTD                        | NTD                        | C                                | T3                               | T3 (NCT)                             |
| 10 - 3                    |                              |                            |                            | D                                | T4 (NDT)                         | T4                                   |
|                           |                              |                            |                            |                                  |                                  | (NHCT)                               |

**TABLE 2:2 COURSE STRUCTURE FOR APPRENTICES AND TECHNICIANS WHO HOLD A SENIOR CERTIFICATE PRIOR TO ENROLLING FOR THE N-STREAM OR T-STREAM COURSES (Department of National Education, 1978:65)**



24

ON ACCOUNT OF THE CONTENT OF THE TECHNICAL SUBJECTS OF THE N-STREAM COURSES, CANDIDATES HOLDING A MATRIC OR SENIOR CERTIFICATE CANNOT BE ADMITTED DIRECTLY TO THE TERTIARY LEVEL, AS IN THE T-STREAM. UP TO THE LATE 1960'S SUCH CANDIDATES WERE USUALLY ADMITTED TO NTC II. THUS REQUIRING 4 YEARS OF PART-TIME OR BLOCK-RELEASE STUDIES TO ATTAIN THE ATCII OR NTC 5 OR NTD. IN THE PROPOSED NEW STRUCTURE THESE CANDIDATES ARE TO GET THE OPPORTUNITY OF DOING A CONVERSION COURSE PRIOR TO PROCEEDING TO NTC 4 EN ROUTE TO NTD. THE PROPOSED N6 OR NTD SUBJECT LEVEL IS TO BE NO LESS THAN THE PRESENT HNC LEVEL. HOWEVER, BY VIRTUE OF THE SUBJECT CONTENT OF THE OLD NATIONAL SENIOR CERTIFICATE (TECHNOLOGY) AND THE PRESENT MATRIC OR SENIOR CERTIFICATE IN THE TECHNICAL FIELD OF STUDY. HOLDERS OF THESE CERTIFICATES WERE ADMITTED DIRECTLY TO ATCI OR NTC 4 IN THE PAST. IT IS ENVISAGED THAT THE PROPOSED N-STREAM WILL BE STRUCTURED SO AS TO RETAIN THIS POSSIBILITY IN THE FUTURE. THIS SHOULD BE OF PARTICULAR INTEREST TO THOSE PUPILS (AND THEIR PARENTS) WHO FOLLOW THE TECHNICAL FIELD OF STUDY (PREVIOUSLY KNOWN AS THE TECHNICAL HIGH SCHOOL COURSE) IN THEIR SECONDARY SCHOOL PHASE.

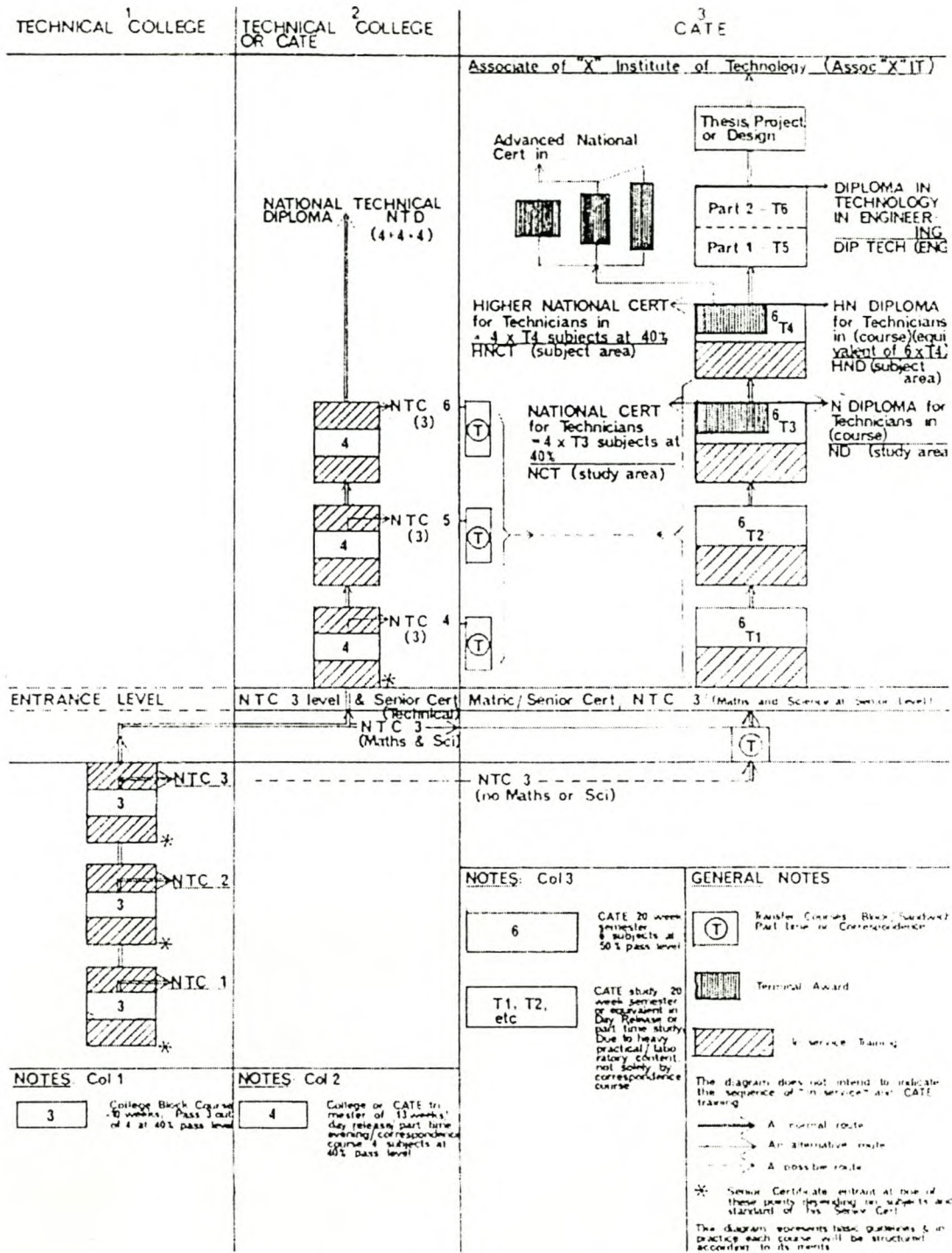
**TABLE 2:3 MAIN FEATURES OF PROPOSED COURSE STRUCTURE**

|          | COURSE                                   | WHERE TAKEN                               | COURSE CONTENT   |   |  | ADMISSION REQUIREMENT                | DURATION OF TECHNICAL COLLEGE OR CATE ATTENDANCE                  | EXAM TYPE   | MARKS FOR   |      | NO. OF SUBJECTS TO OBTAIN AWARD | PASS MARK % | COURSE     |          |       |              |              |            |
|----------|--|---|--|---|--|--------------------------------------|---|---|-------------|------|---------------------------------|-------------|------------|----------|-------|--------------|--------------|------------|
|          |  |   | TYPE   | TEACHING  | PRACTICAL TRAINING REQUIRED                                    |                                      |   |   | COURSE      | EXAM |                                 |             |            |          |       |              |              |            |
| N-STREAM | NTC 1<br>NTC 2<br>NTC 3                  | TECHNICAL COLLEGE OR CORRESPONDENCE       | TRADE ORIENTED   | CLASSROOM TUITION WITH DEMONSTRATIONS WHERE POSSIBLE (OR CORRESPONDENCE)  | (APPRENTICE-OR SIMILAR TRAINING IN INDUSTRY TAKEN FOR GRANTED) | STD 7                                | EACH 11 WEEKS BLOCK-RELEASE OR 1 YEAR PART-TIME OR CORRESPONDENCE | EXTERNAL (DEPARTMENTAL)   | 0           | 100  | 3                               | 40%         | NTC 1      |          |       |              |              |            |
|          |  |   | NTC  |   |  |                                      |   |   |             |      |                                 |             | NTC 2      |          |       |              |              |            |
|          |  |   | NTC 2 OR STD 10  |   |  |                                      |   |   |             |      |                                 |             | NTC 3      |          |       |              |              |            |
|          | NTC 4<br>NTC 5<br>NTC 6<br>NTD           | TECHNICAL COLLEGE, CORRESPONDENCE OR CATE | PRACTICAL TECHNOLOGY SOME SPECIALISATION                 |   |  | NTC 3 OR STAD 10 & CONVERSION COURSE | EACH 13 WEEKS BLOCK-RELEASE OR 1 YEAR PART-TIME OR CORRESPONDENCE |   |             |      |                                 |             | 3          | 40%      | NTC 4 |              |              |            |
|          |  |   |  |   |  | NTC 4                                |   |   |             |      |                                 |             |            |          |       |              |              |            |
|          |  |   | PRACTICAL TECHNOLOGY PLUS INDUSTRIAL MANAGEMENT          |   |  | NTC 5                                |   |   |             |      |                                 |             |            |          |       | (MINIMUM 12) | NTC 6<br>NTD |            |
| T-STREAM | T1<br>T2<br>NCT in...<br>T3<br>NDT in... | CATE ONLY                                 | BASIC SUBJECTS WITH APPLIED TECHNOLOGY AT TERTIARY LEVEL | CLASSROOM TUITION & WORKSHOP & LABORATORY EXPERIMENTS AND TECHNIQUES      | NORMALLY 18 MONTHS (3 YEARS INCLUDING CATE ATTENDANCES)        | STD 10 OR NTC 3 & CONVERSION COURSE  | 20 WEEKS SEMESTER FULL-TIME EACH                                  | EVENTUALLY INTERNAL UNDER COUNCIL FOR NATIONAL TECHNOLOGICAL AWARDS | 40          | 60   | 6                               | 50%         | T1         |          |       |              |              |            |
|          |  |   |  |   |  | T1                                   |   |   |             |      |                                 |             |            | T2       |       | 4            | 40%          | T3         |
|          |  |   |  |   |  | HIGHER TECHNICIAN LEVEL              |   |   |             |      |                                 |             |            |          |       | 6            | 50%          | NDT in...  |
|          |  |   |  |   |  |                                      |   |   |             |      |                                 |             |            |          |       | 4            | 40%          | HNCT in... |
|          | HNCT in...<br>HNCT in...                 |   |  |   | 6 MONTHS   | NTD in ...                           |   |   |             |      | 6                               |             | HNCT in... |          |       |              |              |            |
|          | ANC                                      |   | SPECIALISED TECHNOLOGY                                   | ADVANCED TUITION & LABORATORY TECHNOLOGY & SELF STUDY (LIBRARY, LAB, etc) |  | T4 SUBJECTS                          | UNSPECIFIED   |   |             |      | STILL OPEN                      | 50%         | ANC        |          |       |              |              |            |
|          | DIP TECH                                 |   | BROAD TECHNOLOGIST LEVEL                                 |   |  | HNCT in ...                          | 2 SEMESTERS   |   |             |      |                                 |             |            | DIP TECH |       |              |              |            |
|          | ASSOC.                                   | SELF STUDY UNDER CATE SUPERVISION         | MATURING AND ROUNDING OFF                                | TUTORIAL/SELFSTUDY  |  | DIP TECH                             | -   | CATE  | PROJECT 100 |      | -                               | -           |            | ASSOC    |       |              |              |            |

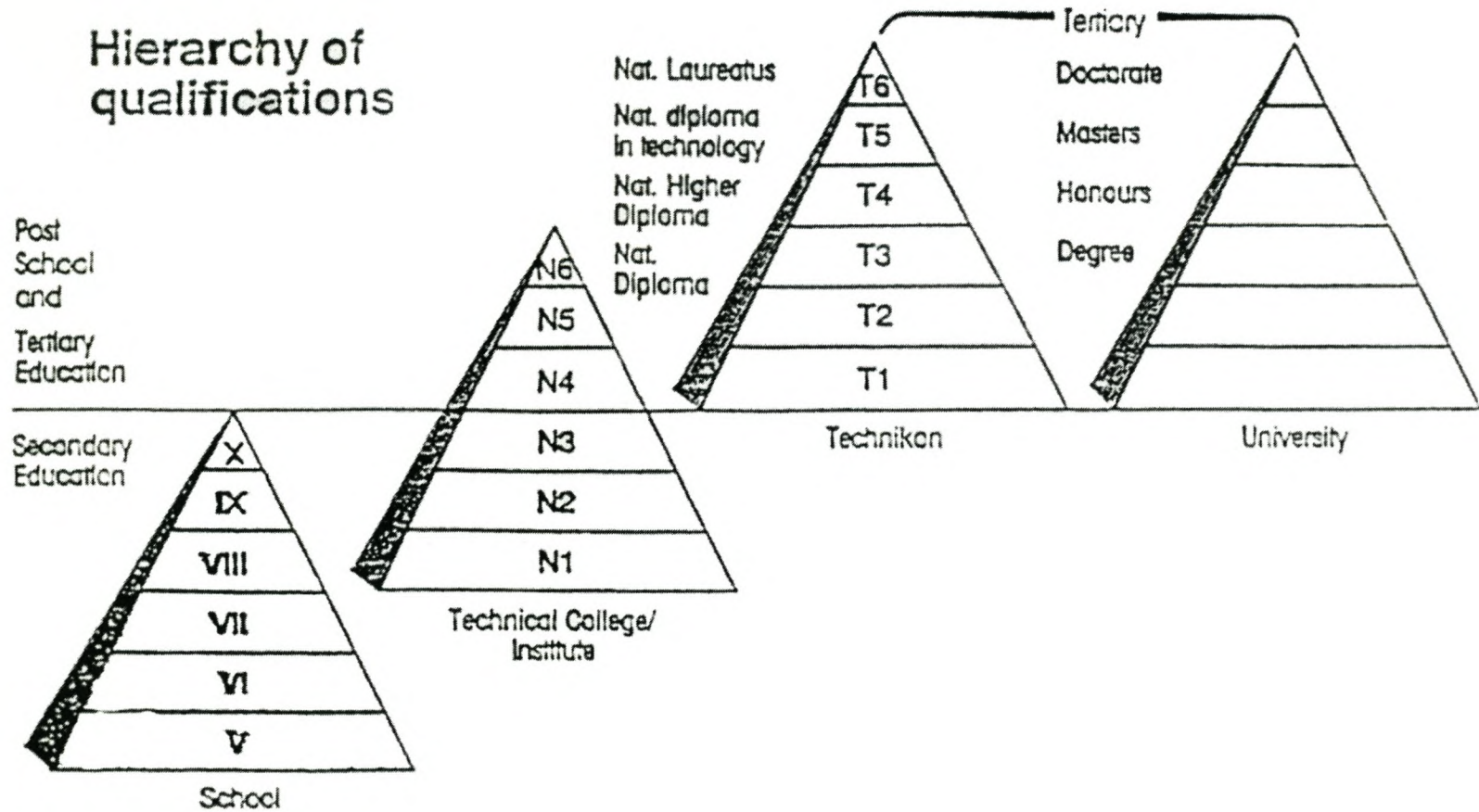
25

(Department of National Education, 1978:66)

**TABLE 2.4: SIMPLIFIED STRUCTURE OF PROPOSED COURSES**  
(Department of National Education, 1978: 67)



# Hierarchy of qualifications



27

Table 2:5  
Source : Unknown



**Table 2.6: Main differences between a State-aided and a State technical college as cited by Van der Merwe (2000:21)**

| STATE-AIDED COLLEGE  | STATE COLLEGE  |
|--|--|
| <b>1. Governance &amp; legal status</b>  |  |
| <ul style="list-style-type: none"> <li>• Governed by a college council</li> <li>• council has decision-making powers</li> <li>• College council is a juristic person</li> <li>• College has proprietary capacity</li> <li>• College can own/sell/lease its property</li> </ul>   | <ul style="list-style-type: none"> <li>• Governed by advisory council for DoE</li> <li>• Has advisory powers</li> <li>• Not a juristic person</li> <li>• No proprietary capacity</li> <li>• State has all property rights</li> </ul>   |
| <b>2. Financing &amp; Financial management</b>   |  |
| <ul style="list-style-type: none"> <li>• subsidy based on FTEs and funds</li> <li>• the difference between income and approved expenditure</li> <li>• ad hoc subsidies to lease accommodation</li> <li>• ad hoc subsidies to erect new/additional buildings</li> <li>• ad hoc subsidies to buy equipment for additional accommodation</li> <li>• tuition fees (determined by council) may be retained</li> <li>• donations and other funds raised by college retained</li> <li>• College has autonomy over its budget, expenditure and investments</li> <li>• College operates own bank accounts</li> <li>• Principal is accounting officer</li> <li>• Council responsible for all maintenance</li> <li>• Financial records audited by external auditors</li> <li>• Council formulates financial policy</li> </ul> | <ul style="list-style-type: none"> <li>• State pays all operating costs</li> <li>• State provides all accommodation</li> <li>• State provides all equipment</li> <li>• Tuition fees (State prescribed) paid into State Revenue Fund.</li> <li>• Donations and other funds paid into State or college account</li> <li>• State controls budget, expenditure and investments</li> <li>• Council manages trust funds only</li> <li>• Head of Education is accounting officer</li> <li>• State undertakes all maintenance</li> <li>• Financial records audited by Auditor General</li> <li>• Financial policy is prescribed</li> </ul> |

| <b>3. Personnel Administration</b>  |   |
|---|---|
| <ul style="list-style-type: none"> <li>• Council appoints college staff</li> <li>• Council promotes staff subject to ministerial approval</li> <li>• Council can appoint non-subsidised staff and determine their salaries</li> <li>• Council responsible for all applicable relocation costs</li> <li>• Council may transfer/second staff to other service with concurrence of the minister</li> <li>• Council advertises posts</li> </ul> | <ul style="list-style-type: none"> <li>• Minister appoints college staff</li> <li>• Minister promotes staff on council's recommendation</li> <li>• Minister appoints all staff on subsidised basis</li> <li>• State responsible for all applicable relocation costs</li> <li>• Minister may transfer/second staff</li> <li>• Department advertises posts</li> </ul> |

### **2.2.1 Summary of tables**

These tables reflect a summary of awards from 1951 up to 1997. Tables reflect admission, conditions for awards, and duration of study, number of subjects, examinations, pass mark and practical requirements. Table 2.1 (pg.23) essentially reflects that the awards went through a name change. The award of National Engineering Diploma was changed to National Technical Diploma for Technicians for those students passing with more than 50% and the National Certificate for Technicians for those learners passing between 40% - 50%. Table 2.2 acknowledges that the N-Diploma during the period of 1964-1971 made provision for part-time, sandwich/block release and semester courses.

Trimesters for N4-N6 and semesters for T1-T2 were being offered simultaneously at the same institution. Trimesters for N1 –N3 were ten weeks, whilst N4 –N6 were eleven weeks. The overlap was that T1 in 1972 was also an eleven-week block release programme with four subjects and N4 – N6 was also eleven weeks with four subjects. Part-time for the T1 programme was introduced in 1972. Table 2.3 essentially provides information about the following aspects. The N-Certificate required that apprentices pass a minimum of three

subjects. There was no course mark and students were required to achieve 40% per subject.

T-Certificates however necessitated that learners pass all four subjects at 50%, with a 40% course mark and a 60% examination mark. This table also reflects on the introduction of the name change from CATE to Technikon and the separation of the technikon from the traditional college. Admission requirements were lower for N1-N3 but exactly the same for N4-N6 and T1-T2 course entry. Differences are also reflected in the subject content. N1-N3 programmes content was very trade orientated with classroom tuition and on the job practical training for the apprentice, whilst N4-N6 programmes were directed at practical technology with some specialisation.

Finally N1-N6 examinations were external whilst T1-T2 examinations were internal. Table 2.4 merely reflects on Technikons, which were CATE's, and who were offering programmes for T1-T4 only. The Hierarchy of Qualifications, table 2.5 illustrates secondary and post school/tertiary education. This reflects progression from N3 to CATE. The structure proposed that students be allowed to transfer from N3 to CATEs but no transfer agreements were in place. The illustration clearly depicts the existence of content in overlap in specialised programmes (e.g. N4-N6 and T1-T2 pyramid). Another overlap was that colleges and technikons were both awarding THE GOVERNMENT CERTIFICATE OF COMPETENCY.

The final table actually summarises Act 104 of 1981. The table, 2.6 differentiate between the two college council powers. The ex-HoA being a juristic person and the disadvantaged college council being advisory. This disparity is reflected in the authority concerning financial and personnel related matters. The summary of the scope of the tasks, programmes and governance of colleges influenced the development of the principal's leadership and management abilities. State-aided principal's leadership was being refined to reflect

efficiency and effectiveness in processing the regimes political agenda. No consideration of a possible free and democratic South Africa was then a myth. This myth has now confronted the current society, in particular the leadership and the management traditions developed in colleges.

## **2.3 LEADERSHIP AND MANAGEMENT TRADITIONS DURING THE HISTORICAL DEVELOPMENT OF TECHNICAL COLLEGES**

### **2.3.1 Leadership Framework**

The evolution of college leadership during the development of colleges is referred to in some of the work of Steyn, C (1982) entitled " The Management Task of the Principal of a College". Steyn (1982:5) conceptualised leadership as being nationally driven and centralised by the then government at a Durban conference in 1924. Similarly, Williamson, J (1992:87) also acknowledged that the conference adopted the recommendations of the Hofmeyer commission, i.e. to centralise forty-two administrations under a single control.

The South African government at the time was not clear about its post-school strategy and the role of a college within this post-school education sector. The development of technical institutes was nurtured with the development of diamond mining, gold mining and the railway industry. This context challenged college principals to lead the sector through establishing a national forum known as the Association of Technical Colleges in 1926. This emphasised a collective characteristic as compared to elevating the individual leader.

Apartheid philosophy prevented individual principals from using a more inclusive citizen approach. Because it was under international pressure, apartheid philosophy also subtly removed international

competitiveness, a characteristic of college principals. Steyn (1982:58) cites the Association of Technical Colleges as a forum as having initiated college councils who received juristic powers in 1923. This forum was providing a collective leadership for the sector, College councils were established, imitating the university council firstly, and later, in the sixties, also the newly established technikon councils.

Furthermore university rectors belonged to the Committee for University Rectors whilst technikon rectors respectively belonged to the Committee for Technikon Rectors. These committees were the collective leaders in higher education and due to their international exposure were very close to current international developments. This influenced college principals to transform its Association of Technical Colleges to become the Committee of Technical College Principals. Act 104 of 1981 for ex-HOA colleges further continued to allow the latter committee to advise the national education department on college matters.

Individual leadership was therefore constrained to institutional boundaries within the parameters of apartheid education. US Study Guide (2000:51) provides an overview of leadership paradigms in the 20<sup>th</sup> century. This overview of leadership paradigm is used in this thesis to reflect the development of leaders in the context of separate educational administrations, which perhaps encouraged the contingency paradigm to be more prevalent than the others. The disadvantaged majority due to the apartheid system did not accept the political era, which established itself in rejecting the political power and influence of especially white college principals.

This therefore highlights the question of whether college leadership in general was authentic? Behr (1984:89) cites that Malherbe in 1930 found that primary school principals were recruited for principal positions at technical institutes/colleges. Williamson, J

(DOK: V, 1987:7) also highlights the need of national educational policy for colleges when he says “ *Probleme met die beheer en bestuur van tegniese kolleges deur ‘n sentrale owerheid het aanleiding gegee tot die benoeming van ‘n Departementele komitee wat ondersoek ingestel het na ‘n nasionale naskoolse onderwysstelsel vir blankes*”.

Yukl (1989:253) raises the controversy “*that a person may be a leader without being a manager, and a person can be a manager without leading*”. This is reflective of the college sector and thus illustrates the absence of a coherent recruitment strategy. The assumption for this thesis is that some of these primary school principal recruits were motivated by the status which they felt was attached to being the principal of a technical institute or college. Emergent patterns reflect that those primary school recruits were committed to their posts with political relevance.

This may be interpreted as leadership from the industrial age as cited by Bennis (1959:265) which believed that institutional authority should not be challenged but adhered to. This traditional theory of leadership neglected human factors and believed that the organization could be equated to that of a machine (Bennis, 1959:274). These principals did not politically challenge the De Villiers report of 1948, the Straszacher report of 1969, or the 1978 Goode committee report.

Principals therefore endorsed separate, unequal, undemocratic and unjust educational practices, which encouraged them to suppress the human rights of the disadvantaged. The political context forced apartheid leadership styles to ignore developing individuals equally. Ex-HoA legislation such as job reservation forced principals to maintain a whites only staff. The staff establishments of ex-HoR, ex-HoD and ex-DET in the late sixties up to the eighties witnessed the election of white senior staff to lead these dis-advantaged colleges.

We should not forget that these principals were coming from an exclusively whites-only school and background.

Lower ranks were for Coloured, Indian or Black staff members (Juta, 2002:S1-39). This further consolidates Hersey and Blanchard's Managerial Grid / Leadership Styles as cited by the US Study Guide (2000:57), which reflects that college leaders had a low concern for people, perhaps especially dis-advantaged people. The concern for task as cited by Adair's Three Circle Model appears to have been the primary objective. This confirms that the consideration for diverse population groups was in paralysis due to the contingency of apartheid.

This fundamental leadership in the sector was collectively driven by the CTCP in an attempt to resolve the challenges presented to the sector (Bennis, 1959:272). The political context endorsed a top-down leadership style, which complimented the apartheid social power and influence of the principals to their separate administrations. Yukl (1989:253) cites Bennis and Nanus (1985:21) who said, "managers are people who do things right and leaders are people who do the right thing". This then raises the question of whether these principals were leading or just managing the situation and the sector.

Part of the college principal's vision was perhaps considered as increasing the student numbers and therefore expanding by increasing the college's physical resources primarily. This also impacted on increasing both academic and non-academic staff, which empowered the principal through the juristic council's involvement in the recruitment process at ex-HoA colleges only. US Study Guide (2000:52) cites Middlehurst (1993), which has relevance to the leadership traits of college principals. This relevance assumed that a primary school principal possessed the personal qualities to successfully lead the college sector.

How should we in this era of today judge the traits of this sectors leadership development, or would it be safe to term it as having been a risk taken by the past regime? This risk had the protection of political power, which allowed these principals to be influential as suggested by Yukl (1989:254), ambitious, creative, and achievement orientated. This ambition appears to have been fulfilled through the establishment of the (CTCP) to imitate the Committees for both University and Technikon Rectors.

This initiating of structure, although collectively and administratively separate was in the interest of the sector. Van der Merwe (2000:21) postulated upon the differences afforded to an ex-HoA college as compared to the powers of the dis-advantaged colleges. The result was an improvement of the principal's skill concerning administrative leadership attributes. Furthermore, the De Villiers report of 1948 showed that the sector had many shortages and problems. This was supported by (Steyn 1982:7) and summarised as culminating in competition between academic and vocational education as one outcome.

Steyn (1982:84) continued to reflect that "*Om die hoof in die posisie te plaas waar hy die kollege op 'n gesonder organisatoriese grondslag kan plaas en homself beter vir sy taak kan toerus, word vereis dat hy vir sy hoofskap opgelei moet word*". This reflection acknowledges that principals did not have an adequate vision or strategy to effect educational change in the sector. Naude (1981) endorses this view. The college principal could not be compared to the university principal who was leading and managing the university concerning teaching, planning, and co-ordinating and researching.

Commonality only existed in implementing the policy of separate political development. University rectors were engaged in the



international arena via its research results and were supported by an academic board, which was a sub-structure of its autonomous, juristic university council. Some other leadership practices identified were catering for the enrolment of the expected apprentices who, through their employment contracts, had to attend a college. The employer identified the college and once the apprentice was enrolled, the tradition dictated that management would track the apprentice to return to the college on passing his/ her grade.

The apprentice year schedule consisted of three blocks of which one block would be spent at a college as per table 2.2. The remaining two blocks would be spent training on the job, which necessitated principals and their managers ensuring that the necessary facilities and lecturers be available to apprentices when they would return for a further block. The organisation's needs was determined by the apprentice's wellbeing and impacted on lecturer task specialisation. This leadership was short-term, authoritative and politicised, which saw principals cling to the authoritative aspect of the separate policies, which governed colleges.

Other significant developments amongst principals were to identify the need of well-equipped workshops so that the learner could be retained for a longer period at the technical college. Secondly, the shift from sponsored apprentice to private students MCGREGOR'S (1992:363) that took place in engineering studies at technical colleges during a period of economic decline in the 1980s. This resulted in a significant decrease in the numbers of apprentices with a corresponding increase in the number of school-leavers sponsoring their own studies in the hopes of more easily obtaining employment in the technical field.

Principals did not anticipate this trend initially and had to deal with it head-on. This prompted the CTCP to explore this development during the past decade with its overall shift from the technical field

of study towards a considerable growth of the business and utility study departments at the colleges. Initially this post school commerce education, home economics education and personal enrichment courses were intended to enhance the cultural promotion act. A fourth development was the need for practical training of 12 to 18 month's duration to complete a qualification (National N-Diploma).

The last significant development amongst principals was having colleges issue the qualification of the Certificate of Competency for Engineers, which is equivalent to the Certificate of Competency for Engineers at Technikons. This advantage was not used to endorse an equal quality or overlap of programmes. In conjunction with these significant factors the Committee of University Rectors and the Committee of Technikon Rectors indirectly influenced the Committee of College Principals concerning their operations as leaders and managers.

The vision of the principal was directed by the initiative of government's Department of Manpower, which was to have an effective and efficient college sector providing artisans. The (CTCP) unfortunately did not adopt a democratic style of leadership as (MCGREGOR'S, 1992:360) cites recommendations made by the De Lange Report of 1980/81. The entrenchment of Act 104 of 1981 clearly defined ex-HoA as state-aided colleges and ex -HoR, ex-HoD and ex-DET as state colleges. The CTCP endorsed the unequal education opportunities, accepted the undemocratic political system within the bureaucracy of college education as cited by MCGREGOR'S (1992:504).

Ex-HoR, ex-DET, ex-HoD and homeland institutions developed a similar type of principal. These latter leaders always strived to be just as fluent, and well resourced as ex-HoA institutions. Homeland colleges were embroiled in efforts of failure during the early nineties

and were incorporated into the organisation of the CTCP. The inclusion of all disadvantaged principals in CTCP may have been the initial perceived transformational leadership steps for the sector. The latter aspect mentioned appeared to be more transactional than transformational.

Its motive appeared to have been to increase the low student numbers of the minority colleges on a basis of controlling influx of dis-advantaged learners. This is reflective of what Bennis (1959:299) postulates as being classical leadership. This is a traditionalist-replicating standard through a strong administrative bureaucracy. Leaders used their influence and power to enforce compliance by the dis-advantaged professionals and learners. Politically it was not their task to untie the political knots. Principals were therefore expected to keep the show on the road in the absence of a long-term strategy.

This thesis therefore recognises Yukl (1989:252) citing Stogdill (1974:259) who concluded, "there are almost as many definitions of leadership as there are persons who have attempted to define the concept".

### **2.3.2 Management Framework**

Management of college principals occurred, based in the context of the separate education system and the nature of its service delivery. This context is viewed as similar to Hegarty (1983:12) who said, "leadership can no longer be exercised on the basis of experience and natural ability". College principals were recruited from primary schools to manage a college, based on the latter criteria. This management was contextually embedded in the Culture Promotion Act for Whites (Behr, 1984:64). College principals as primary school recruits came from this background.

Their protection in disadvantaged colleges is assumed to have been separate legislation (Juta, 2002:S1-39), which endorsed that management, had to be white. Primary schools management in general was to simply keep things going (Bell, 1988:6). Bell (1988:6) continues to reflect that holistically the primary school management consisted of administration, doing new things (innovative) and reacting to crisis (salvation). College's primary function during this period was to educate contracted apprentices. The college block release trimester programme had a clear cycle.

The block started with a preferable known number of apprentices, recruited during the previous block and expected last minute enrolments. This was a general administrative process of allocating apprentices to a particular class. Managing this process was related to strict time-frames and characterised by allocating the apprentice to a particular grade level, compiling a time-table, allocating human resources and physical resources. Delegating these tasks to sub-ordinate managers were completed timeously. Sub-ordinate managers then had to confirm with employers that identified apprentices would be released for theoretical training when the block starts.

College principals managed this process authoritarily because employers expected the college to have organised and planned for this administrative process. Bell (1988:10) cites Whitaker (1983) who suggested that there were four elements, which primary school principals managed. They were allocating and applying responsibilities within the school. College principals are assumed to have relied upon their previous experience in allocating these responsibilities to sub-ordinates. The scanty research in this sector does not provide us with adequate statistics of whether this had been done successfully or not. Hence the possibility exists that college principals were not too sure themselves of what had to be done. The many commissions of inquiry into the sector testify to this viewpoint (see 2.1.3).

Using this context and in conjunction to (Glatter, 1972:8) makes one to question the effectiveness of the college principals administrative abilities and techniques. These primary school recruits administrative ability is viewed in the context of Glatter, (1972:9) who said that the administrator is viewed as “... *concerned above all to ensure that the decisions of others are carried out as smoothly as possible, or that what has always been done continues to be done, only more efficiently.*” The question confronting us in this sector for many years is summarised by Glatter (1972:14) when he posed the question “ .... *the emphasis has not been upon the nature of the product of the school but upon how smoothly the school operates - the extent to which the ship is well-oiled.*”

The second element cited by Whitaker (1983) is the curriculum. Here I believe that the contribution by the college principal was only to ensure that the curriculum was delivered. Principals were academics with no technical background. Currently curriculum issues in colleges are virtually avoided by college principals. It appears that principals favoured the organising and delegating of responsibilities more than curriculum related matters. This aspect should also be viewed from the angle of the employer who also wanted to control this domain. The employer's contribution concerning what apprentices would be doing on the job was catered for by input through national training boards.

College teachers had no official teacher training (Behr, 1984:87-88) and therefore the contribution by higher education on the curriculum terrain of colleges was also non-existent. Considering the curriculum aspect on its own allows us to perceive and understand the crisis as postulated by MCGREGOR'S (1992:119) citing Samuel's. There was no official evaluation of college programmes (Hegarty, 1983:6).

The third aspect of primary school management as pronounced by (Bell, 1988:10) was the organisation of the school. The principal's

experience of the primary school background had to be interwoven with the challenges of the colleges as an organisation. Internally the organization did not differ to that of the primary school (Paisey, 1981:17). The ex-HoA college consisted of one racial group for professional staff, but disadvantaged colleges had diverse race groups with unique behavioural patterns and different challenges. This uniqueness challenged the management of the principal in the context of separate legislation.

However, due to apprentices being contracted by an external role-player, it naturally was important to keep the contact with the employer qualitative. This college organisation comprised like schools, horizontal and vertical structures that required activities to be co-ordinated and controlled (Van Schalkwyk, 1988:55). Unity with separate political legislation never provided organisations stability and organisational unity. College principals without appropriate exposure or training had to organise people and all resources in a very conflicting environment. Forcing disadvantaged human resources to comply with both political and educational requirements must have been energy consuming, never mind the day-to-day needs of the college.

The fourth aspect of primary school management, reflected upon by (Bell, 1988:10) was the people in and connected to the school. Colleges on the contrary had many external relationships requiring continuous communication. The reduction of apprentices and the increase of private students (MCGREGOR'S, 1992:363) may have been one of the few big management challenges for college principals. During the eighties school, college and higher education principals were challenged as change agents. Various aspects of the organisation needed to be planned, systematised, controlled and altered so that tasks, structures, technology and participants would be effective in achieving organisational goals (Wood, 1985:89).

Achieving organisational goals and the then era of management by

objectives as well as the organisational behaviour movement confronted college principals to improve in managing. The pressure of the political demand for democracy in South Africa as well as the need for college principals to develop a plan to achieve organisational objectives further contributed to the crisis. The rejection by CTCP to accept democracy was reflected by the adoption of Act 104 of 1981. This Act 104 of 1981 gave ex-HoA college councils juristic powers and increased the divide between advantaged and disadvantaged colleges (table 2.6).

The weakness of administration and management is encapsulated in the quotation where Steyn (1982:85) cites "*Principals also felt that they did not have an adequate knowledge of strategies to employ in order to effect educational change in the schools for which they were responsible*". Contrary to this was the assumed political conviction of college principals to strive to achieve ideals set by the NDoE as acclaimed by Steyn (1982:86) "*Die Departement van Nasionale Opvoeding beskou die onderwys aan blankes as n saak van kardinale belang, omdat die welsyn en die vooruitgang van die land tot n groot mate van die intellektuele en geestelike peil van ontwikkeling van die bevolking afhang*". This situation is thus reflective of the crisis within education. Management was being copied from Business Management and Public Administration (Steyn, 1982:73).

#### **2.4 THE ANC VIEWPOINT**

This viewpoint is based mainly on the freedom charter characteristics as reflected on by Cross (1992:62) which was signed in Harare in 1955. ANC literature used is in the context as interpreted by John Samuel. John Samuel was born in Natal and educated at the University of Natal, he saw education in South Africa as being in a crisis in 1992.

MCGREGOR'S (1992:109) cites Samuel on behalf of the ANC characterising the educational crisis by: racism, lack of books for

the disadvantaged, lack of learning resources, overcrowded classrooms, unqualified teachers, low levels of literacy, high drop-out rates, high repetition in university and extremely low technical orientedness.

The ANC's viewpoint is fundamentally entrenched in the Freedom Charter (SADTU, 2001) reflecting upon by the RDP which aims to create a culture of teaching and learning and to give people access to education and training throughout their lives (ANC, 1994b:13). The aim of education shall be to teach the youth to love their people and their culture and to honour human brotherhood, liberty and peace. Lastly, higher education and technical training shall be opened to all by means of state allowances and scholarships awarded on the basis of merit. This is a reflection of the struggle of the ANC to eliminate inequality and injustices amongst the South African society (MCGREGOR'S 1992:125).

MCGREGOR'S (1992:109) cites Samuel as postulating that the ANC believed that the past separate education system had much deeper effects such as having "*destroyed the will of the majority to learn (i.e. the culture of learning) amongst some youth and the rejection of all education, the wasting of the human potential of our society and the effects this had on the economy*". The target now is to develop human potential and to afford opportunities to improve the skill of the South African human resources.

- MCGREGOR'S (1992:113) continues to cite Samuel, J. who pointed out that an undemocratic education and political system influenced the attitude and behaviour of leaders who believed in exercising undemocratic behaviours and attitudes.
- John Samuel comments on apartheid leadership, which was passed on through generations with the characteristics of an unjust, undemocratic, and unequal nature. I link this to Malherbe (1960:5) who said that the autocratic influence of the leader of a country is reflected through the pattern of South African leaders



such as Rhodes, Kruger, Botha, Smuts, Hertzog, Malan and Verwoerd and their dictatorships.

The viewpoint of Samuel reflects the necessity of integrating education and training as reflected by (Unknown, 1983:49). MCGREGOR'S (1992:370) reflects that the ANC would in future have a leading role in a democratic South Africa as the ruling party to ensure equal access, to ensure institutional participation in decision-making, which is a major shift from past autocratic leadership, practices. The latter point is endorsed by the SADTU (2002:221) citing Education International (E.I.) whose aim it is to "give particular attention to developing the leadership role and involvement of women in society, in the teaching profession and in organisations of teachers and education employees."

The emphasis by the ANC on developing human resources as reflected by the DoL's, HRD strategy relates generally to Further Education and skills training. The reflection is about providing further education opportunities and providing for portability and mobility between post school institutions and higher education institutions in conjunction with learnership opportunities.

The latter view should, inevitably, influence leadership of the colleges. The vision of the ANC is to influence management through the further education and skills training strategy (ANC, 1994b:14) enhancing effectiveness and efficiency. Sheila Sisulu who addressed the CTCP conference in November 1994 (CTCP, 1994a:4) emphasised the need to make colleges "Institutions to make South Africa a Winning Nation". The challenge principal's face is to provide leadership, to initiate discussions, changes and implementation strategies which would assist in renewing, transforming and reconstructing this sector and the education system at large.

This challenge from Mrs Sisulu as a member of the National Parliament and from the ANC was later strengthened with the

introduction of two government green papers, which later became Education White Paper Three (RSA, 1997a) and Education White Paper Four (RSA, 1998a). This White Paper advocated a strategic direction for further education and training in years to come. (RSA, 1998a) provided the vision of the ANC as the ruling party of the South African government.

## **2.5 SUMMARY AND INTERPRETATION**

The history of the development of technical colleges and its leadership and management traditions occurred concurrently with its sandwich-engineering programme, syllabi development and the block release trimester system. Steyn's reflection (1982:84) and Eksteen's scope of programmes were indicative of the short-term operational challenges, which principals faced at colleges through the eighties. Leadership was short term; authoritative and politicised to the extent that principals relied on apartheid constitutes when challenged. John Samuel's viewpoint is endorsed concerning this apartheid leadership, which was characterised by unjust, undemocratic and unequal principles endorsing separate policies. Shakeshaft (1987:561) agrees with Samuel's autocratic leadership characterisation when he says, "Studies tell us that people tend to hire those like themselves. Thus white males hire white males".

The trust between principals and the department of manpower was strengthened because some principals were recruited from primary schools and were expected to manage on the basis that they were principals (a contingency approach). The action of the principal as an individual ignored the impact on followers. Principals considered management and leadership as completing organisational tasks efficiently and effectively. The state of readiness towards change management and transformational leadership of the sector is being questioned.

The establishment of CATE's may be interpreted as a very decisive era because CATE's flourished under the then challenges to provide

"technical degrees". The principals who remained at colleges and kept them operational were definitely short of leadership qualities as endorsed by Van Zyl (1965:41) when he recognised that the sector needed effective managers and effective administrators. The commissions or the principals never concluded the N-stream and T-stream issues. White colleges experienced declining student numbers before desegregation, which threatened their institutions with low finances and closure, whilst at the same time disadvantaged technical colleges experienced growth. This forced white principals to engage with the challenge to desegregate or to perish and die.

Political boundaries of continuing with separate development did not secure or guarantee success. The emergent trend of white principals was that of a transactional leader. Principals were rewarded for implementing government policy and they in turn rewarded subordinates that did and punished those who did not want to adhere. Principals made sure that structures and systems ensured optimal efficiency (US Theme 1, 2000:28) to support their transactional leadership. This forced adaptability to open the doors of the historically white institution to the disadvantaged learners, which resulted in much insecurity for the advantaged.

The period, 1990–1994 saw ex-HoA principals opting for reform principles and not transformational principles. This transactional leadership was intended to implement similar tri-cameral era policies and not relinquish ultimate power and control. White institutions then experienced low student enrolments challenging the viability of keeping the institution open. This resulted in the doors of the ex-HoA institutions being opened to all learners with the demographics of the staff remaining untouched. The latter point emphasises why MCGREGOR'S (1992:119) cites Samuel as having characterised the education system as being in crisis.

The sector was not exposed to regular research, which forced

government to opt for task teams and commissions as shown in the chapter. In conclusion, the major challenges for this emerged leadership of "tribal ethnic fountains" as reflected by Malherbe (1960:5), for the future, is in the merging of state and state-aided technical colleges. Merging the two heritages to become a FETI will challenge the role of the leadership to unify diversity enhancing effectiveness and efficiency.

The discourse of the development of separate leadership traditions and the imminent merging of colleges is an era from which much is to be learned. The previous regime's strategy of not equipping state college principals with the necessary abilities to operate their college's equivalent to the state-aided college is being forced upon this society via merging. Supporting the leadership and management traditions emerging from the crisis as described by MCGREGOR'S (1992:11) is going to be crucial for success. History will judge this support of corrective and preferably not punitive transformational leadership in years to come.

## CHAPTER THREE

# FURTHER EDUCATION AND TRAINING TRANSFORMATIONAL LEADERSHIP AND MANAGEMENT CHALLENGES

### 3.1 INTRODUCTION

This chapter will reflect on a continuum of challenges, which require implementation strategies and processes. The formal study of leadership began around 1930 and will be used in the context of developing college leadership (US Study Guide, 2000:52). The 1980s witnessed a major paradigm shift in approaches to leadership from transactional to transformational. According to Alimo-Metcalfe, B. and Alban-Metcalfe, R.J (2001:2), earlier leadership approaches varied from situational and behavioural leadership styles.

The US Study Guide (2000:59) cites authors such as (Yukl, 1998:292; Chemers, 1993:296; Middlehurst,1993:20; Lathrop, 1990:14-15; Hersey & Blanchard, 1988:106) as having "focussed on identifying the behaviours or styles which appeared to predict effective outcomes depending on various situational contingencies". Alimo-Metcalfe, B. and Alban-Metcalfe, R.J. (2001:2) continues further to say that those researchers are considered to have "... offered little advice for dealing with the turmoil of the late 1970s and 1980s when constant change became the norm". The latter statement is used as a point of departure for the situation that South Africa found itself in during the period of 1970–1994.

Political change has now engulfed South Africa, which now is undergoing systemic and generic transformation in all spheres of South African life. This transformation in particular the college

education sectors is therefore challenged with merging. The new leadership approach, which is cited by Alimo-Metcalfe, B. and Alban-Metcalfe, R.J. (2001:2) to have emerged from researchers such as Sashkin (1988), Bryman (1992) and others, encompassed visionary, charismatic up to and including transformational models.

The college sector is challenged to grow from its past position of being in crisis as reflected by Samuel (see chapter 2.4) towards successfully merged institutions. It is therefore expected that the leadership approach to merging should culminate in effective and efficient leadership, which will address the South African situation and simultaneously assist in the countries international economic competitiveness. The international competitiveness is viewed as assisting learners and the economy to compete globally, hence outcome orientated. Countries such as the UK may not have had situations such as that of South Africa, but the emerging leadership is expected to socially influence in all the organisational spheres.

This assignment therefore intends to base its views on insights gained from nationally contracted merger facilitators as well as acting chief executive officers. These acting CEO's were appointed not from inside the merging institutions but from outside the institutions. Their primary task therefore was to assist in merging former state and state-aided institutions into public further education and training institutions with a new institutional identity. The process of merging colleges will present challenges such as centralising of finances, governance, policies, academic boards, student representative councils and a number of inter-related processes.

To have effective and efficient public FETI's, the newly appointed CEO will be challenged to provide comprehensive leadership and change management styles. The challenges considered is not exhausted but will also include policy constitutes, merging challenges and the establishment of a new public FETI with a

healthy organisational culture and climate. These challenges are presented to assist me in the profiling of a future CEO.

## **3.2 THE POLICY CHALLENGES**

### **3.2.1 Education White Paper Three**

Some challenges of the Education White Paper Three (RSA, 1997a:2) is to overcome fragmentation, inequity and inefficiency. It challenges merged colleges to create a new learning society with creativity and innovation. Colleges' challenge will be to address developmental needs of society and intellectual inquiry. Education White Paper three in particular outlines the framework for change in areas of planning, governance and the funding of the transformation process for HE. Samuel's criticism of an education system in crisis is confirmed in Education White Paper Three (RSA, 1997a:3), which reflects the challenge of eliminating gross discrepancies.

The framework synchronises vision with national and institutional goals. Increased access to higher education will be through the accredited qualification of the Further Education and Training Certificate. This qualification inevitably links the FETI CEO to engage the challenges. Chapter four of Education White Paper Three (RSA, 1997a) will allocate funding based on various factors including portability, mobility and quality. Currently colleges are also offering post matric programmes and the challenge to secure funding cannot be ignored.

FETI's will be rewarded through programme-based funding for their efforts to educate learners. FETI's will be pressurised to produce quality students who will, based on portability and mobility progress to higher education. The FETI's CEO will be challenged to produce and conform to needs of CHE in order to satisfy needs of SAFCERT/UMALUSI in conjunction to national department of education needs. FETI's role is to increase its role, as they are to become accountable in an integrated education system. One of the

institution's roles is to make the country economically competitive. A competitive economy requires a solid human resource base to produce and or acquire more knowledge.

### **3.2.2 Education White Paper Four**

The national Minister of Education spells out the vision of integrating education and training through the FET sector in Education White Paper Four (RSA, 1998a:2). The paper provided a vision and policy framework of governments intention to co-ordinate FET. The FETA, in conjunction with the Skills Development Act should contribute to the Human Resource Strategy of our country. The intention is to educate and train as many citizens especially the youth of the country for relevant labour needs. The challenge to the FET sector is to respond effectively and efficiently to industrial needs.

CEO's therefore need to be instrumental in positioning the institution to respond adequately the first time round. Hence, Education White Paper Four (RSA, 1998a:08) criticises the current capacity and performance of the sector, which follows a discourse. Simultaneously, provincial and regional education authorities are criticised for ineffective leadership. Current realities however will challenge the future CEO to assist in implementing a FET system which will harmonise the relationship between DoE and DoL i.e. education and training.

One of the challenging questions is whether managing curriculum development and the implementation thereof will be one of the cornerstones of consolidating a FETI. Chapter four (RSA, 1998a) comprehensively argues that a responsive FET college would need to develop its own and transferable relevant curriculum. All programmes should comply with the required NQF/SAQA norms and standards to culminate in a qualification. This continues to further challenge the FETI CEO to lead or initiate its own research and produce its own programme content. CEO's will be expected to



manage the curriculum transition as well as implementing the FET system through identified strategic areas of change (RSA, 1998a: 18).

### **3.2.3 Situational Analysis of FETI in the Eastern Cape (NBI)**

The research was conducted to assess the state of technical colleges in the province by way of a situational analysis. The report (NBI, 2000a: 03) notes that the sector will be challenged to implement policy in conjunction with the development of

- *"Strategic plans, which will include a vision and strategy for shaping a new FET landscape.*
- *Programme-based funding mechanisms as key instruments for state steering.*
- *Management information systems (MIS).*
- *Leadership and management capacity in the education departments.*
- *Systems to provide robust labour market information.*
- *Responsive curricula.*
- *An FET system, which links with national and provincial quality assurance processes".*

The NBI situational analysis research continually contested the inherent lack of leadership and management (NBI, 2000a:36) through reflecting

*"The results produced by the research confirm the reality that with the exception of a few cases, technical colleges in the Eastern Cape are characterised by ineffectiveness and inefficiency. Most technical colleges in the Eastern Cape are inadequately governed and managed and the contribution of technical colleges to the social and*

*economic development and prosperity of their communities is well below the optimum",*

The report further noted a lack in institutional ethos and quotes the worst case encountered in a rural state college (NBI, 2000a:39) as "... a lack of initiative and a 'wait and see' attitude to change has been adopted". The non-functionality of the governance structure as shown by (NBI, 2000a:49) is perhaps the most important contributing variable to this situation. This view is further enhanced through the NBI report identifying needed leadership capacity (NBI, 2000a:49), which says "*Colleges will require a leadership capacity that includes the ability to establish networks with communities, industry and commerce in the local and provincial context*".

The situational analysis further established that institutions lacked recording of essential information for strategic planning and budgeting. The sector and its future CEO's are challenged to lead curriculum development processes responsively to the needs of the labour market in contrast to the actual findings of the report (NBI, 2000a:67). To support this, the quotation (NBI, 2000a:67), "*The findings indicate that at present most of the colleges are unable to implement the requirements of FET and the Skills Development Act*". This means that the college's ability to design non-formal programmes that respond to the needs of the community, or labour and market related demands would challenge CEO's ability to lead curriculum development.

Colleges are also unable to respond to the requirements of the NQF in developing unit standards and developing their own programmes enhancing an outcomes-based principle. Developing their own programmes is a huge challenge, which will inevitably be the core to programme-based funding. This challenge has to ensure that quality in as many spheres as possible will be maintained and continuously improved through utilising the Kaizen circle approach.

FET institutions are challenged with scenarios such as "... a serious

lack of capacity to manage colleges either administratively, financially or in terms of managing human and material resources". Findings of financial Management Information Systems reflected acknowledgement of inadequacies (NBI, 2000a:50). The following inadequacies were noted and often acknowledged by the majority of institutions; especially the rural and urban state colleges:

- *"No strategic plan to guide the development of budgets in the institution*
- *There is only a paper budget because the ECDE has not provided funding for state or state-aided colleges for several years*
- *Some essential stakeholders are not given opportunities to include their budgetary needs for the year e.g. members of staff or SRC's*
- *No systems in place for recording and auditing financial procedures internally*
- *No external audit through the ECDE or independent auditors*
- *Inadequate and at times risky procedures for authorising expenditure of funds because the official responsible for financial records is also the signatory for cheques*
- *Poorly managed and overdrawn SRC budgets*
- *Inadequate knowledge and skills related to fund raising in smaller colleges*
- *Sometimes frustrating constraints placed on state colleges by the provincial ECDE that do attempt fundraising*

Chapter six of the FETA (RSA, 1998d) addresses quality assurance and CEO's are to be held accountable to assess and report on institutional quality mechanisms. These mechanisms need to

evaluate the institutions practices concerning finance, management, leadership, programmes, teaching, learning, student support, governance and implementing the FET system as a whole.

### **3.2.4 Draft National Strategy for FET 2002-2005**

Challenges reflected in the draft document indicate the pressure on the future FET education system to produce skilled, innovative and a technologically competent labour force. This draft report (NDoE, 2002:6) states "The plan outlined in this document seeks to place curriculum development at the centre of the reform process". The Education Department is challenged to strengthen substructures of which the FET institution is cited as being "... crucial for increased institutional capacity". The document continues to prioritise FET challenges with a draft strategy based on three components, namely;

- *"3.1 Phasing in of Curriculum 2005*
- *3.2 Developing new assessment practices, new regulatory mechanisms and quality assurance systems, and*
- *3.3 A new landscape for FET"*

These components have strategic objectives as cited on (NDoE, 2002:7) namely;

- *"The development and delivery of a new curriculum*
- *Organisational development*
- *National examination and certification*
- *Effective resourcing and management of the FET band*
- *Ongoing planning, monitoring and evaluation of developments within the FET band".*

These challenges inevitably will confront an individual such as the

future CEO of merged colleges. These challenges are isolated but complement each other such as the Skills Development Act and the Employment Equity Act.

### **3.2.5 The Employment Equity Act**

The purpose of the act is to achieve equity in the workplace by eliminating discrimination and implementing affirmative action. The implementation needs to be guided procedurally to avoid unfair discrimination, harassment and the awareness of when medical testing is allowed or not. The challenge is to develop a transformation agenda for the institution encompassing an (1yr-5yr) employment equity plan (RSA, 1998b:22). The plan needs to be endorsed by all stakeholders within the institution and needs to balance equity challenges with the actual situation in the workplace. Awareness of areas of equity as well as barriers to achieve equity will encourage a mechanism to monitor and evaluate the equity progress. The act encourages promoting disabled candidates.

### **3.2.6 The Skills Development Act**

MCGREGGOR'S (1992:114) cites John Samuel referring to a country's long-term aim of developing human potential. Samuel is quoted as saying that a country's competitiveness can be assessed through evaluating its skilled labour force. Samuel continues to strongly recommend integrating education and training to achieve a greater understanding and control over production processors, administration, planning and management. The passing of the Skills Development Act number 97 of 1998 endorsed the viewpoint of Samuel.

The two acts namely, the SDA and the FETA, intend therefore to promote and support policies, which target employment growth in key industrial sectors. The Skills Development strategy, Human Resource Development Strategy for South Africa and a workplace Skills Plan support these two acts (RSA, 1998a:6-7). The future

CEO will step into an existing development framework lay down by the department of labour. CEO's will be expected to contribute to an integrated FET system (RSA, 1998a:17), which will realise the SDA. One of the priority challenges for CEO's is to drive the process of merged institutional development in conjunction to the national skill development strategy.

### **3.2.7 Labour Relations**

The democratic government to assist in reconciling various labour practices and perceptions passed the Labour Relations Act number 66 of 1995. The purpose of the Act is interpreted as levelling the playing field and ensuring that the labour environment is conducive of labour peace with various protocols to address any labour grievance. The primary purpose of the LRA was to encourage employees to participate in the decentralised decision-making through constituted Workplace Forums (RSA, 1995:91). This forum may be interpreted in the college sector as the college governing council, which will be representative of trade unions.

The challenge to CEO's will be to exploit positively the values presented with this legislation for the workplace. The nature of labour relations and its inter-relatedness with the managing of human resources should not be under-estimated. CEO's will be challenged to facilitate a common understanding of the LRA amongst trade union leadership, organisational members as individual employees and the viewpoint of the employer. Within the delegation of powers to be devolved to CEO's is that of initiating formal and informal disciplinary hearings and issuing of a sanction to the sector staff (RSA, 1994:chapter 4,S9).

Understanding the challenges of the powers which are to be delegated to CEO's and the powers of the autonomous college governing council to establish and maintain sound labour relations should not be confused with labour powers to victimise. Promoting a Code of Good Practice based on policies such as the LRA, EEA,

BCEA and SACE is a new era for education in general (RSA, 1995:274). If an educator is guilty of serious misconduct then the CEO to the provincial head of education may recommend a sanction of dismissal. Correct procedure for disciplinary hearings and the consistent application of the LRA whilst retaining good labour relations is a huge challenge.

### **3.2.8 South African Qualification Authority (SAQA)**

SAQA (2001:03) reflects "*The underlying principle in the design of an FETC then must be that the qualifying learner has the learning assumed to be in place to embark upon the study of qualifications at a higher level or at the same level but with a different focus, and that through the acquisition of the FETC, a viable learning is created*". This SAQA principle will provide the basis of any FET qualification. This will also require colleges to be able to have Recognition of Prior Learning (RPL) departments in place to analyse an applicant's qualification as well as the applicants past learning record to allow for correct placement. Innovation and creativity in programme development will become central to the core business of a FETI. The latter point will drive the funding allocated to colleges on the basis of programme-based funding which will have to be unit based as well for the college sector.

### **3.2.9 Public Finance Management Act (PFMA)**

The foreword of the PFMA (RSA, 1999b) reflects "*The act promotes the objective of good financial management in order to maximise delivery through the efficient and effective use of limited resources*". The modernisation of the financial management of public institutions is to improve the responsibility and accountability of the use of public funds.

CEO's, as accountable financial officers will have to adhere to supportive PFMA regulations (RSA, 1999c). Compliance will require various committees such as an audit committee with a relevant audit

charter to reduce or eliminate fraud (RSA, 1999b:56). CEO's will be expected to impose relevant disciplinary procedures for transgressors. It is expected that institutions develop a fraud prevention plan as well as an institutional annual plan, which must reflect a service delivery improvement plan.

The repeal of previous legislation and the abundance of new policies in South Africa may perhaps expose immediate CEO's to leadership challenges, which CEO's in fifty years from now will take for granted. This raises the challenge of educational leaders exposed to policy repeal, being able to conceptualise implementation as well as the ordinary visionary leadership. Transformational leadership and the repeal of policies are construed in the context of dismantling apartheid. This dismantling of apartheid therefore challenges leadership and change management with a menu enhancing transformational leadership in every facet.

### **3.3 LEADERSHIP AND CHANGE MANAGEMENT**

Future CEO's of public FET colleges will be challenged to model outstanding leadership during the uncertain period of transformation. The challenge of integrating education and training is viewed from and agreed with Leithwood, K.; Jantzi, D. & Steinbach, R. (1999:vii) "*... as we move into a world of high technology, flexible workforces, more diverse school populations, ...*". Outstanding leadership through the eye of Leithwood, K.; Jantzi, D. & Steinbach, R. (1999:4) is endorsed for this thesis. This leadership entails a leadership menu of instructional, transformational, moral, participative, managerial and contingent leadership. This continues to reflect on similarities and differences amongst these approaches to leadership and how the leader should aim to exert influence using some of these approaches.

#### **3.3.1 Transformational Leadership**

Transformational leadership is viewed as the most conducive to



resolving the South African challenges at hand. SAQA policies now have removed the concentration on matric exemption and focus rather on every learner achieving a FETC. The CEO's challenge is that every learner entering the newly merged college should exit with the FETC. Leithwood, K.; Jantzi, D. & Steinbach, R. (1999:215) postulate the implication for the CEO as summarised by (Leithwood and Aitken 1995:63) who said " .. a group of people pursuing common purposes with a collective commitment to regularly weighing the value of those purposes, modifying them when that makes sense and continuously developing more effective and efficient ways of accomplishing those purposes". This is to emphasise the issue of quality leadership, which reflects social influence throughout the organization. However, Alimo-Metcalfe, B., and Alban-Metcalfe, R.J. (2001:2) reflected that Yukl (1989:254) "focused on identifying the behaviours or styles, which appeared to predict effective outcomes depending various situational contingencies". What might challenge CEO's is balancing transactional and transformational leadership in the context that the CEOs will be working under the condition of a signed five-year performance contract.

### **3.3.2 Instructional Leadership**

Curriculum transformation is a major part of transforming the South African education system. Qualitative leadership needs to contextualize this as being a possible first order, focussing on instruction. Leaders should not forget that the apartheid-structured curriculum was viewed as part of the origins of segregated schooling, which was exclusive of the majority (Cross, 1992:110-112). Managing this transition presents the leader with diverse opportunities to enhance qualitative leadership. Human resource development strategy of government needs to be combined with this transition.

This transition provides opportunities of decentralising decision-

making, including teamwork opportunities. Implementing a new curriculum automatically poses the challenge of assessment. SAQA policies reflect that all educators be trained assessors. Developing people as resources of the organisation is inherent of qualitative leadership.

### **3.3.3 Leadership which Influences**

The leadership menu of Leithwood, K.; Jantzi, D. & Steinbach, R. (1999:165) replicate a similarity of leadership influencing the primary aspect of the organisation i.e. individuals, small groups, dyads or other variations. The leader should have the ability to influence the process of building and developing the organisation, which targets excellence primarily. Within a South African context one would focus on the challenges of merging various departments with their traditions and heritage.

One of the challenges confronting the CEO in organisational development is to intellectually encourage organisational development through organisational learning. Organisational learning for purposes of common understanding is interpreted as collective learning processes (Leithwood, K.; Jantzi, D. & Steinbach, R., 1999:165). Collective learning as challenged by merging diverse systems, administrations and the uncertainty, which accompanies merging. Secondly, influential leadership encourages all stakeholder participation in developing a shared vision/mission. The leader therefore sets holistic direction and needs to know when to initiate or similarly identify processors already started, which enhances vision crafting.

Inherently, inspirational leadership traits and charismatic qualities being part and parcel of the leadership quality package. The leader needs to be able to identify and challenge opportunities as (Leithwood, K.; Jantzi, D. & Steinbach, R.) cite Nanus (1992:3). There is no more powerful engine driving an organisation toward excellence and long-range success than an attractive, worthwhile

and achievable vision of the future, widely stated. It is incumbent on the leader to be the driving force in vision crafting informally and formally. The leader's behaviour has to promote co-operation and participation via teamwork.

Sharing and supporting a vision and mission could reflect the prioritisation that learner dropout needs to be zero-rated. This could target improved classroom instruction enhancing curriculum development imperatives. Thirdly the leader has to influence followers by creating productive work cultures, which is similar to the "Path-Goal Theory" of Yukl,(1989:263). The leader's practices need to model what he/she wants to achieve through showing commitment him/herself. Every member of the organisation needs the leaders support and expect to be intellectually stimulated which may be evaluated according to the leaders commitment in providing support.

The leader needs to know individuals personally in order to offer personal encouragement, which may challenge the individual status quo. The leader needs to interpret the organisational needs through its peoples as interpreted by (Leithwood, K.; Jantzi, D. & Steinbach,R., 1999:71) when they say, "*Everything else we associate with the concept of an organisation (for example structures, policies, routines) must be interpreted through the emotions, beliefs, values and behaviours of people*". It is essential for the leaders activities to influence the teacher to an increased level of commitment so that the educator could experience "*a strong desire to remain part of the organisation*" (Leithwood, K.; Jantzi, D. & Steinbach, R., 1999:136). I further view Yukl (1989:254) to be concurring that the leaders power-influence approach must be utilized to always motivate and increase the level of commitment.

The leader should be able to interpret the educator's willingness of exerting an extra effort in conjunction with the educators increased sense of self-efficacy as related to a motivation and a state of

intellectual arousal. The intellectual arousal should negate/counter educator and non-educator burnout symptoms, reflected by physical, emotional and cognitive exhaustion, which produce feelings of alienation, indifference or low self-regard. The leader should influence behavioural characteristic, which is opposite to showing no sympathy for learners or low tolerance for classroom disruption. The leader needs to be aware of the impact of burnout and its potential to undermine organisational development and growth.

### **3.3.4 Organisational Culture and Climate**

The leader has to intentionally influence all aspects of the organisation in order to create a productive work culture. The leader has to influence individuals, groups of individuals, teams, departments and collectively the whole organisation toward collaboration and collegiality. Deal, T.E. and Kent, D.P. (1999:87) refer to eight symbolic roles of leaders as being historians, anthropological sleuth, visionaries, symbols, potters, poets, actors and healers. Merging may impact on past institutional cultures and climates, forcing CEO's to initiate new cultures or allow themselves to be created or even controlled by an emerging institutional culture.

Identifying rituals, analysing traditions based in history and symbols, which conclude in inherent cultural patterns. The leadership approach in merging of institutions will present opportunities and threats, which may be camouflaged in the pretence of organisation culture. Establishing a new institutional identity, which should enhance the development of a new merged organisational culture with various possible branding, is an opportunity, which should be well utilised by a future CEO.

CEO'S thus need to be conscious that he/she is challenged to be leading in positive merging scenarios that inherently are intertwined in personal relationships with everybody in the organisation. Identifying energy-creating educators versus energy consuming

educators and how to encourage energy-creating educators is important. Contrary to this, the commodity consuming energy needs to be detected and resolved if it is education related. If the commodity consuming energy is not education related but rather personal related then providing support will be important. No support leads to possibly putting students at risk in the end.

The (US Reader, 2000:189) cites Clover who recommends that leaders should scrutinise subordinate role models when interpreting an organisation culture and climate, which may exhibit various patterns of appreciation. Clover (US Reader, 2000:189) continues to recommend a climate survey assessment which "... *evaluates various attributes of the squadron*", in order to support opportunities with professional growth of educators knowledge and skill.

The US satellite transmission class of (03/06/2000) is interpreted to have encouraged that future CEO's are to be aware that success should not be expected after the first trial as enemies or opposition cuts down innovation efforts. Similarly positive and healthy organisational cultures and climates need to be supported and further encouraged in conjunction to establishing a conducive working and learning environment. Merging is a mammoth task for the college sector and needs to be extremely successful to further encourage the phasing in of the general education and training schools (GET) and the (FET) schools.

Challenges to leaders will be in identifying toxic organisational characteristics. Organisational culture if not engaged positively has the potential to manifest itself negatively and exacerbate possible toxic patterns. Leaders will need to be able to transform toxic cultures. Knowledge and expertise in dealing with resistance to change and identifying toxic characteristics may be of critical importance. Toxic elements by Deal, T.E. and Kent, D.P. (1999:118) reflects that past leaders were considered as weak when they could not deal with attitudes of negativity, sub-cultures, saboteurs,

pessimists, negaholics and the like.

Differentiating between toxic symptoms and resisting change due to the political sanction of democracy could be a much needed leadership skill. Interpreting individual or group attitudes may be an early signal to leaders of the organisational climate. Forming, shaping and diverting the organisation from ineffectiveness towards a healthy developing and improving organisation as referred to by Owens (1981:250) may be an arduous task. Owens (1981:250) recommended ten characteristics of a developing plan, which is endorsed.

The ten characteristics are as follows; 1) The goal of the organisation 2) Systems renewal 3) A systems approach 4) Focus on people 5) An educational strategy 6) Learning through experience behaviour 7) Dealing with real problems 8) A planned strategy 9) Change agent 10) Involvement of top-level administration  
The leader/CEO should expect possible malevolent hostility and nonmalevolent hostility as individuals intentionally might want to create conditions favouring transactional situations. Tactful leadership with and through the organisation human resources may be critical for success.

### **3.3.5 Distributing Leadership**

Contributing to the CEO's leadership approach to merging of colleges and the organisational culture and climate is the principal's consciousness that he/she is leading. CEO's will be challenged with pastoral functions of their leadership. Their leadership needs to encourage lower level leaders to motivate subordinates to follow the most senior leader. Creating an environment of producing multiple leadership throughout the entire organisation (Yukl, 1989:268). This requires that the deputy CEO's should motivate first line leaders to encourage and motivate all lecturers as a corporate responsibility of the organisation, which is described by Yukl (1989:268) as being the Leader-Environment-Follower-Interaction Theory. The challenge will

be in identifying and exposing willing and committed talent without being accused of favouritism or nepotism.

### **3.3.6 Bonding Diversity**

The CEO's challenge is to remove dyadic relationships and develop committed and purposeful lecturers. Recognising opportunities to expose individuals to increased commitment, as Yukl's (1989:266) LMX Theory will be important. Increasing intellectual stimulation will be in conjunction to individualised empowerment and capacitating. Knowing individuals on a one-to-one basis will provide the opportunity for the CEO to know what inspires each individual. The question is whether this is possible or whether committed deputy CEO's be aligned in assisting. The inspiration by the CEO should primarily be directed at understanding of mutually desired goals.

Transforming the conceited attitude, which is always catering for the self, will need to be addressed. Bennis (1959:276) says that organisational needs have the capacity to suppress individual needs. The latter point therefore illustrates the necessity of the CEO to bond and fuse organisational needs with individual needs to avert individual frustration. Practically at an institutional level, individuals or groups of individuals may be maintaining the continuation and or, the perpetuation of the ex-HoA campuses well being at the expense of the other disadvantaged campuses. CEO's will have to target this attitude to get individuals to focus on building the new merged institutions in all its spheres.

### **3.3.7 Communicative Leadership**

The continuum of issues, which needs to be completed, requires effective and efficient communication. The CEO will have to provide communicative support continuously to especially all tiers of leadership. Detecting whether lower level management is assisting in re-aligning the vision of their sub-ordinates is important. Making sure that intended communication reaches sub-ordinates. However

sub-ordinate perceptions need to be monitored and evaluated timeously to help curb phobias and negative perceptions.

### **3.3.8 Project Management**

The challenge to lead and manage the newly established FET College will require that the leader treat some challenges as projects. The success of a merged institution will have many issues, which can be treated as a project with a definite start and a definite stop date as compared to maintenance management of the past campuses. A particular budget is normally allocated to a project, which would reflect specific activities and headed, by a temporary team. Moving from point A to point Z requires that certain steps are performed in a logical sequence with a predictable cost and predictable human resource allocation as illustrated in a University of Fort Hare project management-training course (UFH, 2001:3).

The aim of project management is to eliminate management by crisis or management by confusion and management by various drives. The challenge is to be proactive and complete assigned work preferably before targeted deadlines. This approach to management needs to reflect a contingency plan in case something goes wrong. Project management is structured to develop a product of high quality (UFH, 2001:16). Project management is extremely predictable within the construction industry, targeting efficiency and effectiveness and has yet to prove its reliability within education in South Africa.

### **3.3.9 Strategic Management**

(Bennit, J. 2000) in *The Sunday Times* article of 5 November 2000, reflected that strategic management is an 89% contributing factor of an organisations success. This emerging trend within the business sector is continuously pressurising the merging of the college sector and education in general. The education sector's emphasis on vision and mission is being internalised, however its implementation is to

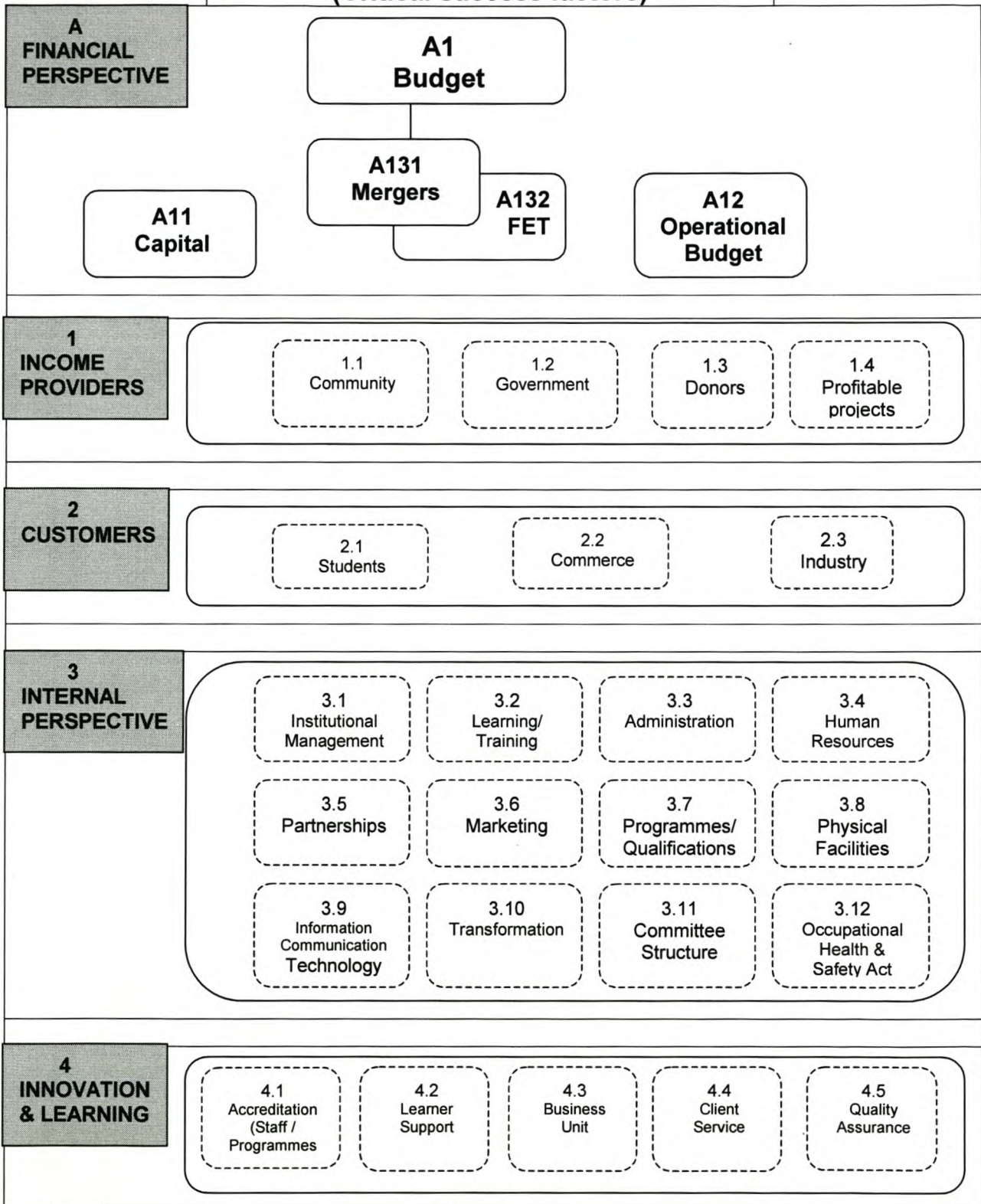


be deepened. Developing implementation strategies in harmony with the vision and mission is a challenge to the newly established FET colleges. Leading and managing multi-campus with its inherent ethical diversities to become effective and efficient developing institutions should not be treated lightly.

The FET sector is challenged to ensure mobility and portability between FET and HE as a predictable future educational pathway. Strategic management comprehensively enhances vision, mission, philosophy, core values and a strategy tree as a comprehensive strategic plan as illustrated by the Russell Road College strategic plan (2001) see table 3.1 below. The illustrated strategy tree needs to enhance critical success factors impacting on the budget and the availability of financial, human and physical resources. The challenge of the strategic plan is the conceptualisation of legislation / policies through project management.

TABLE 3:1

**RUSSEL ROAD COLLEGE STRATEGIC PLANNING : STRATEGY TREE (2001 – 2003:3) (Critical success factors)**



The latter aspect will need to reflect the financial impact of such projects, its time frames and the key performance indicators.

Secondly, how income providers feed into the capital and operational budgets. The strategy tree enhances the relationship between the organisation customers and both the institutions internal/external perspective, which ranges educationally from institutional management, learning/training, administration, human resources, partnerships, information communication and technology and a transformation committee structure to occupational health and safety. The final aspect of the tree is considered as innovation and learning encompassing accreditation (both staff and programmes), learner supports, business unit, client service and quality assurance.

The strategy tree leads to a detailed strategic plan (Thompson, A.A. & Strickland, A.J., 1990:219) linking

- strategic objectives and projects
- action plans
- time frames
- key performance areas
- key performance indicators
- audit report time frames

In winding up, the challenge bestowed upon incoming CEO's of public FET Colleges will be enormous. Reviewing the implications of the inherent transformational leadership and change management in years to come is of utmost necessity. Evaluating whether this leadership menu suited the needs of the South African situation will perhaps be reflected through the success or failure of the sector's effectiveness and its efficiency. It is for this reason that the

reflection on international merging perspectives as a run-up to the South African environment of merging is reviewed.

### **3.4 MERGING CHALLENGES**

#### **3.4.1 International Negative Aspects of Educational Mergers**

In the proposed voluntary merger between the Bath University (Bath) and the University of the West of England (UWE) as referred to by Beasley, T. and Pembridge, K. (2000:3) the profile of the institutions past was used to develop an improved merged institution. The proposed merger used past merger institutional history, which was based on one or other unequal term as its point of departure. Past international higher education mergers was characterised as a large institution taking over a smaller institution in close geographic proximity. These mergers were characterised as follows:

- A strategy to retrench vs. job security
- Involuntary closure
- Financial insolvent
- Forced reorganisation and alleged take-over
- Use FTE's to evaluate so called strength of institution
- Merger led to domination by one institution
- Mergers between technical colleges and universities tendered to abandon hands on training of technical colleges
- Mergers allegedly ignored promoting gender issues
- Expect stalling tactics
- Challenge to unify different past traditions/cultures

- Merger control interpreted via who is controlling the finances
- People want to continue operating as they were [stalling tactic]
- Merger threatens budget cuts
- Individuals had built their own castles and now need to refrain from such practices
- Students want to attend large well known institutions
- Some institutions experience that their building require a major upliftment

### **3.4.2 International Positive aspects of Educational Mergers**

Beasley, T. and Pembridge, K. (2000:2) concentrated on developing a merger proposal for Bath University and the University of West of England with a core concept that two good institutions should merger. The merger should concentrate on mutual growth via complementary offerings and achieve strategic growth with an increased efficiency. Mutual growth should include developing and expanding the merged institutional identity. It is expected that student numbers (FTE's will increase) and that academic strength of both institutions need to increase.

The challenge to the new institutional leader will be what and how to brand the new institution in order to achieve a new institutional identity. One of the challenges in branding the institution is related to developing institutional programmes with its homemade curriculum, which will be directly linked to programme-based funding. Mergers between technical colleges and universities as reflected by (Yates, 1999:1), illustrated that some mergers identified programmes, which culminated in an "Associate Degree". This proactive step assisted post merger growth.

Internationally, technical college and university mergers in

particular needed to be utilised to develop a stepping- stone in accessing higher education. Yates, E.L. (1999:1) continues to recommend that the state freeze tuition fees for approximately six years and all new students to be charged the lowest rate. Similarly the challenge is whether merging will cause a new institutional development upheaval, in conjunction with resistance to merging and decreased enrolments and tuition.

Seligo, J. (1999:1) recommended merging as a strategy of institutional growth and development. He characterises merger as both opportunities and challenges. Some of these challenges he reflects as opportunities of institutionally upgrading the entire physical structure, i.e. expand institution classrooms, include a bookstore and include high technology in new classrooms. Merged institutions should become the production area for highly skilled workers and support growing a country economy.

Seligo, J. (1999:3) continues to show that student exit points need to be viewed similar to that of "passengers on a train who have different destinations", which is endorsed by the researcher as multiple exit points for students. These exit points vary from certificates and diplomas, to associate degrees, which meet the required SAQA qualification norms and standards. Special emphasis is placed on the international focus on the Degree for Early Childhood education by its technical colleges. Colleges in South Africa are the only institutions that have been offering diplomas in Early Childhood Development (ECD) and are currently considered as a well-structured qualification. The challenge is to hold on to this programme.

Similarly future CEO's in South Africa is to take heed of international merging challenges and to conceptualise it to the South African situation. FETI's are perfectly positioned to create an aggressive challenge to competitive markets. FET College CEO's will need to know the industrial market extremely well and be able to

adapt/change strategies when needed. FET College's successors may depend upon financial leverage to develop academic programmes and to purchase computer technology/audio-visual equipment. CEO's will be challenged in South Africa to create institutions with learning environments, which can accommodate a variety of events, ranging from seminars, with restaurant space for those hiring the facility. Information and communication via satellite dishes would be state of the art technology to attract clientele.

Hanna, J. (1999:1) encourages vigorous marketing to attract workers to return to FET colleges to upgrade skills frequently. Institutions will also need to double their capacity he says without doubling their costs. Ghering, M. (1996:1) said that mergers would reflect the environment in which students will find themselves once they enter the labour market or become entrepreneurs, which is fully endorsed. Ghering's (1996:1) quotation "Teach students how to go out and work in the world" is an example that students graduating to the workplace will have an increased level of working with diverse people, especially in a South African context.

The latter example may be centralised as the core brand of the new institutional identity. The South African learnership will therefore complement education and training of the learners.

### **3.4.3 The South African Merging Context**

Merging of colleges, universities and technikons in South Africa is in the context of dismantling apartheid education as the US (2000) reader cites Sedibe, K. (1998:8). Merging is challenged by Hay, H.R.; Fourie, M. & Hay, J.F (2001:1) whether it is really the answer to the crisis in FET and HE. These latter authors describe these problems as;

- *The fragment further and higher education systems inherited from the previous dispensation.*
- *The profound inequities and distortions of the above mentioned*

systems.

- *Incoherent and poor articulation between various types of further and higher education institutions.*
- *Underprepared students from poorly resourced socio-economic and academic contexts.*
- *The poor quality of the school system and particularly the collapse of the senior secondary school system with the resultant low entry into higher education and high failure rates.*
- *Unequal distribution of resources and subsidy amongst further and higher education institutions.*
- *Declining state subsidy mainly as a result of poor economic growth.*
- *Impact of new legislation such as the Labour Relations Act resulting in permanent appointment of temporary workers, increased salaries and the expansion of basic fringe benefits to all members of staff.*
- *The production and dissemination of knowledge not only by traditional further and higher education institutions, but also by new types of institutions and modes of delivery.*
- *Increased competition in the system from particularly international and private further and higher education institutions.*
- *Declining student enrolments (Reddy, 1998: CHE 1999, Coetzee 2000, The Star 7 February 2000).*

These above-mentioned aspects consolidate MCGREGOR'S (1992:119) who cite Samuel reflecting on the crisis in South African education. The US Course Reader (2000:138) further cites Christie, P. (1998:1) who continues to reflect on the breakdown in the culture



of teaching and learning which contributed to education as being labelled as being in crisis. Merging may have elements of dysfunctionality and highly functional portions in it. Some individuals may want to exploit these elements to dominate a particular situation.

Habib, A. and Parekh, A. (2000:3) further adds to the context of the FET sector that in the past “Had a close relationship with the apartheid regime”. (Habib, A. and Parekh, A. 2000:3) now reflects on some of the challenges confronted by the sector to holistically assist in providing access for the majority of disadvantaged students who is academically weak and poor (Habib, A, and Parekh, A. 2000:7). These learners have to be trained to contribute to the country’s international competitiveness. Contributing to this dilemma is the concern by ex-HoA colleges and HAU of a decrease in standards of quality and excellence. Staff equity, human resource practices, cultural integration and an effective and efficient merged FET College is what is expected from this process.

Visionary leadership with strategic interventions backed-up by targeted outcomes to encourage organisations to embark on a developmental pattern with minimal conflict is not going to be an easy challenge. Dialogism and the acknowledgement thereof as reflected in the US Study Guide (2000:43) are endorsed as one of the major intertwined issues, which need to be dealt with. Uniting individuals and groups at all levels within the organisation, need to be conquered. The South African merging situation does not call for a single particular style of leadership but a combination of what the US Study Guide cites (Yukl, 1998:52) to be summarising, namely:

- Task-oriented behaviour
- Relationship-oriented behaviour
- Participative leadership
- Change-oriented leadership

Merging colleges and their inherent dialogism issues leaves no place for top down leadership practices, which disregards relationships and social interaction with followers. Skodvin, O. (1999:8) reflects on the merging process, which should not be viewed as an event. This process should be expected to enhance risks, uncertainty, negotiation, problems, conflicts, integration and diversification. Merging may last between 5years–10 years and some institutions try to be dominant in the process, which will challenge South African CEO's not to loose focus.

NBla (2000:6) posited their foreword with a statement from the national education MEC, Prof. K. Asmal. Prof. Asmal summarises the merging of the colleges by saying "*We will need to look hard at the current institutional landscape. It is apparent that we have too many small or isolated institutions, unable to provide the range of programmes and services that are required by their communities. It is also evident that there are many institutions, which do not provide the quality of programmes and services that are essential for us to meet the challenges of a globalising economy*". This summarises the challenges faced by future CEO's.

The South African merging environment is confronted with the context of dismantling apartheid leadership practices and appointing CEO's who are expected to deliver after their appointment. Hence the need for a contract appointed CEO.

### **3.5 FROM LIFE LONG APPOINTED PRINCIPAL TO CONTRACT CEO**

Principals in the past had the luxury once appointed they occupied the principalship for life. Tradition is reflected by the work of Daresh, J.C. and Playko, M.A. (1997:57) who says that once appointed principals settle, they may be tempted by an attitude of wait for issues instead of planning for major events. Some principals evaluated themselves with a basic introspection as reflected by Daresh, J.C. and Playko, M.A. (1997:39) whilst other principals

entered their comfort zones, sitting back.

CEO's will be challenged from the day of their appointment to extend a plethora of leadership and management roles. Delivering in their five-year term should not allow for many opportunities to make mistakes. Leadership is expected from the word go. South African politicians are legislating policy based on a performance outcome approach related to conceptualising projects. Jones (2000:74) says, "Policy makers have focused policy in a variety of ways to enhance student learning". These foci include the challenges, which inevitably confront and challenge CEO's to strategically choose their educational approaches regarding governance and teaching and learning as a contracted CEO.

### **3.6 SUMMARY AND INTERPRETATION**

This transformation in particular the college education sectors is challenged with merging. The college sector is confronted to grow from its past individual ethnic position towards successfully merged institutions. The newly appointed CEO will be challenged to provide comprehensive leadership and change management styles.

Newly passed legislation challenges CEO's to create a new learning society to be creative and innovative. CEO's task will be to implement legislation using conceptual skills enhancing strategic planning. Challenges reflected in the draft National Strategy for FET 2002-2005 (DoE, 2002a:21), document indicates the pressure on the future FET education system to produce skilled, innovative and a technologically competent South African labour force.

The CEO's innovative and visionary leadership will need to enhance an equity plan and an institutional development program. Transformational leadership appears to be favoured more as acceptable to the South African challenges at hand. Future CEO's of public FET colleges will be challenged to model outstanding leadership during the uncertain period of transformation. This

transformational leadership needs to enhance instructional, influential and a range of leadership challenges. Together with the challenge of emulating transformational leadership and its menu, the CEO's are confronted with general organisational development and organisational learning. Merging diverse systems, administrations and the uncertainty, which accompanies merging, will challenge collective learning. These challenges need to bond the diversity into a healthy organizational culture and climate. Some challenges in leading and managing the newly established FET College will require project management skills in conjunction with strategic management. Strategic management comprehensively enhances vision, mission, and conceptualisation of implementing policy and the action plan.

International educational merging research shows that mergers are normally challenged by the domination of one institution over another. Research illustrates that students want to attend large well-known institutions. Merging of colleges in South Africa is in the context of dismantling apartheid education as indicated by Sedibe, (1998:1). This dismantling of apartheid education, Sedibe (1998:8) says will be a process of transformation, which is continuous and complex.

In conclusion, the challenges reviewed in this chapter are indicative of the need to evaluate chapter two and three through reflecting on the assignment thus far. Reflecting on the process of the development of the questions, through to the interviews and the analysis there of.

## **CHAPTER FOUR**

# **REFLECTIONS ON THE RESEARCH**

### **4.1 INTRODUCTION**

The chapter will essentially reflect on the research to establish whether the research questions are still being pursued through the interpretive methodology. The chapter will consider the development of the questions for the semi-structured interviews and its responses grouped in a tabular format after which it is summarised and interpreted. The chapter concludes with constraints to the research.

### **4.2 HERMENEUTICS AND TRIANGULATION TECHNIQUES EMPLOYED**

The technique employed was to locate the principal through three tiers, namely the merger facilitator, the acting CEO's and the ex-principal themselves. This was done through individual interviews which focused on the research questions. Interviews were started with a five-minute introduction and the researcher allowing the interviewee's to read a letter from the researcher to confirm the researcher's authenticity.

The merger facilitators are consultants who were awarded contracts of twenty-six days to consolidate and wrap-up merging processors in a consistent manner throughout the country. The first tier is facilitators who were work-shopped nationally to expose them to situational factors prior to them starting their work. The second tier, one acting CEO is an ex-district manager, the second an ex-College of Education HOD and the third a secondary school principal. All three acting CEO's are Black.

The third tier is three ex-principals whose experience as technical

college principals range from six, seven(acting) and twenty years. The principals are one Black, one Coloured (acting) and one White. A case study is included and involves the newly established Buffalo City College (i.e. previously Border, East London and John Knox Bokwe Technical Colleges). The case study enhances the merger facilitator, acting CEO and the three principals of the now Buffalo City College. The strength of this research lies in the triangulation of the case study which is used to validate the interpretation. It is with this background that the semi-structured interviews was developed.

### 4.3 DEVELOPMENT OF QUESTIONS FOR INTERVIEWS

Based on the hermeuneutic methodology and employing a semi-structured interview approach, the student researcher developed questions emanating from chapters two and three to justify the development of leadership traditions and transformational leadership and management challenges. The development of questions was to have a consistent approach in the semi-structured interview. Two sets of questions (A and B) were developed and targeted (A), the nationally appointed merger facilitator, the acting CEO's and the FET College director (acting). The second set of questions (B) targeted ex-principals within the case study.

#### 4.3.1 Question Set: A

**Questions for semi-structured Interview:**  
**Merger Facilitators, Acting CEO's and FET Director (acting)**

1. What did you as principal generally prioritize prior to 1999?  
Please motivate

|  |
|--|
| a) Management                              |
| b) Curriculum                              |
| c) Leadership                              |
| d) Completing national/provincial requests |

2. How in your view did state/state-aided technical college principals differ in management?
3. Does staff work well together in different departments? Please elaborate on contributing factors.

4. Briefly describe your actual merging management experience.
5. Did staff follow your style of leading/managing?
6. What do you consider as accessible and approachable/Accessible?
7. What changes did you as principal brings about?
8. Did you have to postpone meetings and how often?
9. How do you prefer to lead by?
 

|                         |                          |       |
|-------------------------|--------------------------|-------|
| Directing Sub-ordinates | Delegating sub-ordinates | other |
|-------------------------|--------------------------|-------|
10. How/what/where/when, did ex - principals encourage lecturers concerning merging?
11. Are principals concerned about there own welfare more as compared to that of ordinary lecturers during merging?
12. How does the last two questions impact on lecturer's morale?
13. Has the rate of absenteeism increased over the last six months?
14. What in your view as acting CEO are the five major leadership challenges of merging of ex- technical colleges?
15. Who/what, were the merging driving forces?
 

|          |                       |
|----------|-----------------------|
| Internal | External (i.e. NDoE ) |
|----------|-----------------------|
16. What was ex- principal's role during pre- merging?
 

|   |
|---|
| Implementing national/provincial policies |
| Manage the institutional processes        |
17. If an ex-principal were appointed as CEO what would you recommend that such a person be exposed to?
18. Who in your opinion has been experiencing merging as the most traumatic and motivate why?
 

|   |                   |
|---|-------------------|
| a | Ex - principals   |
| b | Deputy principals |
| c | Hod's             |
| d | Senior lecturers  |
| e | lecturers         |

**4.3.1.1 Table 4.8****Grouped answers of Question Set: A**

| Questions to Acting CEO & FET Director wrt principal | Comment  |
|--|--|
| 1, 4   | Inclusivity <ul style="list-style-type: none"> <li>✓ Confirmed that merger facilitators consulted all stakeholders on entering the process</li> <li>✓ Principals were jostling for position &amp; territorial power play</li> </ul>  |
| 2,5,7,9,14, 15,16,17                                 | Separate Leadership Pattern <ul style="list-style-type: none"> <li>• State-aided respected hierachial structures of leadership</li> <li>• Need to identify elements of success related to Administration, Finance, Strategic Planning and Implementation issues</li> <li>• Believed that appointing an ex-principal would be a major challenge for the newly merged institution</li> <li>• Principal viewed as implementing NDoE/PDoE agenda</li> <li>• Role of principal was to manage process inside institution</li> <li>• Leadership was generally extremely weak</li> </ul>                               |
| 3,6,10,11,12 ,13,18                                  | Morale <ul style="list-style-type: none"> <li>▪ Staff worked well in working groups</li> <li>▪ Principals had time to speak to staff (accessible) and staff could bring any matter for discussion (approachable)</li> <li>▪ State college welcomed merging, therefore encouraged</li> <li>▪ State-aided viewed merging as waste of time &amp; money</li> <li>▪ Yes, principals were concerned about their own positions</li> <li>▪ Impacted negatively on staff morale</li> <li>▪ Absenteeism is stable</li> <li>▪ Everybody concerned about merging and its impact on the individuals job security</li> </ul> |
| 8  | Punctuality  |

**4.3.2 Question Set: B**

**Questions for Semi-structured Interview:**  
**Leadership and Management of Buffalo City College**  
**(Principals of East London, Border and John Knox)**

1. Did lecturers feel proud of their technical college?

|     |            |    |
|-----|------------|----|
| Yes | in-between | No |
|-----|------------|----|

2. Percentage staff out of 100% who felt proud?

|             |             |           |
|-------------|-------------|-----------|
| 50% - 100 % | 30 % - 50 % | 0% - 30 % |
|-------------|-------------|-----------|

3. Are lecturers happy to merger? Motivate either yes/no.



4. What did you as principal generally prioritize prior to 1999? Please motivate.

- |  |
|--|
| a) Management                              |
| b) Curriculum                              |
| c) Leadership                              |
| d) Completing national/provincial requests |

5. What in your view was the role and purpose of a technical college prior to 1994? Please describe briefly.

6. How in your view did state / state -aided technical college principals differ in management?

7. Student profiles prior 1994 consisted mainly of;

- |            |         |
|------------|---------|
| Apprentice | Private |
|------------|---------|

8. Did higher education contribute to the development of technical college education? Please motivate your answer.

9. Why in your opinion was the CTCP established?

10. Was the CTCP representative?

11. Past technical college principals were recruits who originally started their careers within;

- |                      |
|----------------------|
| a) Primary schools   |
| b) Secondary schools |
| c) Industry          |

12. Did you lecture as a principal?

13. How did you as principal get educators to work harder in departments of?

- a) Engineering b) Business c) Social & Utility

14. Did staff work well together in reflected departments? Please elaborate on contributing factors.

- |                     |
|---------------------|
| a) Engineering      |
| b) Business         |
| c) Social & Utility |

15. What do you as principal consider to be technical college education transformational leadership?

16. What do you as principal consider to be the difference between education and training?

17. What were the major differences between state and state-aided principals?

18. Briefly describe your pre-merging experiences into management?
19. Briefly describe your actual merging management experience?
20. Was the system of technical college education, holistically in crisis? Motivate on the leadership aspect
21. Did you as principal continuously take time to develop your staff personally?  

|     |    |       |             |
|-----|----|-------|-------------|
| Yes | No | Other | Facilitator |
|-----|----|-------|-------------|

 Provide an example
22. Did staff follow your style of leading / managing?
23. How much authority did staff have in controlling their lecturing duties?  

|       |         |      |
|-------|---------|------|
| Total | Limited | None |
|-------|---------|------|
24. What do you consider as accessible and approachable?  
 Accessible/Approachable
25. Do you belong to a union?
26. Are you aware of lecturers/seniors who come late?
27. What standards did you as principal set in Academic & Administration?
28. Do you tolerate postponement?  

|        |            |              |        |       |
|--------|------------|--------------|--------|-------|
| Always | Frequently | Occasionally | Seldom | Never |
|--------|------------|--------------|--------|-------|
29. Do you prefer to lead by?  

|                         |                          |       |
|-------------------------|--------------------------|-------|
| Directing Sub-ordinates | Delegating sub-ordinates | other |
|-------------------------|--------------------------|-------|
30. How/what/where/when, did you as principal encourage lecturers with regard to merging?
31. Has the rate of absenteeism increased over the last six months?
32. Who/what, were the merging driving forces?  

|          |                      |
|----------|----------------------|
| Internal | External (i.e. NDoE) |
|----------|----------------------|
33. What was the principal's role during pre-merging?  

|   |
|---|
| Implementing national/provincial policies |
| Manage the institutional processes        |
34. What in your opinion is the experience of the principal in curriculum development?  

|        |         |      |
|--------|---------|------|
| Strong | Average | None |
|--------|---------|------|

- 35. What is the principal's biggest dilemma and motivate why?
- 36. The Situational Analysis research completed by the NBI reflected that ex-principals needed leadership and management development (2000:49). Do you agree/disagree?
- 37. Briefly describe your staff's morale?
- 38. Who in your opinion has been experiencing merging as the most traumatic and motivate why?
- 39. How would you describe the role of a FET college?

**4.3.2.1 Table 4.9**

**Grouped answers of Question Set : B**

| Questions to ex-Principals                       | Comment   |
|--|---|
| 1,2,3,13,14,19,30,31,37,38                       | <p>Morale and motivation</p> <ul style="list-style-type: none"> <li>○ State staff happy to merger</li> <li>○ State-aided staff not happy to merger</li> <li>○ Existence of cliques, dyads, toxic symptoms, resistance to change</li> </ul>  |
| 4,5,6,7,9,10,11,15,16,17,18,23,26,29,32,33,36,37 | <p>Leadership related</p> <ul style="list-style-type: none"> <li>• Principal viewed as implementer of NDoE/PDoE - agenda</li> <li>• Role of college was to train artisan –NDoE agenda</li> <li>• Implement the apartheid NDoE curriculum as is</li> <li>• Seniors in state colleges did not assist sub-ordinates with preparation or improvement of lessons</li> <li>• State-aided college seniors provided support to sub-ordinates wrt lesson planning</li> <li>• Principals do not want to ruffle feathers for late coming in state colleges whilst the opposite was applied in state-aided colleges</li> <li>• Very task orientated and low regard for people</li> <li>• Political influence at cabinet level for state-aided only</li> <li>• NBI Situational Analysis is confirmed that no strategic planning especially in rural colleges (i.e weak leadership)</li> <li>• Leaders/principals have no skills in financial planning and administration (especially rural colleges)</li> <li>• State and state-aided principals have no curriculum development and curriculum management experience</li> <li>• Weak understanding of what is needed as transformational leadership</li> <li>• Authoritarian/" <i>Laissez faire</i>"/consultative in state colleges</li> <li>• Authoritative (respect hierachial) / consultative in state-aided colleges</li> <li>• Implement the apartheid policies as they are</li> <li>• Good relations between state-aided and PDoE whilst this is reversed with state colleges</li> <li>• State-aided colleges administered the juristic power of governing council aspect to their advantage whilst state colleges did not receive equivalent support from the PDoE</li> </ul> |
| 15,20,21,  | Separate education characteristic   |

|                 |  |
|-----------------|--|
| 22,24,25,<br>35 | <ul style="list-style-type: none"> <li>✓ Sector leadership is in crisis</li> <li>✓ Resistance to change mainly in state-aided colleges</li> <li>✓ PDoE not leading and giving direction</li> <li>✓ State-aided staff accept the hierachial leadership style whilst state college leadership style is varying from authoritarian through to laissez faire and consultative</li> <li>✓ Available considered as accessible, whilst approachable was seen to be going to the principal to discuss whatever the staff member wanted to discuss</li> <li>✓ Majority of principals affiliated to union (state &amp; state-aided)</li> </ul> |
| 8,12,27,<br>34  | <p>Vision</p> <ul style="list-style-type: none"> <li>▪ Principal felt that HE was protective over its territory and reluctant to liase with FET college</li> <li>▪ Principal does not see himself in classroom as instructional motivation and curriculum involvement as with the case of Professors at HE institutions</li> <li>▪ No expertise in development/management of curriculum</li> </ul>   |

### 4.3.3 Summary and Interpretation of Table 4.8 and Table 4.9

#### 4.3.3.1 Table 4.8 Question Set A (answers are grouped)

##### **Group 1**

Reflected merger facilitator consultative and participative approach to enhance inclusivity.

##### **Group 2**

Confirms that separate education systems provided opportunities to develop the skill of the state-aided principals. Analysis indicated respect from state-aided staff for the governing council which was in good standing with the principal. The analysis also showed that rural principals especially do not possess the ability to identify elements of success, based on them not possessing strong skills in elements of administration or finance. It should be noted that the majority of these tasks were completed by the PDoE.

This confirms the current pattern of dependency on the PDoE (see also table 2.6 page 28) which relates to the juristic powers of state-aided versus advisory powers of state college councils. All three interviews with the merger facilitators concluded that there is a possibility of immersing colleges into battle-grounds doomed with possibilities of failure as compared to opportunities for success if

the CEO does not have strong leadership and management abilities.

### ***Group 3***

Analysis is reflective of current human relations being that individuals are beginning to accept each other as fellow workers in one entity. This is in the view that programme rationalization and centralization has not yet occurred. The latter point is future related and is yet to be tested. Principals have positioned themselves not to be on the wrong side of sub-ordinates especially in the run-up to the selection of the CEO. Hence availability and approachability has been retained by principals as all possible CEO candidates.

This is noted in the analysis due to principals not being sure of their future job title and position after the appointment of the CEO. Staff is now quiet and most are tired of the many meetings that had been held during the current academic year. Morale is stable yet filled with anxiety because the future of the merger, to a large extent centres around the rationalization of programmes for urban colleges. Programme centralization inevitably is and will touch the lives of a large number of staff and is yet to be concluded concerning merged colleges in rural areas (i.e. will programme centralization be enforced).

#### **4.3.3.2 Table 4.9 : Question Set B (answers are grouped )**

### ***Group 1***

The morale of staff is reflected as ranging from eager in state colleges to not so eager in state-aided colleges. Analysis reflect that state-aided staff is more stressed by the mere fact that everybody wants to be at the better resourced institution and nobody wants to go to the "dump" as indicated by the merger facilitator of the case study. State-aided staff fear being moved from a well resourced institution to a under resourced institution. The working climate is also affected through this intended redeployment of staff. PDoE has not financed the merger very well which raises

concerns about financing institutions in the future.

### ***Group 2***

Questions posed was intended to confirm the development of separate leadership traditions in chapter two. Rural state colleges were confirmed to have no proactive management. Urban state colleges were engaged in proactive management activities. This analysis complements the research completed by the NBI which says that there is a lack of leadership, especially in the rural colleges. The analysis also shows that the establishment of the CTCP was critical during apartheid to inform politicians of the sectors needs or shortages based on the apartheid regimes political agenda. The leadership aspect analysis continued to confirm that rural college principals preferred to use a Laissez faire management style and leadership.

Rural principals were always waiting on the NDoE / PDoE to lead them. State-aided principals improved as their college councils became stronger juristic persons. This provided the support for the principal to address staff disciplinary problems through the governing council. State college disciplinary problems have remained in institutions although it had been referred to the PDoE without response for years. This confirms that state college leadership was in crisis. Hence the leadership/principals were powerless to address amongst other disciplinary problems.

### ***Group 3***

These questions contributed in confirming that education generally speaking was in crisis. Colleges were perceived to be in crisis created primarily by the PDoE who for example always paid electricity and water bills late. The PDoE did not pay newly appointed staff salaries of state colleges for sometimes up to two years, whilst similar appointments at state-aided colleges would be processed promptly. In the case of the state college this would lead

to continuous confrontation between the principal and the concerned staff member. The impression created was that the principal did not care for his staff.

The characteristics of leaders emerging from separate education is amongst other a very politicised and authoritative leadership with the exception of the rural colleges which showed a Laissez faire leader. No visionary and innovative leadership.

#### ***Group 4***

The analysis indicates principals do not possess curriculum development skills. This is in conjunction to them having been out of the classroom for many years. Valuable lessons may be learnt by our neighbours in higher education who at levels of Professor still have to lecture for a small percentage of their time. The value of instructional leadership referred to in chapter three is overlooked and is considered not to be part of a managers functions.

The latter summary points out possible weaknesses which will be pointed out as a reflection of the design and the process.

#### **4.4 REFLECTION ON THE RESEARCH DESIGN AND PROCESS.**

The research is exposed to the following weaknesses:

- a) The sample of ex-principals is limited, targeting three out of twenty five, only one was interviewed due to unforeseen circumstances;
- b) Principals are waiting to be interviewed for the actual CEO post;
- c) A pilot interview was not conducted;
- d) Interview questions were not sample tested but exposed for discussion with a retired Prof. from U.P.E.;
- e) This finding is thus limited to the above context;

#### **4.5 SUMMARY AND INTERPRETATION**

The chapter illustrated the techniques employed to effect triangulation with temporal linkage patterns. Questions were structured to support the interview process in a consistent manner. Responses to questions were grouped together to reflect certain aspects of the apartheid leadership skills. This chapter provided a basis for discussion of the final chapter including some recommendations.



## **CHAPTER FIVE**

# **DISCUSSION AND RECOMMENDATIONS**

### **5.1 INTRODUCTION**

This final chapter will review the research in relation to a leadership and management approach to South African merging of technical colleges. This review will consider emerging leadership patterns emanating from the past apartheid education in this college sector. The review will conclude on the development of the leadership traditions in the sector. This chapter will also consider the case study and patterns flowing from this. The latter two aspects is then integrated with paradigm therefore concludes with the triangulation of the case study and leadership as a social attribution. The chapter concludes with final recommendation.

### **5.2 REVIEW OF RESEARCH**

The research has noted an emerging leadership pattern characterised by separate apartheid education traditions. The past economic development of the country (diamond mining) had an impact on separate leadership needs. Apartheid education focused on developing leadership and management primarily in ex-state-aided colleges, whilst no attention was given to disadvantaged principals and their colleges. The previous regime did not finalise the sectors role as an institution, which impacted negatively on the sector as a whole.

The overlap of programmes between the sector and CATE's is an example of the then leadership's paralysis in not being able to solve sectional problems. The endorsement of separate, unequal and generally undemocratic education practices in support of apartheid legislation influenced the ideological perspective of especially state-

aided principals. This, the researcher argues as being reflected in the essence of Act 104 of 91. Van Zyl (1965:41), when he identified that principals need MBAs, B-Admins and Management Diplomas also confirmed the "any-road-will-get-us-there" approach.

Therefore, the past leadership traditions are challenging principals through merging to have relevant leadership training. Rural college principals have shown through this thesis (as interpreted through the merger facilitator Mr X) that principals are not equipped for the task ahead. The quote "*One of the things that I would like to see the person have is the technical expertise in being able to run a college ....*" is reflective of the expertise currently available. Similarly Mr X shared an experience as an example "*when we started doing an audit of their skill levels, they refused to give the information*".

Behr (1984:28) reflected on the investigation by the 1939 Nicol commission, which believed that education had been designed for university entrance only and the discourse of that is that college education only attracted academically weak learners. Separate education leadership struggled to dispel this anomaly, yet were powerless to prove it wrong. This manifestation also surfaced as competition between academic and vocational careers. Which, was shown in the enrolment of apprentices and the privately sponsored learners. The leadership tradition was that apprentices were the main essence of the sector.

A company would enrol its apprentices at the college and principals therefore dealt with accommodation only. Networks concentrated on partnerships with the Department of Manpower. It becomes evident that University/Technikon principals were functioning on a different level. Higher education graduates have always had recognition for their education. Technikon more so due to its career orientated graduate. University graduates were seen to have had no practical exposure.

College principals imitated structures of these HE principals so that

their voice could be heard in parliament. This was done through the CTCP, which was shown to be an unrepresentative body. Past traditions thus are reflective of highly politicised state-aided principals who implemented a political agenda. Leadership therefore was authoritative and politically authoritarian. The viewpoint of the disadvantaged lecturer was not listened to. State college principals, without this political voice on a national level therefore imitated what was being done in the state-aided college.

The assignment therefore shows that principals of both state and state-aided emphasised task efficiency. The decline of apprenticeship enrolments is interpreted as a weak response to the market and is viewed as non-effective leadership. This is evident of the crisis in education as cited by Samuel in chapter two and quoting Mr. Sikander to have experienced "... you hardly find students and as a result you hardly see lecturers there," is an indication of the crisis in and through absenteeism. Principals were powerless to deal with this situation. Therefore lecturers not wanting to provide statistics concerning their qualifications together with no intervention from the PDoE kept the sector in crisis in rural colleges.

The challenges, which will confront the CEO, are to eliminate this pattern and replace it with an effective and efficient system. Visionary transformational leadership with competitive institutional characteristics is needed. Conceptual skill to interpret policy and to implement it strategically will be essential. Creating a new learning society and simultaneously eliminating separate discrepancies will require a focused CEO, with equal support from the PDoE. CEO's needed to be able to predict the outcome of effectiveness and efficiency of the merged institution to a high degree of achievable excellence.

The combination of implementing policy successfully and a fresh approach to leadership and change management with a basic

leadership menu as quoted by Leithwood, K.; Jantzi, D. & Steinbach, R. (1999:3) will be fundamental. Transforming negative attitude's of lecture and students needs to be achieved through modelled leadership. Principals are virtually proud not to be associated with any lecturing duties and only management duties. Combine this with no skills in curriculum development and no lecturing then this may be interpreted as a warning sign, which needs to be investigated.

The accompanying aspect of the academic qualification of some principals was put to the test in some mergers. This is discussed in view that principals with a low academic qualification, surrounded by staff with a higher qualification do not assist the organisational culture and climate. The norm in the university and technikon arena is that rectors must have a minimum qualification of a doctorate and similarly that lecturing staff has a minimum of a master's degree. The disjuncture in the college sector is that some principals do not possess the ability and have never lectured at the highest level at a college. Similarly some staff possesses the N6 qualification and also lectures the N6 programme. This has been a contentious point which has been cited unofficially as a reason for not granting college students credits when they enrol at HE institutions.

Instructional leadership through the ability to assist the curriculum development and curriculum management processors is an opportunity, which should be used creatively to address transformation and institutional development. The sector is pregnant with challenges, which range from policy implementation, policy development, and transformational leadership with a continuum of menu options. Part of this leadership needs to be retrained and reskilled in order to fulfil some of these challenges. This may also be approached as generically improving the FET sector.

The question, which has plagued me in completing this assignment, is, what is it that is really being added to leadership behaviour, style, attitude and issues professed by research long before this

study. Is it moral leadership in essence, surrounded by constant aspects of trait, behavioural, contingency, power and influence, cultural and symbolic and cognitive leadership paradigms?

### **5.3 EMERGENT TRENDS FROM THE CASE STUDY**

Principals were jostling for position and territory. Handing over previous territory especially in this urban college was extremely traumatic by the principal who had to move out of his "palace" office. One side perceives the interpretation of this, as now we are all on equal ground, i.e. out of our offices, and by the other side as an effort to get rid of whites. It appears that this interpretation is viewed in the light of being stalked for years as a state-aided principal.

One comment made was that "Transformation is only for Blacks and it will not touch me as an individual". One interviewee reflected that "A person could become acquainted with for example an office, then make it his / hers". It becomes his / her kingdom and when he / she has to vacate such an office it becomes difficult". Another interviewee felt grieved and did not feel happy because certain assets had not been disclosed. The viewpoint was that "an individual was clinging to college assets as if it belonged to them personally". The latter point illustrates untrustworthiness amongst principals as a possible symptom for conflict. CEO's will be challenged to further level the playing field of the unequal ex-principals. Similarly making a colleague understand what "I or we as disadvantaged principals had to endure", hinges on punitive as preferably corrective leadership.

The contract of the CEO is not seen as a non-profit educational career but rather in the light of a business driven by educational profits. Illustrating that the CEO was about new leadership alluded to this transformational service delivery. The interviewee elaborated as having studied leadership at a post degree level and was aware of some leadership issues. This context was used to elaborate on

the skill of the ex-principal which was ex-principals struggled in making proposals towards the new merged institution. Finance skill is weak as principals relied on others to do whatever is required.

Two interviewees expressed the view that principals and staff of the merged institution expect "biases" towards them based on the skin colour of their senior. When they realise that this is not occurring they experience withdrawal and feelings reflect ideas of being marginalized. It was also felt that acting CEO's struggled to make decisions due to their unfamiliarity with the sector. They were previewed to rely on popularity appears to be part of this make-up and acting CEO's do not want to be part of the make-up.

Mergers, which fail, may be projected in the view that the past system of education would still be better. An interviewee also felt that management in state colleges centred around staff and students "fighting the principal." In conjunction to this the PDoE always tried to embarrass the principal through not paying bills timeously. Hence it was endorsed that state colleges stayed in continuous crisis. This interviewee confirmed that state colleges were just required to collect student fees, which was then forwarded to the state coffers. This exempted principals from needing better financial skills.

One tier conformed that principals complained vigorously when the finance portfolio of the merged college was given to a post level two educators. The principals felt marginalized, however when they were asked to volunteer to do it, they refused. The first tier reflected that a diverse opinion prevailed based on two cultural differences. Meetings were held and agenda's centred on these differences. Merging therefore has been stressful for each and every individual. The defence of an individual is to demonise the other individual. The impact of such an exercise on sub-ordinates has not been investigated in this study.

The first tier of triangulation further felt that Blacks, Coloureds and Whites were extremely ignorant of the value system of each other.

This perhaps is one of the apartheid side effects. This is exacerbated with different understanding of work punctuality and work discipline. The challenge to mould a collective work force should be done tactfully and not with an "any-road-will-get-us-there" approach.

#### **5.4 RECOMMENDATIONS**

Merging will challenge the leadership and management practices of past principals if appointed to the post of CEO. Recommendations are approached from past leadership and management research as completed by YUKL (1989) review. My view is that identifying behaviours or styles, which appear to predict effective outcomes depending on various situational contingencies, will differ from institution to institution (YUKL, 1989:253).

CEO's are expected to:

- Provide visionary Leadership and initiate institutional research
- Generally Manage the merged institutions as per (3-5) yr Strategic Plan
- Be the Accounting Officer as per the PFMA, with sound financial management
- Link institutional academic needs to Human Resource utilization
- Market the institution
- Build a healthy institutional culture and climate

CEO's need to build healthy merged organisational cultures and climates through transformational leadership. Yukl (1989: 279) postulates that the emphasis is on developing human potential. This I view through implementing the leadership menu of (Leithwood, K.; Jantzi, D. & Steinbach, R., 1999:3) as part of their future job responsibility. CEO's are challenged to implement a FET system and

monitor and evaluate progress of the South African merging situation. Continuous improved excellence is a much sought after prize in education.

## **5.5 CONCLUSION**

The assignment has convinced me that the cognitive paradigm is being entrenched further in the South African situation. Dismantling apartheid systems, behaviours and attitudes and establishing effective and efficient merged FET Colleges is going to rely on the basics of leading and managing as well as the social attribution leadership skill for some time to come. The Afrocentric approach to management i.e. UBUNTU, opposes individualism and encourages interdependence by getting all employees involved, through open workplace forums. This improves the relationship of trust amongst all employees and enhances organisational culture. Therefore it is recommended that UBUNTU leadership, with its opportunities for creating a learning organisation and implementing organisational development is perhaps the most viable transformational leadership menu option.



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