



Stakeholder Perceptions of Leadership and Organisational Change Management in two Community Education and Training Colleges in South Africa.

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Declaration

I, Lynette Lulama Mbatha, hereby declare that

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Lynette Lulama Mbatha

25/10/2021

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Inspirational Quotes

Leadership is the capacity to translate vision into reality – Warren Bennis

The key to change is trust. If people trust in the future scenario, they will let go of the past. If people trust their leaders, they will believe the change vision - Caroline Jauss

Sometimes we are that fly in the house, that thinks it sees an open window. So, it crawls to, or flies head-on into clear glass. At times getting stuck between the storm and pane, it dies in the windowsill under a tormenting, hot sun – Anthony Liccione

Dedication

I dedicate this thesis:

To the Lord God, Almighty who gave me the opportunity, strength, divine wisdom, light, and courage to pursue my goals and complete my highest scholarly achievement and contribute a body of knowledge in the field of research. I will always praise your name.

To my late father, Thembinkosi Isaac Mbatha, who passed away in September 2011, he always encouraged me to reach my academic potential because he wanted me to keep the family name. For a man who did not even finish high school, your love for education continues to inspire me, and, unfortunately, you did not live to see this achievement. "This is for you Baba", Shandu kaNdaba, Gumbi lamaGwala; Sontshikazi; Mthiya, othiya ngenkomo abofakazana bethiya ngamahlaha, Ndabezitha! I know you are rejoicing with all my ancestors where you are.

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To my nephew, Avumile Mguni. Thank you very much for your support, especially your skills that have resulted in me efficiently processing data for my study.

'So do not fear, for I am with you; do not be dismayed, for I am your God. I will strengthen you and help you; I will uphold you with my righteous right hand.'" Isaiah 41:10

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Abstract

This study examines how various stakeholders understand the interdependence of the different parts of Community Education and Training (CET) college leadership in organisational change, how change is managed, and how effective the organisational change is. The relevance of this study is the need for information on how the change management framework and leadership style may ensure that CET colleges in South Africa are meeting their intended objectives as set out in the national policy. This was a case study of two community colleges based in KwaZulu Natal and Mpumalanga provinces within the interpretive paradigm. Data collection methods were interviews, focus groups, document analysis, observations, and questionnaires to stakeholders who played different leadership roles within the colleges. The study used systems theory and the theory of transformational leadership as a lens through which the findings were analysed. This study found varying understandings of the interdependence of the different parts of the community colleges' leadership and the management of organisational change management; suggesting that leaders do not view the CET college holistically. The study also found that CET college leadership lacks an understanding of what needs to be changed. I argue that there is an enabling environment for the change management process to occur effectively. That is, there is a clear mandate, vision, resources, political commitment, governance structures, and implementation framework to drive change management processes. However, there is inadequately knowledgeable, qualified, and competent leadership and stakeholders to support the planning and implementation of change management processes. I also argue that monitoring and evaluation of the desired change and contribution by leadership and various stakeholders do not reflect the standardised criteria for CET colleges' effectiveness. Recommendations suggest a review of governance and leadership structures, the adoption of shared organisational change by all stakeholder levels of leadership and further training on policy systems by policy experts.

Keywords: community college, adult education, leadership, change management, critical success, organisational change

Acronyms

| | |
|-----------|---|
| AACC | American Association of Community Colleges |
| ABE | Adult Basic Education |
| ABET | Adult Basic Education and Training |
| ACET | Adult Continuing Education and Training |
| AET | Adult Education and Training |
| ASGISA | Accelerated Shared Growth Initiative of South Africa |
| BED | Bantu Education Department |
| BLL | Bureau of Literacy and Literature |
| CC | Community College |
| CEO | Chief Executive Officer |
| CET | Community Education and Training |
| CETCA | Community Education and Training College and Administration |
| CETCAC | Community Education and Training College Administration Centre |
| CLC | Community Learning Centre |
| COSATU | Congress of South African Trade Unions |
| CR | Contingent Reward |
| CWP | Community Work Programme |
| DBE | Department of Basic Education |
| DHET | Department of Higher Education and Training |
| ETDP SETA | Education, Training and Development Practices Sector Education and Training Authority |
| FAAE | Forum for the Advancement of Adult Education |
| FET | Further Education and Training |
| FRL | Full Range Leadership |
| FRLM | Full Range Leadership Model |
| FRTL | Full Range Transformational Leadership |
| GEAR | Growth Employment and Redistribution |
| GET | General Education and Training |
| GETCA | General Education and Training Certificate for Adults |
| GFETQSF | General and Further Education and Training Qualifications Sub-Framework |
| HEI | Higher Education Institution |
| HEQSF | Higher Education Qualifications Sub-Framework |
| HET | Higher Education and Training |

| | |
|--------|--|
| HWSETA | Health and Welfare Sector Education and Training |
| IC | Individualised Consideration |
| IEB | Independent Examinations Board |
| II | Idealised Influence |
| IM | Inspirational Motivation |
| IS | Intellectual Stimulation |
| IVCET | Institute for Vocational and Continuing Education and Training |
| KPI | Key Performance Indicator |
| KZN | KwaZulu Natal |
| LF | Laissez-faire |
| LLM | Lynette Lulama Mbatha |
| M&E | Monitoring and Evaluation |
| ME | Management by exception |
| MLQ | Multifactor Leadership Questionnaire |
| MP | Mpumalanga |
| NASCA | National Senior Certificate for Adults |
| NDP | National Development Plan |
| NEET | Not in Employment, Education or Training |
| NEPI | National Education Policy Investigation |
| NGO | Non-Governmental Organisation |
| NGP | New Growth Plan |
| NMU | Nelson Mandela University |
| NPC | National Planning Commission |
| NPO | Non-Profit Organisation |
| NQF | National Qualification Framework |
| OE | Organisational Effectiveness |
| OECD | Organisation for Economic Co-operation and Development |
| PALC | Public Adult Learning Centre |
| PED | Provincial Education Department |
| PSET | Post-School Education and Training |
| PSETA | Public Service Sector Education and Training Authority |
| RDP | Reconstruction and Development Plan |
| RSA | Republic of South Africa |
| SAFCC | South African Forum for Community Colleges |

| | |
|-------|---|
| SANLI | South African National Literacy Initiative |
| SETA | Sector Education and Training Authority |
| SLC | Satellite Learning Centres |
| SRC | Student Representative Council |
| ST | Systems Thinking |
| TL | Transformational Leadership |
| TVET | Technical Vocational Education and Training |
| UDF | United Democratic Front |
| USA | United States of America |

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Chapter 1

Introducing the Study

South Africa has instituted an adult education policy document the White Paper for Post-School Education and Training (PSET) (RSA, 2013b) that intends to build an expanded, efficient, and integrated post-school system.

1.1 Introduction

This thesis' focus is on the perceptions of Community Education and Training (CET) college stakeholders on leadership of organisational change management. This chapter sets the scene for the CET college model by presenting the historical and policy context, as well as its administration and governance structures. It also presents the background to the study and motivation for the research, explaining the objectives of the study with research questions, rationale and significance of the study. Other sections of the chapter introduce research design, definitions of key terms and research limitations. Lastly, the structure of the thesis is presented and explained.

1.2 Historical and Policy Context of the Community College¹ Model

The community college model originally stood for post-secondary education. Community colleges were termed junior colleges and recently the model is fast becoming a simplified model that accommodates basic education and the needs of the communities they serve. The community college model was first instituted in the 19th century, and this model has evolved over the years throughout the world including continents like Europe, North America, Asia and Africa. Although there have been different reasons for their existence in each country, there is consensus that events such as unemployment, skills shortages due to urbanisation, industrialisation and economic development favoured community colleges as a model of post-school education grounded on a programme that included both academics and extracurricular activities.

¹ The definition of community college will be covered at the end of the chapter.

South Africa has developed the *White Paper for Post-School Education and Training* (RSA, 2013b) as a response to the triple challenges that face South Africa as a country: unemployment, inequality, and poverty. This policy document articulates the following as one of its objectives: "to prepare workers for the labour market and that everyone should be able to make a living for themselves and contribute skills to a developing economy" (RSA, 2013b, p. 8).

The introduction of the PSET model required the government to create structural and operational changes to the way the adult education system in its entirety would be managed. It started with the appointment of the Minister for Higher Education and Training (HET) under the Presidential Act of 11 May 2009 and the Department of Higher Education and Training (DHET) was established in terms of Proclamation No. 48, 7 July 2009. The Department of Higher Education and Training was created:

to advance the national vision of a coherent, comprehensive and differentiated post-school system, which is capable of contributing to the lives of individuals, the national economy and to the development of an equitable and capable South African society; by effectively planning, regulating, resourcing and coordinating the provision of post-school education and training system for learning opportunities for youth and adults (DHET, 2016, p. 6)

Subsequent to this, the Proclamation No. 44 of 2009, published in the *Government Gazette No. 32367 of 1 July 2009*, transferred the administration of the *Adult Education and Training Act, 2000* (No. 52:2000) and the *Further Education and Training Act 16 of 2006* (Republic of South Africa [RSA], 2006b) to the Ministry of Higher Education and Training.

The legislative responsibility for Adult Education and Training (AET) was transferred to the Minister of Higher Education and Training through the *Higher Education and Training Amendment Laws Act, 2010* (Act No. 25: 2010). In 2012 the Ministerial Task Team was established that proposed a new institutional set-up including community colleges as district hubs for community learning centres. The policy document, the amended *Further Education and Training Act of 2013* (RSA, 2013a) mentioned the intention to establish community colleges as another institutional type within Post-School Education and Training (PSET). This was followed by the *White Paper on PSET* published in November 2013 which promulgated the establishment of a single, coordinated post-school education and training system with a vision to:

- Build a fair, equitable, non-racial, non-sexist, and democratic South Africa
- Expand access, improve quality, and increase diversity of provision

- Build a stronger and more cooperative relationship between education and training institutions and the workplace
- Build a system that is responsive to the needs of individual citizens and of employers in both public and private sectors as well as broader societal and development objectives (RSA, 2013b, p. 4).

The repealed *AET Act (2000)* gave way to the *Continuing Education and Training Act, 2006*. The new institutional type in the PSET was to cater for youth and adults who did not complete their schooling or never attended school and thus did not qualify to study at Technical Vocational Education and Training (TVET) colleges or universities.

The *White Paper for Post-School Education and Training (RSA, 2013b)* further outlines the country's aspiration to build an expanded, effective, and integrated post-school education and training system. This policy contributes to renewing the hopes of many for redress of the inequalities of the past and this will be elaborated on in the Literature Review chapter. The White Paper further calls for the establishment of the CET system as a third institutional form alongside universities and TVET colleges.

The migration of the function of the Adult Education and Training (AET) sector from the Provincial Education Departments (PEDs) to the Ministry of Higher Education and Training took effect on 01 April 2015. This migration affected learners and staff and resources in the sector. The National Policy on Community Colleges was established as the overarching institutional policy framework for the establishment of CET colleges. To give effect to this policy pronouncement, nine CET colleges (one per province), with the administrative and management responsibilities of the 3276 Community Learning Centres (CLCs) across the nine provinces, were established in 2015 as per Table 1 below.

Table 1

Community Learning Centres Incorporated under each CET College

| CET College Name | No. of CLCs |
|--|--------------------|
| Limpopo Community Education and Training College | 779 |
| Eastern Cape Community Education and Training College | 304 |
| Western Cape Community Education and Training College | 254 |
| KwaZulu-Natal Community Education and Training College | 1097 |
| North West Community Education and Training College | 148 |
| Northern Cape Community Education and Training College | 191 |
| Free State Community Education and Training College | 204 |
| Gauteng Community Education and Training College | 47 |
| Mpumalanga Community Education and Training College | 252 |
| Total CLCs | 3276 |

(DHET, 2019, p. 11)

The ultimate impact that the CET colleges must have is broadly articulated in the National Development Plan (National Planning Commission [NPC], 2012) and *White Paper for Post-School Education and Training* (RSA, 2013b) as contributing positively to reducing unemployment, poverty, inequality, improving social cohesion and achieving social justice. It is further envisioned that Public Adult Learning Centres (PALCs) will transition to CET colleges because they are “currently the only public institutions with a wide distribution around the country which provides adults and post-school youth who are not catered for by the TVET colleges and universities” (DHET, 2015b, p. 6).

In terms of the National Plan for the implementation of the *White Paper for Post School Education and Training system* (DHET, 2019) 54 centres, five in each CET college (with the exception of Free State, Gauteng and Western Cape CET colleges which have identified six, twelve and six centres respectively) have been selected for piloting for five financial years from 2019/2020–2023/24. The purpose is to provide an opportunity for the DHET to gain experience that will be useful in rolling out CET colleges in every district in the country as the ultimate landscape is that 52 CET colleges will be located within the 44 district municipalities and eight Metropolitans, similar to the current TVET structure. CLCs and satellites will be located at local municipalities. It is also the intention of the DHET to reduce the number of CLCs from 3276 to only 200 and this includes those that have been selected for piloting. The establishment and operations of CET colleges are founded on a set of principles (DHET, 2019, p. 8):

- Expansion of access to education and training to all youth and adults, especially those who have limited opportunities for structured learning, including learners with disabilities.
- Diversification and transformation of institutions that promote the goals and objectives of a progressive socio-economic agenda.
- Provision of good quality formal and non-formal education and training programmes.
- Provision of vocational training that prepares people for participation in both the formal and informal economy.
- Close partnerships with local communities, including local government, civil society organisations, employers' and workers' organisations and alignment of programmes with their needs.
- Partnerships with government's community development projects.
- Local community participation in governance; and
- Collaboration and articulation with other sections of the post-school system.

It is further expected that CET colleges “shall be flexible in their programme and qualification offerings ensuring that they provide general education programmes, vocationally-orientated skills and knowledge programmes leading to sustainable livelihoods outside the formal sector” (DHET, National Plan on Community Colleges, 2019, p. 7). This National Plan makes provision for three formal education qualifications in the form of 1) General Education and Training Certificate for Adults (GETCA); 2) Senior Certificates; 3) National Senior Certificate for Adults (NASCA). Similarly, non-formal programmes shall be offered at these CET college on a needs basis and should be aligned to community and employment opportunities. This is more than what the PALCs were providing and has implications for the staffing model and competence and flexibility of educators. Whilst this study is not primarily focused on matters raised on page 7 of the National Plan on Community Colleges; it is necessary to allude to the provision of programmes, as these are the major determinants that would define the reason for existence of a CET college. It was necessary to investigate the extent to which the CET college achieves its policy mandate.

It must be noted that the changes in the programme offerings also came with changes in what PALCs called AET educators as these in the new dispensation now form part of the CET college system and now are referred to as lecturers. This change in educator titles comes with enormous expectations in terms of qualifications and competence. Hence, further, the policy on “Minimum Requirements for Programmes Leading to Qualifications for Educators and Lecturers in Adult and Community Education and Training” provides a basis for “the construction of core curricula for programmes leading to initial professional and post-professional qualifications for educators and lecturers” (DHET, 2015a, p. 8). This policy refers to the CET college lecturers as

persons who are professionally qualified to teach, lecture, educate or train others in subjects and fields in formal programmes (qualified and part-qualification programmes, usually at NQF level 1- 4, but possibly also including higher level programme in the future) offered at organised and structured post-school institutions and settings that offer ACET programmes. (DHET, 2015a, p. 10)

The following is the list of a range of programmes for the CET lecturers:

- Higher Certificate in Adult and Community Education and Training
- Advanced Certificate in Adult and Community Education and Training
- Diploma in Adult and Community Education and Training
- Bachelor of Adult and Community Education and Training
- Advanced Diploma in Adult and Community Education and Training
- Advanced Diploma in Adult and Community Education and Training Teaching
- Postgraduate Diploma in Adult and Community Education and Training
- Honours degree in Adult and Community Education and Training
- Master's/professional master's degree in Adult and Community Education and Training
- Doctorate/professional doctorate in Adult and Community Education and Training

It is envisaged that one million students will be enrolled at the CET colleges by 2030. This target places “an enormous responsibility [on] the entire CET College leadership” in South Africa (Davis et al., 2015, p. 333). In order to accomplish this prescription of the National Plan's target and for CET colleges to succeed, a new and exceptional calibre of leaders with a new way of thinking is required. It is for this reason that the Department of Higher Education and Training (2013) advocates that college leadership at the council and management level is vital for ensuring that the system transforms in the desired direction.

Many studies and research have been conducted on CET colleges in South Africa and there appears to be a gap in the existing literature in terms of discussing the role of leadership as well as the purpose of community colleges and how they fit into the education system as a whole and what needs to be done to transform them into institutions fit for purpose (Land & Aitchison 2017; Lyster & Land 2019; Rule et al., 2015; Simkins, 2019). Therefore, my interest in this study is on understanding how leaders manage organisational change in South African colleges based on the identified gap in understanding of/research into the role of leadership in the current literature and my personal experience and involvement in the

sector. I feel that this study could be a valuable contribution to the sector especially as it is in the pilot stage and to my professional development as an Adult and Community Education and Training lecturer.

Hence, the focus of this research study was on this new phase of adult education, called Community Education and Training. This study looked at the perceptions of CET college stakeholders on the leadership of organisational change management with the purpose of contributing to the discourse of how the community college sector should function. The project is in its pilot phase and therefore it is important to identify how the various stakeholders understand the interdependence of the different parts of the CET college leadership in the management of organisational change to inform future policy and practice.

This section of the chapter presented an overview of the context and the next section presents the purpose or rationale and relevance as well as the nature of the study. I present research questions and limitations and will provide the presentation of the organisation of the remainder of the study.

1.3 Background to the Study and Motivation for the Research

The CET model is a transition from the existing basic adult education system; this transition involves a new location and structures and change in terminology. It is only appropriate that one looks at adult education as it previously operated in order to learn from the successes and mistakes of the past in trying to understand how the various stakeholders understand the interdependence of the different parts of the CET college leadership in the organisational change and how the leadership navigates this change. The following perspectives from the literature provide a rationale and background to this study. A large and growing body of literature has been investigated concerning the implementation of adult education in South Africa and it also shows that from pre-1994 until 2013 the sector was flooded with policies, some of which have raised hopes for many adult education activists. These scholars have concluded that there has been poor implementation of these policies, and the common reason is poor investment/ financial resources. In this section I identify a few of these scholars and more literature and findings are presented in detail in Chapter 2, Literature Review.

Zeelen et al. (2011) conducted a study in Limpopo on the implementation of adult education policy. They concur with other scholars on the poor implementation and the reasons for this have also identified two other reasons for poor policy implementation which I feel are critical for this research study. These are: 1) The omission of an effective implementing agency and lack of strong implementers—this relates to the role of leadership and their contributions and this is in line with transformational leadership which is

the theoretical framework that this study chose. 2) The division of tasks between the national and provincial levels—this refers to the interdependence of various parts of the organisation.

Manning (2004) has argued that much of what we know about business has been completely changed. “Executives who do not see the new realities - and adapt to them with lightning speed - will be left behind in the race” (p. 2). This relates to the changes that are faced by the adult education system.

Scholars have written extensively in the area of the role of leadership in managing change but not necessarily in relation to the community college challenges. These scholars have argued that the role of leadership in the change management is to implement strategies for effecting change and helping other people involved with adapting to change. Todnem (2005), in his critical review of organisational change management, concluded that there is a lack of a valid framework of how to successfully implement and manage change. He recommended that to construct such a framework, exploratory studies of the nature of change and how it is being managed should be conducted and that such studies would possibly identify critical success factors for the management of change. This research study sought to investigate the measurement of the organisational change management framework and its effectiveness in the CET colleges' context and may contribute to filling the overall gap in understanding about how change is being managed, as identified by Todnem.

Land and Aitchison (2017), Simkins (2019) and Rule et al. (2015) have raised fundamental issues about the purpose of community colleges and how they fit into the educational system as a whole and what needs to be done to transform them into institutions fit for purpose. They have identified characteristics for effective CET colleges: CET colleges' structures, resources, governance or leadership responsibilities. These characteristics are like those identified by Pedraza (2014) who conducted a study in Austria on organisational effectiveness. However, he also highlighted the importance of the environment. He concluded that for an organisation to achieve and sustain success, it needs to adapt to its dynamic environment.

The National Implementation Plan of the *White Paper on Post School Education and Training* (DHET, 2019) has also identified six strategic levers that will be used to measure CET effectiveness, and these are in line with the characteristics mentioned by these scholars. This demonstrates that effectiveness is key for CET colleges and it is for this reason that leadership has to ensure that change management is implemented successfully and effectively measured, especially since the CET college model in South Africa is fairly new and it is in its pilot phase. This study will be of benefit in informing further implementation and expansion of this model within the sector.

Although many studies and research have been conducted on adult education and CET colleges in South Africa, I am not aware of studies that have looked at the leadership of organisational change management within the sector, therefore, my interest in this research is based on the gap in the current literature and my personal experience and involvement in the sector.

1.4 Problem Statement and Objectives of the Study

There is sufficient evidence in literature on adult education in South Africa which suggests that this sector is within the broader education system that had been facing challenges. These challenges include lack of infrastructure, poor funding and generally poor resources. These challenges have become synonymous with poor delivery of adult education. However, literature suggests that there is evidence of good policies designed for the sector (Aitchison, 2003; Prinsloo, 1999; Zeelen et al., 2011), and education has undergone massive changes in the post-apartheid era. These changes include policies that articulated good intentions for the sector, as presented in the section above. The *White Paper on Education and Training* of 15 March 1995 was the first step along the road of restructuring education in South Africa and was a transition to a single national non-racial system. A Directorate for Adult Basic Education and Training (ABET) was established to focus on the out-of-school youth in the same way as Further Education and Training (FET).

However, there is a plethora of literature, for example Aitchison (2003); Prinsloo (1999); Zeelen et al. (2011), that shows evidence of poor implementation of such policies in the adult education sector in South Africa. Most recently, in 2015, the community college model/system was established. The new model of CET college in South Africa is built on the past experiences of the Public Adult Learning Centres (PALCs), suggesting that the CET college model, leadership, as well as philosophy may be deeply affected and rooted in the traditional hierarchical patterns of decision making unless a new leadership model in the current context is developed. The question is whether the new community college system will suffer similar implementation problems as has happened previously in other adult education models, or will it be able to meet its objectives as stipulated in documents that dictate its mandate? This study seeks to contribute to new knowledge in this field by presenting findings that look at the leadership structure of community colleges and how the style of leadership is understood using systems thinking and transformational leadership theories as the conceptual framework.

Todnem (2005) argued that the lack of empirical research on change management within organisations, and arguably a fundamental lack of a robust framework for organisational change management, is a

reason for the poor success of change programmes. He suggested that further research like change management should be conducted and that such studies should enable identification of critical success factors for the management of change. On the other hand, Balogun and Hailey (2004) have reported that the failure rate for all change programmes undertaken across most of the world's organisations stands at around 70%. In support of the abovementioned poor success rate experienced across organisational change initiatives and programmes and the argument that there is lack of a robust framework on how to implement and manage organisational change, there was a need for further research in this area.

Although much research has been conducted in the area of transformational leadership (as indicated in Chapter 3) there is no clear leadership style that exists yet. Therefore, in this study, an attempt was made to determine whether transformational leadership is the appropriate leadership style for change management in the CET college setting at this specific time and conditions. Given the above problem statement, one of the research questions was: How do various stakeholders understand the interdependence of the different parts of the CET college leadership in organisational change?

The general objective was to get a fuller understanding of how various stakeholders understand the interdependence of the different parts of CET college leadership in the organisational change, how change is managed, and how effective is the organisational change. The specific empirical research questions of this study were:

1. How do various stakeholders understand the interdependence of the different parts of CET college leadership in the organisational change?
2. How does CET college leadership manage and contribute to organisational change in relation to the interdependence of its overall structure?
3. How does the leadership of change management reflect the standardised criteria for CET college effectiveness?

It was envisaged that the literature study and the empirical objectives of the research would lead to the identification of the leadership style most suited for the CET colleges and the change management framework for the sector and that the specific objectives would attempt to formulate recommendations concerning personnel selection, training and development, and sectoral change management.

1.5 Rationale, Relevance and Significance of the Study

Kirsch et al. (2007) and Roueche et al. (2008, as cited in Davis et al., 2015) have noted that change in the marketplace spurred by technological innovation and globalisation are necessitating the need for a more highly skilled labour force. Nevertheless, a significant number of college-aged and adult students lack literacy and numeracy skills. South Africa has also experienced this challenge; as a result, a series of research and development initiatives have been undertaken over the years. Scholars such as Aitchison (2004, 2003a, 2003b); Land and Aitchison (2017) as well as Hunter (2010) have argued that these conventional forms of learning have not in any significant ways benefitted or advanced the position of marginal communities in the ways required and have not addressed their diverse development needs.

They cite the following as main reasons for this failure: many politicians and officials in the new regime had little or no practical experience before they were appointed and they did not have strategies for transforming actual conditions on the ground; there was lack of money in some provinces to fund education; understaffed programmes were characterised by inflexible timetables; and involvement of stakeholders from business, who showed more interest in satisfying the needs of the state, labour, and their own business, instead of being reflective of beneficiaries or participants in the programmes. The above authors mainly focused on a top-down approach towards the implementation of educational policy goals without 'giving voice' to participants at the grassroots level. Hunter (2010) concluded that there is a need to consider issues with different lenses. The latest research report by Land and Aitchison (2017) titled *The ideal institutional model for Community Colleges in South Africa: a discussion document* pointed out that learning opportunities are needed that will enable people to survive in a labour market where permanent jobs are not available. They further stated that providing these learning opportunities is possible, but it will require commitment and sustained intensive work.

Rule (2006) has observed that South Africa has the legislative framework, the infrastructure, and the political will to implement an effective adult basic education strategy. Research by Zeelen et al. (2011) found that South Africa is suffering from overproduction of policies and underperformance in implementation, especially educational policy. The years 1994 to 2000 can be regarded as a period of policy formulation, with less attention to the actual implementation of these policies (Zeelen et al., 2011). Failures of South African education policies to yield the expected results, especially in the adult education sector, have received considerable critical attention, and thus there is a need for research that will contribute towards successful implementation of policy and increase accentuation of the importance of the new institutional model CET college. In pursuing this study, a key focus area was on how leadership

within these institutions manages change to maximise effectiveness and influence the success of the system.

Therefore, findings of this study could contribute to informing a leadership style and change management framework that could ensure that this new model does not flounder like past programmes and interventions in adult education; rather that these institutions are meeting their intended objectives as set out in the national policy and are deemed fit for purpose. Zeelen et al. (2011) have argued that policy implementation encompasses actions by public and private individuals or groups that affect the achievement of the objectives outlined in prior policy decisions. They listed the following points for noting and consideration that may affect policy implementation:

- The origins of policy—a policy that is imposed faces the risk of implementation failure more than the one that is owned.
- Traditions of an implementing agency may influence implementation.
- Governmental arrangements (such as federalism) may affect implementation.
- Administrative feedback must be accompanied by substantive feedback for effective implementation.
- Implementation rests on the complexity of joint action; one should be aware of gamesmanship (manoeuvring) that may be going on during implementation.

In the last few years, some studies have been conducted and many papers written on the CET college model in South Africa.. For instance, Land and Aitchison (2017) and Simkins (2019) have highlighted significant concerns about the success of the new institutional model, citing lack of resources, professionalism, and skills of staff as their significant areas of concern. However, none of them have looked into how the leadership navigates or manages change and how effective the change has been. This is the reason why I decided to conduct this study.

Baatjes and Mathe (2004) stated that there are two ethics to adult basic education (ABE): instrumentalist and emancipatory. They argued that instrumentalism permeates government education policy, programmes, plans, and strategies and portrays ABE as education that increases productivity and leads to more employment opportunities. On the other hand, emancipatory ethics more closely reflects the notion that ABE should respond directly to the expressed needs of communities. This form of education has proved to be of great importance as an instrument of emancipation (Baatjes & Mathe, 2004). According to Baatjes and Mathe (2004), adult education in South Africa has taken an instrumentalist approach, although this has failed to contribute to social change. The Organisation for Economic Co-operation and Development (OECD) (2019) maintains that South Africa's Development Agenda has

made a strong plea for effective institutions, calling for a 'fundamental shift' to recognise their significant role in contributing to citizens' well-being.

The South African CET college model calls for both ethics, that is, instrumentalism and emancipatory. Therefore, there are two fundamental issues. First is the purpose of community college and how it fits into the educational system as a whole and, second, what needs to be done to transform rickety community colleges into institutions fit for purpose (Simkins, 2019). This is the second reason why I decided to conduct this study.

1.6 Location of the Study

Having discussed the policy prescriptions, historical context related to CET colleges in South Africa and the relevance of this study, it is appropriate to locate this study and illustrate the governance and management structure in the CET colleges' organogram. This is done in order to highlight the various and relevant government stakeholders and their various levels of reporting and responsibilities within the CET colleges as well as to give background and justification for the selection of respondents for this study (this will be discussed further in Chapter 3 in the section on Sampling).

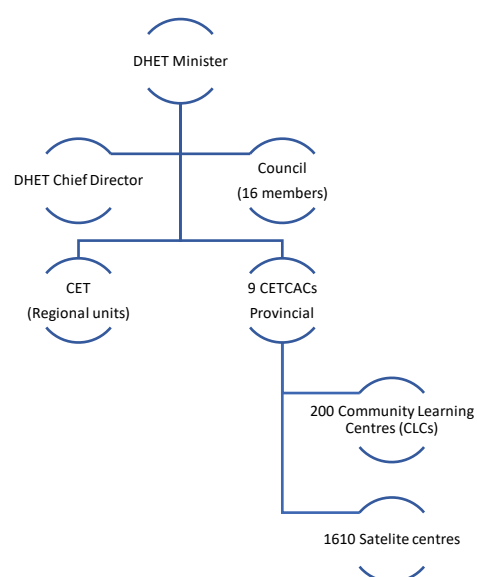
The National Plan for the implementation of the *White Paper for Post School Education and Training system* (DHET, 2019, pp. 38-39) stipulates that

public community colleges will be the responsibility of the Department of Higher Education and Training (DHET), which will oversee the clustering of the PALCs to form the colleges, as well as the expansion of the system. Community colleges will be governed by councils which will include both ministerial appointees and community representatives, but which will also have representation from local government, other post-school educational institutions and local business. While, management and administrative responsibility for each community college will rest with a principal.

This organogram (Figure 1) below depicts the structure of the CET colleges in South Africa.

Figure 1

CET College Institutional Structure



This study is located at the second level of the above structure, with the

Council being responsible for the oversight on college operations, the welfare of students and staff. They are also charged with the responsibility of overseeing policies of the college that are developed with the interest of the college and aligned to national legislation (DHET, 2019, p. 39).

CET College and Administration (CETCA) are also responsible for the administrative role for the management governance and take operational decisions that filter down to the CLCs. CLCs and satellites are delivery sites and are where implementation takes place and where the 3,4 million (or 59%) of youth “Not in Employment, Education or Training” who are referred to as NEETs (RSA, 2013b, p. 7) will be located. The CLCs are managed by centre managers, and supervisors oversee the day-to-day running of the satellite centres.

The study was located in two sites, namely KwaZulu Natal (KZN) and Mpumalanga (MP) provinces. In terms of population density these two provinces are 2nd and 3rd South Africa’s largest provinces. These two CET colleges have 40 and 15 CLCs respectively. Each college has five pilot sites, spatially demarcated into urban and rural areas and this study focused on these pilot sites.

1.7 The Paradigmatic Perspective and the Research Design of the Study

This study was located within an interpretivism paradigm using case study as the research design. According to Bertram and Christiansen (2014), the purpose of the interpretive paradigm is to develop a greater understanding of how people make sense of contexts in which they live or work. Therefore, within

the interpretive paradigm, this research study did not aim to predict what the people would do, but rather sought to seek understanding of and make sense of their worlds, and how they make meaning of their actions. As mentioned earlier, the aim was to get a fuller understanding of the perceptions of CET colleges' stakeholders on the leadership of organisational change management. The aim was also to further understand the operations of the CET colleges' model and its relation to the wider environment which it serves. The aim was also to identify how the changes are being managed by leadership to inform future policy and practice.

The research design was a case study which is defined as "a systematic and in-depth investigation of a particular instance in its context to generate knowledge" (Rule & John, 2011, p. 4). The rationale for using a case study design was because it is systematic and systematic design, according to Briggs et al. (2012) assumes that reality is subjective and is formed from the life experiences of individuals in social situations. This will be further discussed in the Methodology chapter where the description of the research design, case, and unit of analysis will be elaborated.

The study was conducted in two community colleges based in KwaZulu Natal and Mpumalanga provinces and was largely qualitative in nature with some quantitative measures for the collection of empirical evidence to support the underlying constructs and research questions posed within the study. The two CET colleges selected had 67 participants that were purposefully selected because they met the objectives of the study; either they formed the leadership and/or management structure of the CET college or were internal and external stakeholders of the CET college.

The use of data and methodological triangulation, namely interviews, organisational archival documentation, observations as well as focus group discussion points were utilised to provide the research study with the necessary credibility and trustworthiness to support research results, findings and recommendations.

1.8 Definitions of Terms

Community College

Although there is variance in the definition of community college, some similarities also exist. Raby (2009) defines community colleges in the context of the United States as a unique form of post-secondary education that offers short-term and semi-professional terminal courses as well as academic curricula that results in an associate in arts or sciences, and in some cases, the means to transfer to four-year university programmes. In the South African context, community colleges are a third institutional form alongside universities and Technical Vocational Education and Training (TVET) colleges to enable

general access, in urban and rural areas, and to offer effective learning programmes at a range of levels in different fields and modes of learning. These colleges afford people in all contexts access to learning opportunities that relate to the life context (Land & Aitchison, 2017).

This is the definition that was used since this study focused on South African community colleges. In this study, reference to community college may, at times, refer to the overall case studies and, at other times, specifically to the community college model/system. As per the *CET Act of 2006*, these community colleges are referred to as Community Education and Training (CET) or public colleges and in this study the CET colleges or community college (CC) will be used interchangeably as the meaning is the same.

Leadership

Bass and Riggio (2006) saw leadership as the art of motivating a group of people to act towards achieving a common goal. Leadership can be by position within the organogram or by title, and sometimes it is according to the qualities that one possesses. While a variety of definitions of the term leadership have been suggested, this thesis uses the definition suggested by Wilderom et al. (1999). They define leadership as “the ability of an individual to influence, motivate, and enable others to contribute toward the effectiveness and success of the organization” (p. 184).

For this study, leadership was viewed in terms of position or title, and these were all members of the council regardless of their portfolios, including principals and deputy principals of each CET college, senior staff members at the regional offices, and DHET Director. Criteria for sampling are discussed in the Methodology chapter.

Organisational change

Organisational change involves various applications and approaches, including economic, political, technical and social perspectives (Waddell et al., 2019, p.13).

System

The definition adopted for this study was the one by Dean et al. (2004), that defines a system as a collection of parts which interact with each other to function.

Systems thinking

Systems thinking (ST) has no single accepted definition. Despite the absence of a standard definition for a systems thinking, for this study I used Senge (2006), who defined systems thinking as a discipline for seeing wholes, a framework for seeing interrelationships rather than things, for seeing patterns of change rather than a static snapshot. This was a preferred definition because it resonated with the focus of this study of exploring the interdependence of the different parts of the CET college and viewing them as part of the education system.

Organisation

Organisation is defined as a consciously coordinated social unit, composed of two or more people, that functions on a relatively continuous basis to achieve a common goal or set of goals (Valeri, 2021). This was the definition adopted for this study and organisation referred to the CET college.

Organisational Effectiveness

This study adopted the definition by Pedraza (2014). He defined organisational effectiveness as the efficiency with which an organisation is able to meet its objectives and not only by its financial performance but across five areas: leadership; decision making and structure; people; work processes and systems; and culture.

1.9 Limitation of the study

During the data generation phase, the following emerged as limitations and where as the result of the fact that data generation occurred during lockdown due to COVID-19. Firstly, the computer literacy levels of some of the respondents were relatively low, and some were non-existing. Some respondents needed assistance in responding to the questionnaires, although they were in a Word format. This situation created a problem as some respondents could not easily say things that may appear to be negative experiences, e.g. about their superior's leadership skills and capabilities. Secondly, the data generation happened during a National State of Disaster and personal interaction with respondents, resulting in methodological limitations. Methodological limitations refer to constraints that may arise from the chosen methodology (O'Leary, (2014); Rule & John (2011)). In this study, the main methodological limitations are data collection methods and sample, as explained below.

1. Data collection methods-

- a) Document analysis – major limitation was the delay in receiving the documents because most documents were in hard copies. All participants were working from home and did not have access to electronic equipment for the timeous transmission

of the documents. This demonstrated the importance of having computerised and paper filing systems in place because if this were a norm, this would not have been an issue.

- b) Observations of management meetings and focus groups were planned but coincided with the end of the term for Council, and no Council meetings were held. The College principals indicated that they do not have management meetings regarding the management meeting, so none were observed.
2. The sample size was also affected because, at the time of collecting data. Some positions were no longer in the organisational structure; for example, supervisors and others assumed dual roles. For instance (the principal and chairperson of the advisory committee were the same people) and were interviewed once but represented both roles.

1.10 Structure of the thesis

This thesis is divided into eight chapters.

Chapter 2 presents the literature that seeks to explain the history of adult education and the emergence of community colleges in South Africa. I also provide a review of the literature related to leadership in the context of organisational change management and transformation since the CET college model is a transition from the earlier public adult learning centres' provision. I conclude the chapter by providing the linkages between leadership and organisational effectiveness.

A discussion of the theoretical framework formed from the review of the literature to support the position of the research study in leadership, organisational change management and organisational effectiveness is introduced in **Chapter 3**. The two theories are Burns' transformational leadership complemented by Ackoff's systems theory. I provide the rationale for choosing these two theories as well as the interface between the two and how they assisted in answering the research questions.

Chapter 4 focuses on the research approach and methodology that were used in the study within an interpretive paradigm. The research design was carefully outlined as the blueprint and the strategy that this study followed to interrogate the various components under exploration. This chapter gives details of how data was generated, analysed and presented. I give reasons to elucidate the choices that were made for the preference of the qualitative and quantitative method approach that was followed. I further give an account of why the case study design was deemed appropriate. The chapter also presents details on the individual research instruments that were used, followed by the data collection processes, data

analysis stages and presentation. The latter sections of the Research Design and Methodology chapter present in detail how the issues of ethics were dealt with, as well as matters of trustworthiness. The issues of data sources are explained. Finally, the choice of participants and methodological limitations are discussed.

Chapter 5 presents the first of the three branches of data presentation, analysis, findings and discussion of the change management process's input phase. This chapter presents data relating to the enabling environment to create conditions as well as preparing for the desired change. The major concepts or input data are: 1) policy, strategy and change management framework; 2) resources including human resources/personnel, financial and infrastructure; 3) governance and management structures; and 4) marketing and partnership initiatives. This chapter will present both the qualitative and quantitative data derived from the review of documentation, interview responses, questionnaires, fieldnotes and the subsequent analysis of data collected. The discussion of findings is in relation to relevant literature and theory in relation to the research questions of this study.

Chapter 6 is the presentation of data, analysis and throughput findings, which is the second phase of the systems philosophy and the second phase of the change management process. The discussion of findings is in relation to relevant literature and theory relating to the research questions of this study. This chapter will present both the qualitative and quantitative data arising from the review of documentation, interview responses, questionnaires, fieldnotes and the ensuing analysis of data collected.

Chapter 7 is the last chapter on the three branches of systems philosophy and it presents the data, analysis and discusses findings on the outputs of the change management process. It answers the third research question on how leadership of change management reflects the standardised criteria for CET college effectiveness. This chapter will present both the qualitative and quantitative data derived from the review of documentation, interview responses, questionnaires, fieldnotes and the subsequent analysis of data collected. The discussion of findings is once again in relation to relevant literature and theory in relation to the research questions of this study.

Chapter 8 is the last chapter and it presents the conclusions and personal reflections and provides a summary conclusion of the research study. It further makes recommendations on what can be done to strengthen CET college leadership in an endeavour to build effective CET college models. It further provides recommendations on the change management process for CET colleges in South Africa.

1.11 Chapter Summary

This chapter provided an insight into the history and policy prescriptions of the community college model in South Africa and the implications for the South African post-schooling system. I have discussed the perceived implications of the White Paper for Post-School Education and Training (RSA, 2013b) explaining that this piece of policy contributes to raising renewed hopes for many South Africans as it is perceived that it would redress the inequalities of the past. I further discussed that the White Paper calls for the establishment of the Community Education and Training (CET) colleges as a third institutional form alongside universities and Technical Vocational Education and Training (TVET) colleges and that it is envisioned that the existing Public Adult Learning Centres (PALCs) will transition to CET colleges.

It also introduced perspectives from the literature whereby scholars have concluded that there has been poor implementation of these policies and this issue has been presented as the rationale for this study. The relevance of this study is presented in relation to the need for information on the change management framework and leadership style that may ensure that this new model does not fail like other programmes and interventions in adult education and that these institutions are meeting their intended objectives as set out in the national policy and are deemed fit for purpose.

The chapter also presented the research objectives and related research questions and this was followed by a brief explanation of the research design, rationale and definition of terms. The research limitations relating to data collection methods were presented. Finally, it presented the definitions of important terms and the organisation or the structure of the dissertation. The next chapter presents the existing literature arguments and gaps pertaining to adult education, community college, leadership, change management and organisational effectiveness. It is separated into three parts; the first part is on adult education and the emergence of community college and the interconnectedness of the different parts to the larger education system. The second part presents the leadership concepts and the last part is on the role and contribution by leaders to organisational effectiveness. The three parts encapsulate the concepts of this study.

Chapter 2

Literature Review

“A literature review puts a research study into the context of current or existing research by showing how it fits into a particular field” (Bertram & Christiansen, 2020, p.15). The principal aim of this chapter is to review and present existing literature, arguments and gaps for the study to fill and this is organised around the concepts of adult education, leadership, change management and organisational effectiveness.

2.1 Introduction and Background

The previous chapter provided an insight into the background, and aims of the study. It further presented the key research questions that this study responded to. Furthermore, I have comprehensively presented the policy prescriptions and historical context of the community college model in South Africa. I have outlined the problem that has motivated this research and the relevance of the research to the sector and presented the roadmap for the entire thesis. In this chapter I present a review of existing literature and arguments on the key concepts which are adult education, community college, leadership, change management and organisational effectiveness. The central concepts derived from these literatures are used to develop an analysis of the leadership and management of community colleges in South Africa as a maturing ‘organisational field’ and the institutionalisation of organisational practices in this field. These insights are further applied to understanding the interdependence of the different parts of the community colleges’ leadership and the management of organisational change management.

The body of literature for the purpose of this thesis is drawn from two main sources of literature and these are peer reviewed academic literature and practitioners’ literature. The literature derived from peer reviewed academic sources consists of a range of materials from disciplinary traditions. Although some of the literature is not always focused on community colleges or the adult education sector, they have been used to explain concepts on leadership and change management, as the focus of this study was to develop a conceptual understanding of the dynamics of the community college leadership and the contributions they make to effect change.

The next source is drawn from the practitioners and grey literature. This type of literature does not cover an underpinning methodological and theoretically informed body of knowledge. Most of it is descriptive and exploratory, unsystematic and has not been peer reviewed; and has been produced for different purposes, interests and audiences. It is generally not oriented to the adult education sector or community

colleges but has been developed for operational reasons and these have been used in this thesis to progress understanding of this evolving sector. It has often been difficult to locate or access this literature as it is scattered and has restricted circulation and also because the community college model is fairly new and its effectiveness has not yet been evaluated.

The chapter is demarcated into two parts; the first part presents the literature on the history of adult education and the emergence of the community college model in South Africa. This is done to explore adult education's contribution to understanding how the community college model has been configured and evolved over time. This section also presents the global account of community colleges, compares these to South Africa and concludes with exploring critiques of the community college model.

The second part of the literature review presents an overview of leadership as a concept including African perspectives, its definitions, theories and styles. The last part presents the change management and change processes and role of leaders in managing change and how leaders contribute to the organisational effectiveness. The last section of this chapter further presents thematic discussion on organisational change management processes and approaches to measure organisational effectiveness.

2.2 Adult Education and the Emergence of Community Colleges in South Africa

The purpose of this study was to understand how leadership is managing organisational change in CET colleges in South Africa. In order to contextualise the management of this organisational change, it is appropriate to look broadly at the history of adult education and the emergence of community colleges in South Africa, since the community college model in South Africa is in a state of transitional change in terms of adult education. Thus, it is crucial to note the history of South African adult education and to learn from its failures and successes because these may or could have an impact on the community college model.

Adult education in South Africa has undergone massive changes in the post-apartheid era. These changes include policies that articulated good intentions for the sector. The *White Paper on Education and Training* of 15 March 1995 was the first step along the road of restructuring education in South Africa and was a transition to a single national non-racial system. As a result, a directorate for Adult Basic Education and Training (ABET) was established to focus on the out-of-school youth in the same way as Further Education and Training (FET). This section presents a summary of the literature that shows evidence of poor implementation of such policies in the adult education sector in South Africa. Recently, in 2015, the community college model/system was established. The question is whether the new community college system is suffering similar implementation problems as has happened before in other

adult education models, or will it be able to meet its objectives as stipulated in documents that dictate its mandate? This next section presents the provision and history of adult education in South Africa before 1990 and the policy formulation and development from 1990 to 2015.

2.2.1 History of Adult Education in South Africa – pre-1990

A large and growing body of literature discusses the implementation of adult education in South Africa. Most authors, like Aitchison (2003) and French (1988), have agreed on several issues regarding adult education and its provision in South Africa. French (1988) maintained that literacy arrived in South Africa with the establishment of the Dutch refreshment station at the Cape in 1652 and was introduced by missionary movements of the 19th century. Aitchison (2003) added that prior to the 20th century, adult education in South Africa was very limited and was directed towards the westernisation of black African adult learners and closely related to Christian religious education. He further stated that the more immediate 20th century origins of adult education in South Africa began with the development of night schools providing literacy and basic education for adults.

Bird (1984, as cited by Aitchison, 2003) has documented part of the night school movement history in an article titled “The Adult Night School Movements for Blacks on the Witwatersrand 1920-1980”. Bird pointed to two different traditions: The radical tradition represented primarily by the Communist Party reflects broader interests arising from the beginnings of organised labour movements. Bird made an important observation that while the adult classes run by the Communist Party taught the basic skills of reading, writing and arithmetic, they went beyond this, they intended to broaden their learners’ understanding of political and economic relationships. They were essentially concerned with political education and the development of leaders to spearhead political change.

French (1988) attested to the above and added that when the National Party won the majority of seats, they made every effort to shut down adult literacy programmes amongst black Africans, especially the night schools. However, these attempts by the government did not restrain churches and some liberal universities from offering underground literacy programmes (Aitchison, 2003, p. 134). In turn, this propelled the apartheid government to permit night schools to start again but under some restrictions².

² The Bantu Education Department (BED) created an adult education section that dealt with literacy and night schools, and they firmly operated under departmental control. Applications for support were neglected or delayed and the sheer burden of legislation directed at residential segregation, general control over education for the black population, and state security made it discouraging, if not impossible, to conduct adult education.

The Bureau of Literacy and Literature (BLL) emerged as the first South African independent adult literacy organisation. Operation Upgrade and later the Learn and Teach literacy organisation emerged in 1972. Learn and Teach was sponsored by the Catholic Church and its methods and commitments were influenced by radical educationists like Paulo Freire (who integrates literacy with cultural action for freedom and is closely involved with its community organisation and trade unions) (French, 1988). According to French (1988), the 1973 Durban strikes, the 1976 Soweto uprising and the growth of the Black Consciousness Movement set adult basic education on a fundamentally liberal ideology. He argues the content was similar to socialist aims and was also sympathetic to the ideals of the radical initiative.

Aitchison (2003) alluded to the point that in the 1980s, the variants of the methods of Paulo Freire became an important weapon in anti-apartheid mobilisation. This was followed by the formation of the United Democratic Front (UDF) which gathered broad support from unionists, schoolchildren and out-of-school youth, and a huge range of civil society organisations. This was later followed by the launch of the Congress of South African Trade Unions (COSATU) in 1985. COSATU played a leading role in the development of worker leadership and worker education and strengthened the UDF.

Aitchison (2003) further stated that it was during this period that those universities which had a unit of adult education began to play a significant national and regional role. In 1988, two further non-governmental organisations (NGOs) were formed. Firstly, the Independent Examinations Board (IEB) was set up to oversee a new system of examination and accreditation for the adult education division. Secondly, the Forum for the Advancement of Adult Education (FAAE) was formed and it was the first effective association of adult educators. Aitchison acknowledges that the eighties ended in high drama with massive defiance campaigns in the streets of all the major cities, including an increase in the state and business provision of literacy. The next section will look at the adult education policy formulation and development between the periods of 1990 and 2015.

2.2.2 Policy Formulation and Development of Adult Education in South Africa from 1990 to 2015

In the previous section I presented the history of adult education prior to 1990, and Aitchison (2003) posited that this era ended on a high note with the increase in provision of literacy by the state and business. This section presents the next era from 1990–2015.

Prinsloo (1999) conducted a study that focused on adult education policy development between the periods of 1953 and 1990 and reported that the years 1990 to 1994 were characterised by intense policy debate in anticipation of the new work facing the new government, and adult literacy was one of many busy sites of such debates. Similarly, Aitchison (2003), in his article that provides an overview of the

history of adult education in South Africa, found that the period after 1990 was largely one of immense energy going into policy development largely for Adult Basic Education and Training. He stated that 1994 came with great expectations and hope to many literacy and Adult Basic Education (ABE) activists when the *White Paper on Education and Training* (1995) was promulgated with major changes that resulted in new priorities, values and principles for the education and training system. One such change was the emphasis on interdepartmental co-operation, especially between Education and Labour. Following the 1995 *White Paper on Education and Training*, the South African Constitution (Act No. 108 of 1996, as amended) stipulates that Adult Basic Education and Training (ABET) is a basic human right.³ Out-of-school youth were, in accordance with the Constitution, to be included within the FET sector. The traditional night schools were renamed Public Adult Learning Centres (PALCs) and adult education was then given an enhanced platform.

Aitchison (2003) emphasised that in the period preceding the first democratic government in 1994, hopes were raised that adult education would be used as an instrument for transformation. He concludes the period by painting a bleak picture that adult education after 1994 has been a site of educational struggle, starved of resources and systematically decimated by the apartheid state, and used as a rallying point for the forces of liberation.

In a different study, McKay (2007) concluded that implementation of policies is still a challenge in adult education and that adult literacy activities are still the “stepchildren” (p. 309) of the education sector. Further, she argued that this neglect underpins the poor investment into adult education and its poor delivery across the country. This present study attempted to understand the nature of the current changes and the contribution made by leadership in adult education in South Africa. Baatjes and Mathe (2004), in their findings, made connections between changes in economic policy and how these changes shape education policy formulation. Table 2 below is my attempt to summarise the connection between education policy, economic policy and literacy campaigns.

Table 2

Summary of Policies, Name Changes within ABE, and Literacy Campaigns in South Africa⁴

³ In terms of Section 29 of the Constitution of the Republic of South Africa; everyone has the right to a basic education, including adult basic education; [1] and to further education, which the state, through reasonable measures, must make progressively available and accessible. [2] These rights place a duty on the state to respect an individual's right to education.

⁴ All information on this table has been gathered from Aitchison (2003), Baatjes and Mathe (2004) and Rule (2006).

| Year | Economic Policy | Education Policy | Focus | Literacy Name | Literacy Campaigns |
|-----------|---|--|---|---------------|---|
| Pre-1994 | Colonialism | The Education Renewal Strategy National Education Policy Investigation (NEPI) | Racial segregation | Night schools | None |
| 1995 | Reconstruction and Development Plan (RDP) | Human Resources Development Policy National Qualifications Framework (NQF) Act | Social change and justice | ABE | Ithuteng |
| 1996-2000 | Growth Employment and Redistribution (GEAR) | Skills Development Act National Multi-year implementation plan for ABET | Economic growth and Global competitiveness | ABET | Ikhwelo Rivongo South African National Literacy Initiative (SANLI) |
| 2001–2006 | Accelerated Shared Growth Initiative of South Africa (ASGISA) | ABET Act Human Resources Development Strategy | Scarce skills | AET | KZN Masifunde Sonke Masifundisane |
| 2007-2010 | New Growth Path (NGP) | National Skills Accord | Raise living standards and Job creation | AET | Molteno Institute Kha Ri Gude |
| 2013 | New Development Plan (NDP) | National Policy on Community Colleges National Plan for the implementation of the White Paper for Post-School Education and Training system | Social mobility Equity Social Justice and democracy | ACET | |

It is clear from the table above that from pre-1994 to 2013, there have been different nomenclatures used at different points of development of adult education ranging from night schools, worker education, ABE, ABET, to Adult Education and Training (AET). The concern with this is whether there was any rationale for the change in terminology at different evolution points? It could be argued that this change in terminology was due to emphasis and focus on certain aspects of adult education or change in the profile of participants as well as the changes in the country's economic policies. However, at an operational level there has not been any significant difference. On the other hand, there have been a lot of literacy campaigns which aimed at reducing the illiteracy rate and increasing employability; these campaigns were run by the government, though Rule (2006) noted that these literacy campaigns did not work effectively.

The most recent study in literature that has looked at the implementation of adult education policies is by Zeelen et al. (2011). They conducted a study that investigated the problems encountered in the implementation of adult education policies in the Limpopo province of South Africa. They argued that policy implementation encompasses actions by public and private individuals or groups that affect the achievement of the objectives outlined in prior policy decisions and have recommended points for noting and consideration that may affect future policy development and implementation. They discussed in detail that adult education policies are distributive policies; suggesting that they are not only concerned with the allocation of resources, but with reallocation. The government, they argued, should aim to shift resources from certain individuals and groups to others, and further contend that such shift could make government the target for opposition. The study concluded that there is:

- 1) Division of tasks between the national and provincial levels. This talks to the interdependence of various parts of the organisation which is in line with the system theory which is one of the theoretical frameworks that this study chose to use as a lens.
- 2) Lack of, but also inappropriate use of financial resources. This study looked at different parts or elements of the systems and resources, one of which was resources usage. The study asked questions to participants about this area. Therefore, this recommendation reflects the choice of two theories—transformational leadership, and systems theory—and these will further be elaborated on in the section that deals with theoretical framework.
- 3) The omission of an effective implementing agency and weak dispositions of the implementers are the cause of poor implementation.

This study asked questions to various levels of stakeholders and leaders within the CET. Conclusions drawn from various literature including by Zeelen et al. (2011) were further tested in the current context of the study when the findings were discussed. Whilst Zeelen et al.'s (2011) conclusions do cover several areas that were also found in this study; they did not articulate a position on the measure of effectiveness, which is one aspect that this study sought to investigate.

Zeelen et al. (2011) concurred with Aitchison (2003) and Prinsloo (1999) on the over-production of policies in South Africa and further argue that this relates to the devastating legacy of the apartheid past—its high illiteracy rate. The impact of globalisation through neo-liberal stances on the need for market-driven policies played a role as well. The study recommended that government adopt a participatory approach 'bottopdown' which Zeelen et al. (2011) describe as:

top – represents the government department of education (national or provincial) that they should play a role in policy development and implementation. These policies must be founded

on needs analysis (bottom) so that they can address the problems on the ground (down). (p. 398)

Further, they argued that this approach will help in identifying a range of complex economic and social issues at grassroot level and empower communities to identify problems, develop plans for comprehensive and long-term solutions to them and finally act. They suggested that an adult education policy can only be institutionalised after it is accepted by a broader community of stakeholders including the elderly and marginalised youth from the community. This is one of the research questions that this study attempted to respond to. *How do various stakeholders understand the interdependence of the different parts of the CET College?*

Nineteen years later we see yet another piece of policy in the form of the *White Paper for Post School Education and Training system* (RSA, 2013b) which outlines the country's aspiration to build an expanded, effective and integrated post-school education and training system. Similarly, this piece of policy contributes to raising the hopes of many for redress on the inequalities of the past. This study investigated how the leadership manage and contribute to this aspiration and to what extent the model is reflective of this vision. The next section of this chapter presents the historical and policy context of the community college model in South Africa.

2.2.3 Emergence of the Community College Model in South Africa

This section of the chapter will elaborate on the emergence of the community college model in South Africa. The CET college model is new in South Africa; however, there is an emerging literary scholarship on it. The most recent one is a research report by Land and Aitchison (2017) who claimed that extensive discussions on community colleges in South Africa started in the early '90s. Further, they stated that recommendations to change some technical colleges into community colleges were made. By 1999 some were already transforming themselves, and the Department of Education identified 30 pilot sites. However, during the same period, there was no reference to community college in the two policy documents, that is the *White Paper on Education and Training* (1995) and *Further Education and Training* (RSA, 2006b). This meant that with no policy in place, there was no implementation until 2015 when a series of research and development initiatives to transform post-school education and training system were initiated.

It is clear from the above that the concept of community colleges in South Africa has been long brewing, and it was only in 2012 when the Ministerial Task Team proposed a new institutional set-up which included community colleges as district hubs for community learning centres that things started to take

shape. The most crucial recent policy document, the *Further Education and Training Amended Act 1 of 2013* (RSA, 2013a), mentioned the creation of community colleges. This was followed by the 2013 *White Paper for Post-School Education and Training*, and six years later a key policy document *The Community Education and Training College System: National Plan for the implementation of the White Paper for Post-School Education and Training System* (DHET, 2019) was promulgated. This stated explicitly that “The mandate of CET Colleges as an institutional type is to contribute to the Government agenda relating to the provision of a skilled and capable workforce to support an inclusive growth path” (DHET, 2019, p. 11).

The *White Paper for Post-School Education and Training* (RSA, 2013b) outlines the country's aspiration to build an expanded, effective, and integrated post-school education and training system. For many, this piece of policy raises their hopes for redress of the inequalities of the past, as previously stated in Chapter 1. The White Paper further calls for the establishment of the CET system as a third institutional form alongside universities and TVET colleges. It is envisioned that PALCs will transition to CET colleges. To give effect to this policy pronouncement, nine CET colleges (one per province) with community learning centres (CLCs), was established in 2015.

The ultimate impact that the CET colleges must have is broadly articulated in the National Development Plan (NPC, 2012) and the *White Paper for Post-School Education and Training* (RSA, 2013b) as contributing positively to reducing unemployment, poverty, inequality, improving social cohesion and achieving social justice.

2.2.4 The Community College Model and Comparison to the South African Model

The community college concept has been adopted throughout the world, including continents like Europe, North America, Asia, and Africa. But the nature of community college differs according to context. The American Association of Community Colleges (AACC) (2017) has traced the development of the community college to America dating back to the Morrill Act of 1862 (the Land Grant Act) and it was initially termed junior college. Its intention was to expand access to public higher education. The AACC (2017) has identified that the community college initiative was a result of significant challenges faced in the United States of America (USA), including global economic competition. Raby (2009) argued that the community colleges multiplied from 1950-1971, and by the mid-1990s, community college models had been introduced in over 90 nations, including South Africa, not as an extension of higher education, but as post-secondary schooling.

Raby (2009), in the context of Israel, identified a 58% enrolment of all adult students in its community college system and this alluded to the fact that global student enrolment underscores the crucial role that these institutions play worldwide. The AACC (2014, as cited in Davis et al., 2015) highlighted that community colleges play a pivotal role in educating a large part of the undergraduate student population. They note that nearly half of all undergraduate students in the United States are educated at community colleges, and these institutions serve as the point of entry into higher education for the majority of first-generation college students, minority students, students of limited financial means, and non-traditional aged students.

As alluded to in Chapter 1, in South Africa it is envisaged that one million students will be enrolled at the CET colleges by 2030 and this target places “enormous responsibility on the CET College leadership” (Davis et al., 2015, p. 334). To accomplish this target and for CET colleges to succeed, a new and exceptional calibre of leaders with a new way of thinking is required (RSA, 2013b). It is for this reason that the Department of Higher Education and Training (DHET) (RSA, 2013b) advocates that college leadership at the council and management level is vital for ensuring that the system transforms in the desired direction.

Although there have been different reasons for their existence in each country, a consensus emerges that events such as unemployment, skills shortages due to urbanisation, industrialisation and economic development favoured community colleges as a model of higher education grounded on a programme that included both academics and extracurricular activities. Similarly, in South Africa, the policy on the *White Paper for Post-School Education and Training* (RSA, 2013b) was a response to the triple challenges facing South Africa: unemployment, inequality and poverty.

This policy document articulates the following as one of the objectives of post-school education and training: “to prepare workers for the labour market and that everyone should be able to make a living for themselves and contribute skills to a developing economy” (RSA, 2013b, p. 8). The rationale for this is for South Africa to remain globally competitive and it is imperative that it should continue to subscribe to international policy prescriptions for socio-economic development. The 17 Sustainable Development Goals have become the blueprint for all nations to contribute to sustainable development and Goal 4 on Quality Education states “Ensure inclusive equitable education and promote lifelong learning opportunities for all”. Although sub goal 4.6 states “by 2030, ensure substantial increase in the number of youths and adults both men and women achieve literacy and numeracy” (UNESCO, 2016, p. 19). It is clear within the overall Goal 4 that CET colleges should provide lifelong learning for all beyond the functional literacy programmes.

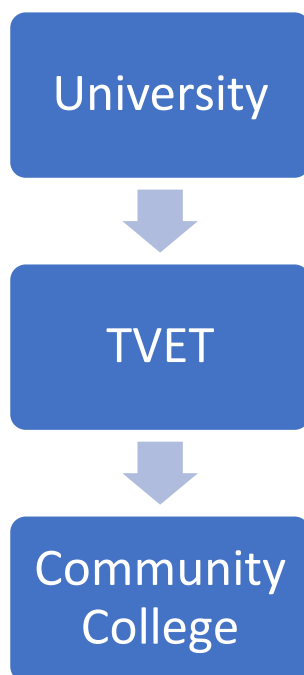
Raby (2009) argued that there is a lack of a concise identity of community colleges because of their complexity and he noted that the International Standard Classification of Education in 1997 failed to secure a category in which the community college model would be placed. This failure is evident in the South African context, where community colleges are placed as third-tier institutions of higher education, alongside universities and TVET colleges under the DHET but the majority of staff that are lecturers are structurally in both departments in the Department of Basic Education (DBE). The other factor to this perceived failure is that South African programme offerings straddle between two bands of the National Qualifications Framework (NQF), that is, the General Education and Training (GET) and Further Education and Training (FET). For example, the CET colleges in South Africa offer Matric and Matric rewrite as one of the programmes but these are assessed and operationally managed in the DBE. This multi-directional focus merely adds to the “mystique and minimal prestige of these institutions” (Raby, 2009, p. 4). Raby (2009) maintained that community college models are expressed through the diversity of institutional type, mission, and curriculum.

Institutional types can either be post-secondary and post-compulsory. Raby (2009) argues that most community college models are both post-secondary and post-compulsory, meaning that they provide programmes of study after the required level of education. South Africa has also followed suit as its model is said to cater mainly for those who have left school – whether they have completed secondary school or not – and who wish to do vocational training or complete their schooling (RSA, 2013b, p. 11).

Community college **missions** are placed within the binary higher educational system: meaning these models are prevalent in countries where there is a noted distinction between the traditional university and the community college model. Two patterns are said to exist in this binary construct: 1) where students cannot transfer between institutions, and 2) bi- or tripartite structure with a feature that allows students, upon culmination, an opportunity to transfer to a university to complete their baccalaureate. The second binary construct is the one adopted by South Africa, where there are clear distinctions between the three tiers in the Higher Education Institutions (HEI), that is, the university, TVET and CET colleges, as depicted in Figure 2 below.

Figure 2

The three Tiers of HEIs



In South Africa, community colleges articulate to TVET upon the culmination of credits and/or employment opportunities, but not necessarily to a university. They also target non-traditional students – meaning that they offer an alternative path for student groups including women, working lower class, seniors, and those who have non-traditional entry qualifications, study part-time, work full-time, have family commitments, and come from less advantaged backgrounds. They identify a distinguishable length of the curriculum. These models offer a length of study that includes short-term programmes of a few weeks or months and multi-year degree programmes like beauty therapy, computer studies, interior designs, etc.

Curricular offerings typically include vocational, remedial, and adult education. Vocational course options run parallel to academic ones. The curriculum is designed to change quickly in order to aid the economic and social needs of the communities they serve. An open access philosophy supports societal change, meaning different colleges define access in different ways. For example, Luwan Community College in Shanghai, China emphasises access in relation to the college as a place “where older adults can take a computer course, the unemployed can be retrained, and entry-level can continue at the university to earn a diploma” (Raby, 2009, pp. 10-11).

The Organisation for Economic Co-operation and Development (OECD) (2019) maintained that a Development Agenda has made a strong plea for effective institutions, calling for a 'fundamental shift' to recognise their significant role in contributing to citizens' well-being. However, various authors, for example, AACC (2017); Wolhuter and de Wet (2017), have noted that although governance of community

colleges varies from one country to the next, there are noticeable similarities in their enrolments and programme offering. Students range from teenagers wanting to earn a high school diploma to adults, either working or not, wanting to gain additional skills or wanting to improve their literacy levels. These all provide opportunities to explore academic and vocational options. For example, in North America, community colleges offer 2-year qualifications, and in India they offer different types of community colleges like polytechnic, community polytechnics, etc. (Land & Aitchison, 2017). The American Association of Community Colleges (2017) has listed the following as the significant advantages and disadvantages of community colleges:

Advantages of Community Colleges

1. Community colleges are geared toward students and local needs. Community colleges can work with local businesses to develop customised training geared towards local needs.
2. The open enrolment policy allows anyone to begin work towards their goal of a future college education. This policy gives the poorly educated working class an educational opportunity they would not have at a traditional four-year institution.
3. In most institutions, tuition and fees are substantially lower.
4. Flexibility in scheduling classes, and fewer restrictions on completion of courses and requirements mean that education goals such as vocational and technical training are more easily achieved.

Disadvantages of Community Colleges

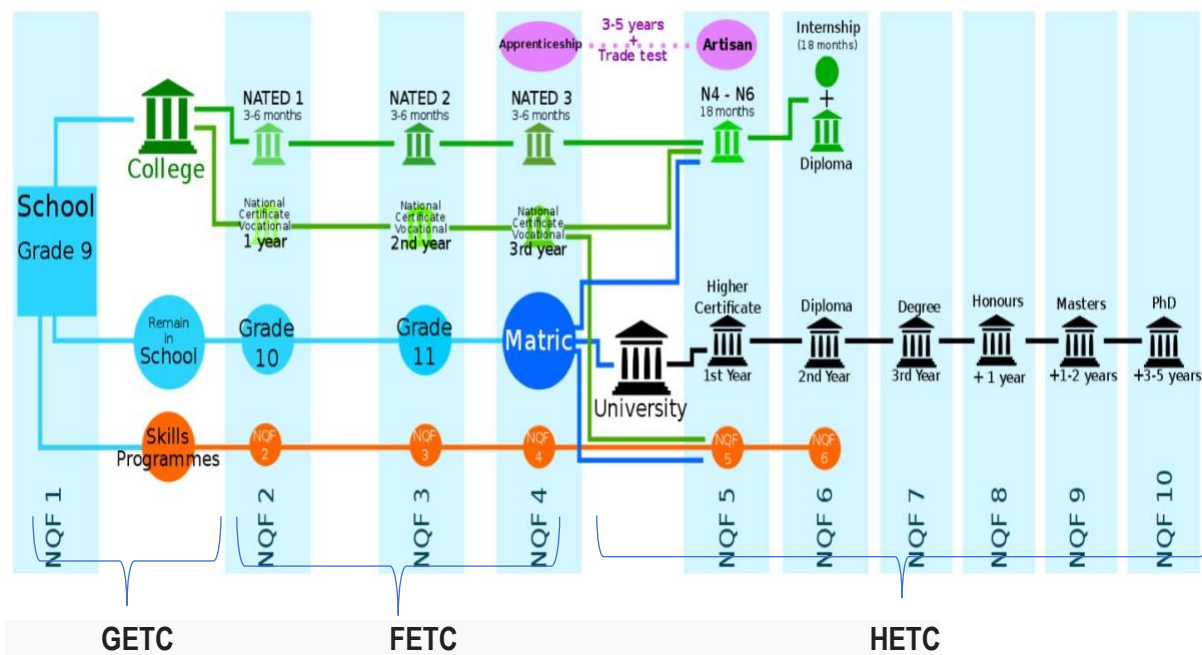
1. Transferring from a community college to a four-year institution is ideal but is not always a smooth process.
2. Success in a community college does not necessarily mean success in the more challenging four-year institutions. Additionally, the social environments between the two institutions are drastically different, and students may find that they are not well prepared for the hustle and bustle and less individualised atmosphere of four-year institutions.
3. Non-academic ventures, such as athletic opportunities, clubs, and organisations are less prominent in community colleges than in four-year institutions.

One of the distinguishing features, as noted by Wolhuter and de Wet (2017), is that despite the similarities between the characteristics of community colleges and the South African community college model in terms of close ties with the community, diversity in curriculum and programmes and a diverse body of students, there is an essential difference concerning their level of training.

In South Africa, there are two education departments, namely, the DBE and DHET. Each of these departments is responsible for a level of qualifications within the three bands of the National Qualifications Framework (NQF). When one looks at the DBE, its focus is on the General Education and Training (GET) which is the first band of the NQF, and DHET is responsible for the other two bands—Further Education and Training (FET) and Higher Education and Training (HET). One area of concern with the South African community college model is that structurally it is located within the first two bands of the NQF, meaning that both education departments are involved. For example, community colleges offer programmes at GET level, but DHET operationally manages it. It is for this reason that community colleges in South Africa cannot be regarded as equivalent to community colleges in the USA. Figure 4, below, clarifies the complexity of the NQF bands and the interlink between them.

Figure 3

A Graph Mapping out the National Qualification Frameworks (NQF)



(Scott, 2017, p. 1)

2.2.5 Critiques of the Future of Community Colleges

There are several critiques about the future of community colleges, one which deals with sustainability, especially in Africa, due to monetary and political issues. Other critiques are concerned about whether these institutions benefit society. Those in favour of community colleges argue that they are an investment that secures both the social prestige and economic security of the country and its people.

Wolhuter and de Wet (2017), in their research study on community college international comparisons, have concluded that community colleges have managed to bring about better links between education and employment. Also, community colleges enhanced students' employment potential and addressed the unemployment problem and demand for specific work skills. They further argued that this could also tackle the NEET problem in South Africa. It is, therefore, vital to survey how the change is managed at the backdrop of all these challenges and to ensure that there is a framework to guide further implementation.

The new model of the CET college in South Africa is built on the experiences of the Public Adult Learning Centres (PALCs), and this means that the CET college leadership philosophy may be deeply rooted in the traditional hierarchical patterns of decision making. That is why scholars like Aitchison and Land (2019) and Rule (2006) are still critical of this new model based on the failure of adult education in the last 90 years with brilliant policies and financial commitment from the government. Aitchison and Land (2019), Simkins (2019) and Rule (2006) have raised fundamental issues about the purpose of community colleges in South Africa, how they fit into the educational system, and what needs to be done to transform them into institutions fit for purpose. They have identified characteristics for effective CET colleges' structures, resources, governance or leadership responsibilities and these are discussed in section 2.4.3.

I believe that these institutions offer a second chance to those who were unable or unwilling to seek out such opportunities at an earlier time. It also offers opportunities for society to learn self-reliant skills and not always rely on the government for subsistence. This is based on the argument that the community college model in South Africa is a transitional change from adult education, and brings a total overhaul of how adult education was provided and has adopted the TVET structure in terms of governance structure. TVET has its own challenges and whether this will be managed better than the TVET is the question that this study sought to answer.

2.3 Exploration and Overview of Leadership as a Concept

One of the research questions for this thesis was how CET leadership manages and contributes towards organisational change, and Yukl (2013) stated that leading change is one of the most important and most difficult responsibilities for leaders. This emphasises the point that a leader is an important role player in the process of managing change. The outcome of change will, however, depend in part on what is changed, how and when the change is implemented, who participates in the process and how much influence each participant has (Yukl, 2013).

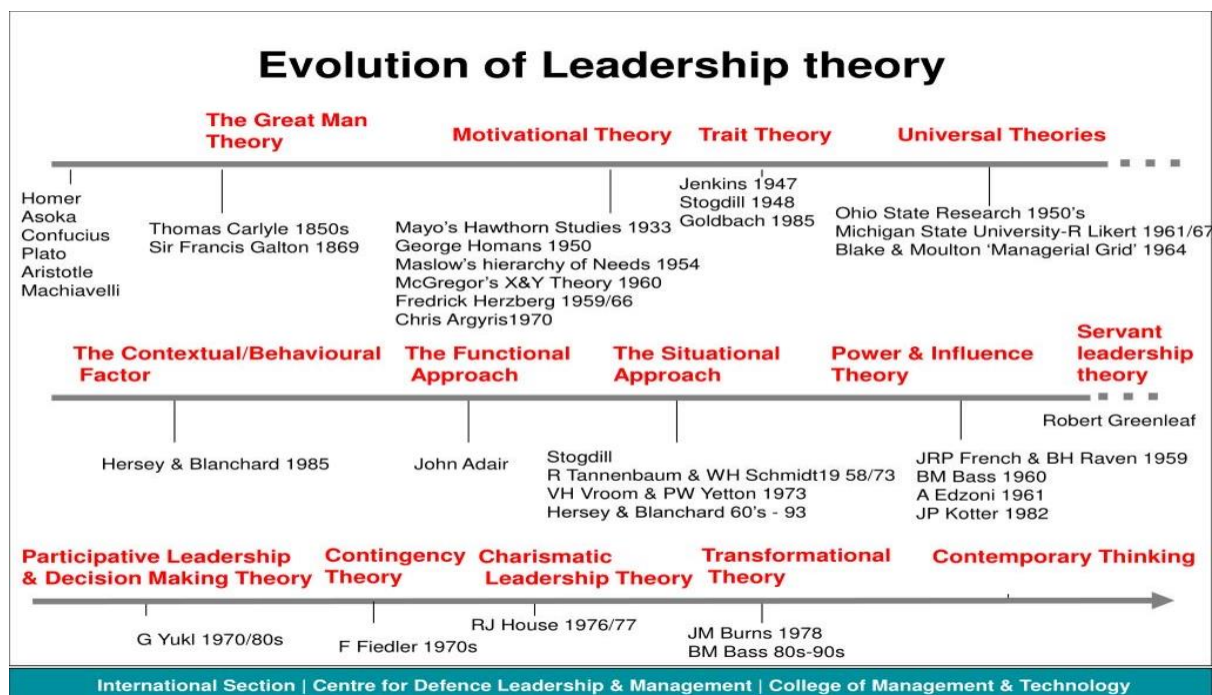
The significant amount of practitioner and academic literature covered has looked at leadership definitions and leadership characteristics; differentiation between leadership and management; consideration of leadership approaches and its evaluation to leadership effectiveness as well as leadership theories and its approaches and, lastly, conceptualisation of leadership theories. The next section will provide a historical overview of leadership.

Burns (1978, p. 1) wrote about “the crisis of leadership” in that people in power were guilty of “mediocrity or irresponsibility”. He concluded that leadership is one of the most observed and least understood phenomena on earth. He asked critical questions around the essence of leadership: ‘Is leadership simply innovative? Is it essentially inspiration? Is it mobilisation of followers? Goal setting? Goal fulfillment? He believed that leadership is about transformation and that both “leaders and followers raise one another to higher levels of motivation and morality” (Burns, 1978, p. 20). One can conclude that leadership is the art of motivating a group of people to act towards achieving a common goal. A leader is the person in the group that possesses the combination of personality and leadership skills that makes others want to follow his or her direction. Leadership definitions as they relate to literature are explored in section 2.3.1.

This emphasises that leadership is about moral values that need to exist within leaders. Burns, inspired an interest in other scholars who then started to investigate the concept of leadership. However, Clemens and Mayer (1999) disagreed with Burns and, having explored the history of leadership by reviewing more than 3 000 books on leadership, concluded that not much is known about this subject. However, I do not agree with this conclusion because having looked at a number of research reports, it is clear that leadership has evolved over the decades and this is supported by the graphical presentation below of the evolution of different theories from the early 1800s to 1990s by the Centre for Defence and Management:

Figure 4

Historical Overview of Leadership



(Slideserve, n.d.)

It is clear from the above that there has been a clear evolution in the study of leadership. There seems to be no recent theories according to this chart; however, I do know about Heifetz' adaptive leadership theory developed in 1994. There has been a movement from birth traits and rights, to acquired traits and styles, to situational and relationship types of leadership. Bass and Riggio (2006) concurred with the above statement and noted that there has been an explosion of interest in leadership. This is evident in that each day stories appear in newspapers discussing instances of successful leadership, as well as significant failures of leadership.

Bass and Riggio (2006) stated that sometimes these stories are of high-level leaders who are often in the spotlight like world class and national politicians and statesmen, chief executive officers (CEOs) of business industry, directors of government and health care agencies or generals and admirals. The above statement is applicable to South Africa. Since the introduction of democracy, our leaders from different sectors like government, education, state-owned enterprises and backgrounds have made countless headlines in local and international news platforms. Bass and Riggio (2006) further argued that this spotlight on leaders advocates for a conscious decision to look at our leaders and their leadership qualities not only for purposes of exposing them, but also to identify areas for improvement.

In light of the historical overview of leadership discussed above, it is evident that leadership has been studied widely and that scholars and researchers hold different views on what leadership encompasses.

The next section of this chapter will explore in some detail the definitions, theories, approaches, and styles of leadership.

2.3.1 Exploration of Leadership: Definitions, Theories, Approaches and Styles

Yukl (2013) has compiled the following definitions of leadership by different authors as provided in the table below. It is clear from the table that there are many definitions of leadership and Yukl (2013) remarked that most definitions of leadership assume that it involves a process whereby intentional influence is exerted over other people to guide, structure and facilitate activities and relationships in a group or organisation.

Table 3

Definitions of Leadership

| |
|--|
| <ul style="list-style-type: none">• Leadership is “the behaviour of an individual . . . directing the activities of a group toward a shared goal” (Hemphill & Coons, 1957, p. 7).• Leadership is “the influential increment over and above mechanical compliance with the routine directives of the organization” (Katz & Kahn, 1978, p. 528).• Leadership is “the process of influencing the activities of an organized group toward goal achievement” (Rauch & Behling, 1984, p. 46).• “Leadership is about articulating visions, embodying values, and creating the environment within which things can be accomplished” (Richards & Engle, 1986, p. 206).• “Leadership is a process of giving purpose (meaningful direction) to collective effort and causing willing effort to be expended to achieve purpose” (Jacobs & Jaques, 1990, p. 281).• Leadership “is the ability to step outside the culture . . . to start evolutionary change processes that are more adaptive” (Schein, 1992, p. 2).• “Leadership is the process of making sense of what people are doing together so that people will understand and be committed” (Drath & Palus, 1994, p. 4).• Leadership is “the ability of an individual to influence, motivate, and enable others to contribute toward the effectiveness and success of the organization” (Wilderom et al., 1999, p. 184). |
|--|

(Yukl, 2013, p. 3)

The above explanation concurs with the definition by Ackoff (1998) who explained that leadership requires an ability to bring the will of followers into consonance with that of the leader so they follow him or her voluntarily, with enthusiasm and dedication. He argued that such voluntarism, enthusiasm, and dedication are not necessarily involved in either management or administration.

What is common in the above definitions, is that leadership has been conceived as a matter of personality, as a matter of including compliance, as the exercise of influence, as particular behaviours, as a form of persuasion, as a power relation, as an instrument to achieve goals, as an effect of interaction, as a differentiated role, as initiation of structure, and as many combinations of these definitions (Bass, 1997). Burns (1978) concurred with Yukl and wrote that a study of the word leadership reveals 130 definitions.

In this thesis, the focus is on leadership in CET colleges, leaders will refer to all members of council regardless of their portfolios, principals and vice principals, senior staff members at the regional offices and DHET director and senior managers, centre managers and union office bearers. Having clarified the different definitions, the definition of leadership that is found to be most relevant to the topic being researched is that of Wilderom et al. (1999) “ the ability of an individual to influence, motivate, and enable others to contribute toward the effectiveness and success of the organization” (p.184).

Defining leadership and providing a discussion on approaches and theories have been covered in detail in this section as the major concept of this research. It is also critical to note that although there is an abundance of references to leadership, there is however no conceptual framework on leadership that has emerged (Burns, 1978). This, according to Burns (1978), can be attributed to the silo mentality of scholars and their constant seeking of answers that are only unique to their disciplines. He recommends that leadership must be aligned with a collective purpose and effective leaders must be judged by their ability to make social changes. This challenge resulted in contemporary thinking, where a number of scholars came together from different disciplines to establish contemporary leadership theories. A number of interesting recommendations came from these scholars. One was from Kellis and Ran (2013, p.130) who proposed a new public leadership theory that “combines features of authentic, transformational and distributed leadership theories”. They argued that leadership that is based on core values and makes use of transformational approaches is more effective.

Walumbwa and Lawler (2003) conducted a study in Kenya, China and India in the banking and finance sector to examine the moderating effect of collectivism (as recommended by Burns, 1978) on the relationships between transformational leadership, work-related orientation and work-related outcomes. The study used all four transformational components: charisma, inspirational motivation, intellectual stimulation and individualised consideration as the theoretical background and hypotheses.

Findings from this study indicated that transformation leadership is not broadly inherent in the CET colleges. The current study found that idealised influence and intellectual motivation were positive, while intellectual stimulation and individualised consideration were lacking. The absence of intellectual

stimulation and individualised consideration resulted in withdrawal behaviours by followers. The authors stated that this has practical implications for training and that organisations can benefit greatly by providing transformational leadership training programmes for their managers and supervisors. They argued that managers and supervisors with transformational leadership techniques are likely to engage by identifying their strengths, setting accurate and reasonable expectations for them, developing them and motivating them to perform beyond their expectations. They suggested that although significant results were obtained, this area of research still merits further empirical investigations. Although the Kenya study was not similar to this study, its findings are crucial to compare with this study which also used transformational leadership in an emerging economy though a different sector. This study sought to explore whether there would be similar findings with regard to CET colleges. The next session will, further expand on the reasons for choosing transformational leadership over the other leadership theories.

2.3.2 Why Transformational leadership theory vs other leadership theories

There are two reasons why I choose transformational leadership theory over other leadership theories. First, there has been evidence that transformational leadership behaviours strongly correlate to organisational effectiveness, change and innovation. Based on the findings and recommendations by Tarker (2019), who conducted a systematic review of the literature looking into transformational leadership and the proliferation of Community College leadership. He explains that 'construct proliferation occurs' when multiple, competing theories and frameworks are developed to describe a similar phenomenon impedes research' (p. 1). He explored the different frameworks and theories that may overlap and interact with one another. His study recommended that transformational leadership theory is a solution to construct proliferation in community college leadership frameworks (p. 2).

The second reason is that Adult Education in South Africa has gone through many phases of change. The Community college system is still undergoing significant changes, transitioning from PALCs. Transformational leaders are said to be better positioned to cycle through these changes. The other reason is that the transformational leadership theory has all the elements needed to accomplish the college system's vision, mission, and purpose. Therefore, having leaders with these skills would be instrumental in achieving the desired change in the sector. Tarker (2019) also argues that when 'examining the AACCC's (2005,2013,2018) competencies, transformational leadership can be found throughout the language of all the framework iterations'. This means that leaders with transformational competencies are best suited for the community college system

Transformational leaders are said 'to have a vision of changing college and must have been able to transform the beliefs of others into a commitment to shared vision' (Roueche et al., 2014, p. 26). They must understand that the process of change requires time and careful attention and that they know that 'teams desire the freedom to perform and yet need vision and direction' (p. 24)

The next section of this chapter will review change management, change processes and the role of leaders in managing change as a concept for this thesis.

2.4 Conceptual Overview of Change Management, Change Process and the Role of Leaders in Managing Change

Change management is inevitable in organisations, especially in developing societies. What works today may not necessarily work tomorrow due to either internal or external factors that organisations deal with. This change phenomenon is further exacerbated by globalisation, which has not only converted the world into a small village, but has also come with a high stream of contentions and competition among organisations and within different countries. Institutions of learning are not immune to such change. They are, like any other organisation, expected to deal with this phenomenon. That is, to ensure that the country's human capital is capable of addressing current and/or future needs of the country. This requirement to provide relevant and up-to-date education and training therefore exerts an enormous amount of pressure on these institutions, especially those in leadership positions who are expected to drive these ever-changing targets and expectations. This means that leadership and organisational change are tightly knit, meaning they are inseparable.

The study was concerned with accepting the importance and implications of organisational change in general and investigating how the KZN and MP CET college leadership understand and manage or navigate change, as well as how change management reflects the standardised criteria for CET college effectiveness. Analysing these questions ensures that the adverse effects of organisational change management by leadership are minimised and allows investigation of the measurement of the organisational change framework and its effectiveness that can be utilised for roll out implementation of the CET college model in every district in the country (South Africa) as suggested by the DHET (2013a).

Aravopoulou (2016) has defined change management as a process that follows a repeatable cycle and uses a holistic set of tools, and a competency, because it enables change and creates a capability to increase organisational effectiveness. Carnall (2007) argued that everyone says change is difficult to implement and reasons that maybe change deals with people issues and that the future is uncertain,

making it difficult to predict consequences. However, Carnall (2007) argues that change is being achieved but suggests that the argument should be that change is “demanding and tiring” but not necessarily difficult. This argument talks to the resistance to change by those who are entrusted with its implementation and Carnall (2007) argued that this is merely resistance to uncertainty. He further stated that resistance is not from change itself but rather from how it is managed.

Fedor et al. (2006) contended that commitment to support a change initiative is likely when people trust their leaders and believe that the change is necessary and effective (strong referent and expert power). Resistance to change should not be viewed as merely the result of ignorance or inflexibility but rather as a natural reaction by people who want to protect their self-interests and sense of self-determination. Therefore, resistance can be viewed as energy that can be redirected to improve change. Active resistance may indicate the presence of strong values and emotions that could serve as a source of commitment if opponents are converted to supporters. It is essential to discuss a proposed change with the people who will be affected to learn about their concerns and their ideas about the best course of action. One of the objectives of this thesis was to analyse how CET leadership manage and what contributions they make towards organisational change. This was tested to see how they handle resistance and what strategies they put in place to get buy-in from all stakeholders.

Managing the change process involves “guiding, encouraging and facilitating the collective efforts of members to adapt and survive in an uncertain and sometimes hostile environment” (Yukl, 2013 p. 7). The outcome of the change process will either have negative or positive results, depending on how it is managed, as highlighted by Carnall (2007). This means that different strategies will need to be utilised to minimise negative impact and maximise positive impact. The outcome of the change process can be judged in different ways, including commitment of people to the change, successful implementation of the change, and the extent to which the change results in the desired benefits and avoids negative consequences. The next section will look at the meaning of change processes and typical patterns and I present what each phase entails.

2.4.1 Change Processes

Change processes describe a typical pattern of events that occur from the beginning of a change to the end. They may identify distinct phases in the process, stages in the reaction of individuals, or effects of repeated changes on people. Despite the extensive literature providing guidance on how to initiate and manage change, many efforts fail to meet expectations (Burke, 2002). Large-scale change in organisations is difficult to study, and much of the research involves anecdotal accounts or case studies in a single organisation. One of the earliest process theories was Lewin’s force field model. Lewin (1997)

proposed that the change process can be divided into three phases: “unfreezing, changing and refreezing” (p. 330). Below is Lewin’s change model:

Figure 5

Lewin’s Change Model



(Sharma, 2019, p. 1)

The unfreezing phase entails the planning for change and convincing all role players of the need for change. The buy-in from all involved is critical to the success of change management and it reduces resistance to change. In the changing phase, people are moving or implementing change in a transition from old to new. Everyone is looking for new ways of doing things and selecting the most promising approach. In the last phase, which is refreezing, the new approach is implemented and stabilised within the organisation. This is crucial as it is possible for the organisation to fall into old habits. Thus, this emphasises the point that change is a long-term process. These three phases compare well with the organisational change, systems theory adopted to supplement transformational leadership theory. The two theories are discussed in the next chapter that presents the Theoretical Framework.

Similarly, Kotter (1996) has suggested eight steps to managing change and this is similar to Lewin’s phases. Below is a graphical representation of these steps:

Figure 6

Kotter’s Eight Steps of Managing Change



(UKEssays, 2018, retrieved July 2020)

Kotter (1996) has argued that it is crucial to spend enough time on the first step, as this is the step where market and potential crises or opportunities are identified and discussed. The second step is necessary to identify and form a group of people that will manage and lead the change. Vision also forms the basis for change because without vision it will be difficult to formulate strategies. The next crucial step is step 4, during which leaders need to convince about 75% of the management that the change is needed. This is also a step where uncertainties and anxieties can be levelled and once these have been identified they should be eliminated. Steps 1 to 4 can be clustered under unfreeze, which is about creating conditions for change.

In steps 5 and 6 Kotter (1996) stresses that it is important to plan and create visible performance improvements and demonstrate that change is producing results. These are change phases that deal with introducing new practices and implementing the desired change. Steps 7 and 8 aim to capitalise on the progress made in previous steps, initiate other areas for improvement and then institutionalise the new behaviour. It is clear from the above steps that all steps need to be handled well to get a successful change outcome and this demands that leaders play different roles at each step.

Giacquinta (2016) conducted a study on the process of organisation change in schools. In this study he maintained that literature upon which his study was based led to several conclusions. One of the

conclusions was that “literature is basically atheoretical in nature—meaning it contains little work designed to develop and test theories describing the dynamics of the change process” (p. 178). He further suggested that extension of knowledge about organisational change will require empirical studies of greater theoretical, methodological and statistical sophistication.

Giacquinta (2016) asserted that despite the shortcomings in the literature, two tentative propositions about organisational change can be made. The first is that the extent of change and the speed in which it occurs depend upon multiple factors, being the nature of the innovation introduced, the tactics used to introduce it, the characteristics of the organisation and the properties of organisational structure. The second proposition is that successful change is based on three basic stages: initiation of the innovation, implementation and incorporation as a stable part of the organisational structure. This study investigated whether these propositions are evident in the CET colleges and to what extent the CET change management process emulates Giacquinta’s conclusions.

The previous section of this chapter presented what change management is and the change process. The next section presents the role of leaders in managing change.

2.4.2 Role of Leaders in Managing Change

It is generally argued that organisations have leaders and there is an acceptable notion that leaders are agents of change. Carnall (2007) stated that research shows that leadership is central to the success of organisational change. He further contended that in instances where organisational change fails, it is because of its leaders and how they have managed change. He concluded that if change depends on people who implement it, then one must ensure that those people possess the necessary skills (Carnall, 2007).

Many authors, like Todnem (2005); Carter et al. (2005); Yukl (2013); Aravopoulou (2016) and Carnall (2007), have written extensively in the area of change management and the role of leadership in managing change, and their work will be discussed further in the thesis. These scholars have argued that the goal of change management is to implement strategies for effecting change and helping leadership and other people involved with adapting to change.

Reading the above arguments, it could be inferred that organisational change demands very effective and highly competent leadership that is well capable to perceive the most desirable shape of an organisation and address the issue of organisational change in the most appropriate way. This section

presents how leaders should manage the previously presented three phases by Lewin (1997) and Kotter's seven steps.

Leadership plays an extremely important role in the first step—unfreeze—which involves preparing for change, and perhaps is more important than the actual change. Preparation for change step is extremely important and it is worth noting that Kotter's first four of these eight steps are concerned with preparing for change. The leader should communicate a clear purpose for change and unpack the change process as well as expected outcomes. This involves leaders communicating and clearly stating the contribution towards achieving a vision. The leader is also expected to lead by becoming a role model, thus making the transformational leadership style preferable.

The leader is equally important in the second step—change. The leader's role in this step is to make people change their behaviour using transformational leadership style. Leaders who are transformational focus on engaging in interactions with followers based on common values, beliefs and goals. This forms the first phase of change and, as mentioned above, this is the most crucial phase.

Bass and Riggio (2006) mentioned that many studies have examined transformational leadership and performance in a wide variety of settings including, but not limited to, military, private sector, educational, government, non-profit organisations, school principals and prison workers. In summary, it appears that transformational leadership positively affects performance. This is regardless of whether performance is conceptualised as what others in the unit or organisation perceive as performance or whether performance relates to more objective, bottom-line sorts of variables.

Bass and Riggio (2006) have explained how and why transformational leadership moves followers to exceed expectations in performance. This theory suggests several characteristics affecting the relationship between exceptional performance and transformational leadership as follows:

- Transformational leaders enhance the self-concept and sense of self-efficacy of followers. Self-efficacy has been shown to consistently enhance both individual and group performance. The leaders do this by communicating their confidence in followers and the expectations that they could perform at high levels.
- Identification with the leader, both individually and collectively, and the identification with the group or unit are important. In addition, confidence and trust in a leader also strengthen the followers' identification with the leader.
- Shared or aligned goals and values are key to motivating follower performance.

- The followers then become engaged in the challenges of the mission as set forth by the transformational leader, the identification of the followers' self with the successful leader and team effort, and the exciting experience of mention with a successful leader.

The next section will look at organisational effectiveness and the relationship with leadership and change management. This relationship is crucial as one of the research questions was to investigate the organisational management framework and its effectiveness on CET colleges.

2.4.3 Organisational Effectiveness

Todnem (2005), in his critical review of organisational change management, argued that management of organisational change currently tends to be reactive, discontinuous and ad hoc. He concluded that this may indicate a basic lack of a valid framework of how to successfully implement and manage change. What is currently available is a wide range of contradictory and confusing theories and approaches, which are mostly lacking empirical evidence and often based on unchallenged hypotheses regarding the nature of contemporary organisational change management. He recommended that in order to construct such a framework, further exploratory studies of the nature of change and how it is being managed should be conducted and that such studies would arguably identify critical success factors for the management of change.

The above finding is consistent with the study by Balogun and Hailey (2004). They reported that the failure rate for all change programmes undertaken across most of the world's organisations stands at around 70%. In support of the above poor success rate experienced across organisational change initiatives and/or programmes, they pointed out that this highlights the lack of a valid framework on how to implement and manage organisational change, and recommended that there should be further research into change management.

Pedraza (2014) conducted an extensive research in Austria on organisational effectiveness and how an organisation could achieve it. He defined organisational effectiveness as the efficiency with which an association is able to meet its objectives and not only by its financial performance. He further argued that the main measure of organisational effectiveness for an organisation is profitability, growth data and to some extent the results of customer satisfaction surveys. He further concluded that highly effective organisations exhibit strengths across five areas: 1) leadership 2) decision making and structure 3) people 4) work processes and 5) systems and culture (Pedraza, 2014, p. 2). He alluded to the importance of environment and pointed out that for an organisation to achieve and sustain success, it needs to adapt to its dynamic environment.

He confirmed that understanding organisational effectiveness is important for the following reasons: Firstly, it serves as a check-in to see how well internal procedures are meeting an initial vision. Secondly, it provides investors, donors, or employees with an idea of the organisation's strengths. Finally, it highlights areas of ineffectiveness that can be the focus of improvements. This means that organisations can still make profits but still be regarded as being ineffective. Pedraza (2014) concurred with this statement and stated that meeting the core values, mission statement as well as attracting and retaining talented workers may also be the cause for the organisation being regarded as ineffective. He argued that organisational effectiveness measures the big-picture performance of a business across a broad range of criteria. Financial performance, long-term planning, internal structure, and adherence to core values may all be critical components in understanding organisational effectiveness.

Therefore, there is a need for a consensus on the criteria for measuring an organisation's effectiveness, because there are no one-size-fits-all criteria. Pedraza (2014) recommended that since organisational effectiveness cannot be expressed in a concrete formula, an organisation may state the results of an assessment through specific goals achieved or desired. There are studies that talk to organisational effectiveness and this study aimed to find out to what extent these arguments can be applied in the two case study contexts. This study wanted to measure the change management framework and its effectiveness on CET colleges. It is therefore important that the literature and what the policies are saying about the standardised criteria for effective management in CET colleges be highlighted (AACC, 2017; Burke, 2002).

Three renowned scholars, Land and Aitchison (2017) as well as Simkins (2019) have raised fundamental issues about the purpose of community colleges and how these fit into the broader educational system as a whole. They have also considered what needs to be done to transform the currently rickety status of community colleges into institutions fit for purpose, so that they are effective and able to meet their objectives as envisaged in the National Implementation Plan (DHET, 2019). Clotfelter et al. (2013) have reasoned that assessing their effectiveness, though important, is difficult. They further stated that there are three approaches to measure success (direct market outcomes; measures of student progress and input measures) used by analysts and policy makers but they each have their own strengths and weaknesses. The list of categories or critical success factors mentioned by Land and Aitchison (2017) and Simkins (2019) fit within the three approaches to measure effectiveness as categorised by Clotfelter et al. (2013).

Since the community college model in South Africa is fairly new and it is in its pilot phase, it would be challenging if not impossible to use the first two approaches (i.e. direct market outcomes; measures of

student progress) and therefore, for the purpose of this study, I adopted the input approach as the measure of success. Clotfelter et al. (2013) defined the input approach as simply measuring the institutional quality by the quantity and quality of its inputs relative to the number of students served. This approach sits squarely in the systems theory that was adopted for this study. This theory will be explained in more detail in the section under Theoretical Framework.

The OECD (2019) has highlighted the following as measures of effectiveness within CET colleges:

- Robust legal frameworks and representatives with strong capacity for oversight;
- Adept civil services and the timely and quality delivery of services;
- Vibrant and actively engaged societies; and
- Decentralised and democratic decision-making processes.

Rule et al. (2015) conducted a study that investigated the efficacy of adult education in South Africa and have itemised the following as characteristics for effective CET colleges:

- Planning, management, record-keeping, and monitoring needs to be clearly communicated, accepted, and supported by staff and effectively implemented.
- Effective communication and co-operation with the host institution, local institutions and organisations is essential.
- Staff need to work in an atmosphere of support and encouragement with critical reflection on their work, knowledge of how they can improve their practice and access to opportunities for development.
- Governance structures need to support management and pursuance of the vision and aims of the colleges.
- Internal co-operation must be strong, and educators need to be knowledgeable, committed to teaching and respectful of learners.
- Available resources must be well used.

The characteristics for effective CET colleges as identified in the literature above can be clustered into CET colleges' structures, resources, governance or leadership responsibilities. However, none have looked at change management and how it contributes to the effective CET college. This study aimed to understand how leadership manages organisational change and to measure its effectiveness on CET colleges using the stipulated criteria.

The above characteristics were to some extent incorporated into the CET college system: *National Plan for the implementation of the White Paper for Post-School Education and Training 2019-2030* (DHET, 2019) and listed amongst the six strategic levers which are identified in the following diagram.

Figure 7

Critical Success Factors



It is evident from the above arguments that effectiveness is key for CET colleges to achieve their objectives as envisaged in the National Plan, and it is for this reason that change management needs to be implemented successfully and effectively measured. The results from assessment of these strategic levers can be used as a measure of effectiveness for the CET colleges as recommended by Pedraza. This study sought to analyse how the change management reflects these six strategic levers as standard criteria for CET colleges' effectiveness. Since the CET college model in South Africa is fairly new and it is in its pilot phase, this study will be of benefit in further implementation and expansion in the sector with regard to the new model. CET college leadership's contribution towards organisational change and stakeholders' understanding of the interdependence of different parts of the CET college system will be elaborated upon under the Theoretical Framework section.

2.5 Leadership and how it Contributes to Organisational Change and its Effectiveness

As explained in chapter 1 that, change in an organisation can respond to several external or internal factors and raises a need to improve the organisation, such as structure, processes, culture, and

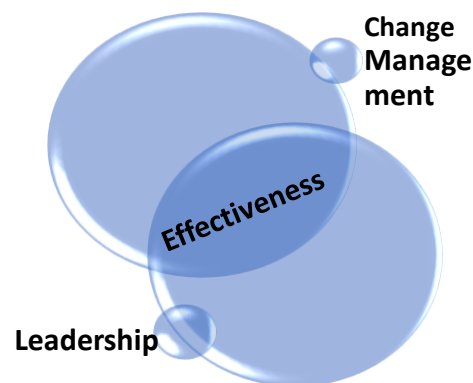
leadership styles. In this study, change was effected by policy change, which necessitated a change in strategy, culture, and leadership.

Conclusions can be drawn from the different views from the section above that leaders play an important role in a change process and managing change and the intended outcome is effectiveness within the organisation. One of the research questions of this thesis was to analyse the contributions made by the leadership of organisational change management within CET colleges in South Africa. In this section, I discuss relations between change management and change processes and the role of leadership on change management and organisational effectiveness.

As stated earlier in this chapter, DHET advocates that college leadership at the council and management level is vital for ensuring that the system transforms in the desired direction. The focus of this study on this level of leadership was crucial in order to explore the relationship between these concepts. Put graphically, this can be as follows:

Figure 8

Interface of Change Management and Leadership and Effectiveness



Okanga and Drotskie (2016) conducted a study on 10 South African organisations that had recently been involved in some form of diversification initiative. The study aimed at determining the most appropriate transformational leadership model for managing change and used the full-range leadership model (FRLM⁵). The findings of this study echo the theoretical findings of Bass and Avolio's (1997) full-range

⁵ FRLM is a general leadership theory focusing on the behaviour of leaders towards the workforce in different work situations. The FRLM relates [transactional](#) and [transformational leadership](#) styles with [laissez-faire](#) leadership style

transformational leadership (FRTL) theory that unless transformational leadership is combined with the elements of transactional leadership attributes, such as exchanges and rewards, its overall positive effects may only be minimal. Despite the theoretical existence of such a framework, no single transformational leadership model has been found to have been adopted by the enterprises in South Africa for managing change and transformation.

One other finding was that through years of experience, networks, technical knowledge, and expertise built up over time in the previous industry were said to evoke the significant respect and influence that transformational leaders exerted, not only in the organisations they worked for, but also across the industry. This research study sought to confirm or dispute these findings.

A similar study was conducted by the OECD in 2010, funded by the European Union. This study's focus was on system approaches in the public sector and it selected four cases, one each in Iceland, Netherlands, Canada and Finland. The study used systems thinking concepts and resulted in lessons which were relevant to this study. The lessons learnt are presented below:

1. While system transformation evolves differently depending on time and contextual factors, it is often triggered by perception of a crisis. It also means that someone needs to take direct ownership of the problem set.
2. Some level of urgency is needed to initiate the process; this creates a 'window of opportunity', but does not guarantee success.
3. The people are essential drivers of a change process. This does not only pertain to leadership capabilities—although all cases showed excellent characteristics in that regard—but the fact that there is a supporting team behind the change, means that they believe that change is necessary and have internalised the 'crisis'.
4. As such, after internalising 'crises', organisations need to create room for dwelling—investing the time to understand and articulate both the problem and the objectives.
5. It is important to involve all important parties at this stage and take them through the same learning journey, otherwise, it is difficult to explain to de facto outsiders why a new approach is needed.

6. All cases showed that systems change needs resources both outside and inside of government. The strategic planning and procurement systems in the public sector do not fit this kind of work.
7. To focus the discussion on the change required, framing of the debate is needed. This is especially important when it comes to political debate where the past experience and ideology of stakeholders may affect participants' understanding of complex problems and their causes.
8. Closely linked with design of systems change, it revolves around the feedback loop between ideas held and actions taken.
9. When it comes to complex problems, a meaningful measurement is key, given causality is usually a hindsight and the effect of interventions are very difficult to assess.
10. Throughout the cases the idea that 'timing is everything' emerged. Furthermore, different resources are needed for systems change—time, finances, capabilities and legitimacy—which also means top-notch leadership and stability in political support; but leadership alone is not sufficient. Moreover, systems change is a continuous process: there needs to be feedback from unintended consequences and unforeseen conditions during the implementation phase and beyond.

The OECD (2010) identified policy areas that could benefit from a systems approach. For instance, transboundary policy challenges include “climate change, internal security, education, healthcare system etc.” (p. 98). They also suggested that policy experts within specific fields should have more precise knowledge on how their policy systems work, who the stakeholders are as well as the possible causal relationships within the system. Even if this can never be precise, it is needed to understand the problems practitioners are working with and to build up open-ended practices to gain useful feedback from the stakeholders. In general, public managers working with complex problems should have a general understanding of the systems they are working with.

2.6 Community College leadership

Many studies and research have been conducted on CET colleges in South Africa. However, there appears to be a gap in the existing literature discussing community college leadership, as mentioned in section 1.2. However, there is a significant body of international literature involving community college leadership. The first study is by Roueche et al. (2014), and they conducted national research in America that studied selected leaders of American public community colleges. The objective of their study was to identify leadership skills for both the present and the future community college leaders. Behavioural

themes commonly attributed to transformational leaders were identified and employed by 50 Presidents in American community colleges representing 30 states.

Their findings were that while many attributes were regarded as a requirement to bring about appropriate change, vision remained predominant and vital. These findings mean that a transformational leader must have a vision of changing college and must also have the ability to transform the beliefs of others into a commitment to a shared vision. The competency in commitment to a shared vision is related to Individualised Consideration which is one of the four elements of transformational leadership.

Another study conducted by Duree and Ebbers (2012) focused on determining the preparedness of community college leadership based on determining what competencies are required the most for future leaders. They used transformational leadership theory as the lens, and their findings were that the leaders felt competent with organisational strategy, resource management, communication, community college advocacy, and professionalism. At the same time, their results also alluded that the respondents did not feel competent with the collaboration competency.

Duree and Ebbers (2012) identified that respondents did not rate themselves highly in terms of creating a “sense of collaboration” (p. 45). Their study additionally found that 80% of respondents identified themselves as transformational leaders, which the researchers in this context associated with the professionalism competency. They also found that “only slightly more than two-thirds rated themselves prepared to competently demonstrate transformational leadership when they assumed their first presidency” (p. 45).

Despite these limitations, Duree and Ebbers (2012) found that community college presidents perceived these competencies are beneficial and linked to specific competencies of transformational leadership behaviours. They related resource management and organisational strategy competencies to transformational leadership in managing significant challenges and retaining college personnel. They also linked communication competency with inspiring a shared vision by fostering shared values related to the idealised motivation of transformational leadership behaviour. The collaboration competency was connected to Individualised Consideration by emphasising that community college leaders need to “understand the various roles played in resolving issues and empower others to make decisions, manage conflict, and work effectively with constituents” (p. 45).

These studies demonstrate that transformational leadership is deemed crucial for community college leadership and acknowledge that not all leadership competencies are common in the current leadership.

2.7 Chapter Summary

In this chapter I have set the scene for contextualising the new phase of adult education in South Africa which has arisen as a result of the 2013 White Paper which is attempting to transform previous Public Adult Learning Centres (PALCs) into CET colleges. It covered adult education from pre-1990s till 2015 and discussed how this evolved over phases, starting from night schools to a single national non-racial system. This resulted in the sector being flooded with intense policies that articulated good intentions for the sector. However, literature shows evidence of poor implementation of adult education policies and how the economic policies shaped education policies. The most glaring reasons for poor implementation of policies are identified as access to resources and funding as well as omission of implementation agency and weak dispositions of the implementers.

Recommendations and suggestions were made by some scholars on how the implementation of the adult education policies may be improved and they stated that adult education policy can only be institutionalised after it is accepted by a broader community of stakeholders including the elderly and marginalised youth.

Community colleges having become phenomenal throughout the world, South Africa also joined the rest of the world by introducing this model through the 2013 *White Paper for PSET*. This policy outlines the country's aspiration to build an expanded, effective and integrated post-school education and training system and was introduced as a response to the triple challenges facing South Africa—unemployment, inequality and poverty. This policy also has links to economic policies and this is evident in its objective which is “to prepare workers for the labour market and that everyone should be able to make a living for themselves and contribute skills to a developing economy” (RSA, 2013b, p. 8).

This linkage has been identified as a potential weakness by some scholars. The commitment by the South African government to professionalise the sector is evident in terms of policies, allocation of resources including financial resources, institutional arrangements and restructuring of qualifications and programme offerings. On the other hand, failures of the South Africa education policy implementation to yield the expected results, especially in the adult education sector, have been highlighted and have received considerable critical attention.

The chapter clarified the similarities and differences between the South African community college model with that of other countries and the most glaring differences are positionality of the model in terms of governance and provision. The South African community college model is structurally and operationally located within the first two bands of the NQF, in both education departments—the DBE and DHET—and it is for this reason that community colleges in South Africa cannot be regarded as equivalent to community colleges in other countries like the USA.

This chapter also discussed extensively the key concepts of this study. The first is change management and change processes by Kotter's (1996) eight steps and three phases by Lewin (1997). These two scholars both highlighted the importance of identifying opportunities and preparing for change; other scholars (Bass and Avolio's, 1997; Okanga and Drotskie, 2016) referred to this as the 'window of opportunity' and that leaders play an important role in change management. These were supported by Giacqinta in the findings and recommendations from his study that it is crucial to spend enough time on the first phase. Ten lessons from a study conducted by the OECD and funded by the European Union were shared and they emphasised the role of people and place as essential drivers of a change process, arguing that having the 'right people' is key to the success of change.

The chapter presented literature on organisational effectiveness, and scholars like Rule et al., (2015) and Pedraza (2014) concurred regarding characteristics of effective CET colleges. I further presented the interface between change management, leadership and organisational effectiveness. Gaps in literature were identified as follows: studies have been conducted on the poor implementation of policies in adult education in South Africa, but none have looked at the role of leadership and change management. Literature in organisation change is atheoretical in nature, it contains little work designed to develop and test theories describing the dynamics of the change. The absence of new leadership theories gives an opportunity for consideration of an African perspective on leadership. This study aimed at closing these gaps in literature and contributions to the policy areas on relationships within the system.

Chapter 3

Theoretical/Conceptual Framework

In general, a theory provides “an interpretation or clarification for why certain things happen, or they can be a model for how things happen” (Bertram & Christiansen, 2014, p. 14). In this research study, transformational leadership theory and systems theory concepts, namely systems thinking, framed the study. This study did not aim to prove or disapprove a theory but to broadly inform and explain the findings. This chapter has influenced research design and data collection and these are presented in the next chapters.

3.1 Introduction and Setting the Scene for the Theoretical and Conceptual Framework

This research study was on the community colleges as a new adult education model. The primary research question for this study was, “How do various stakeholders understand the interdependence of the different parts of CET college leadership in the organisational change?” Thus, firstly analyse the interdependence of the different parts of the CET colleges as understood by the various stakeholders. Secondly, I analyse how CET college leadership manage and contribute to organisational change in South Africa. Finally, I investigate and measure change management’s leadership against the standardised criteria for CET college effectiveness. In so doing, the study will assist in closing gaps in the literature. Firstly, the gap on the identification of skills and behaviour of leadership to effectively manage change. Secondly, developing and testing theories on the dynamics of the change management. Lastly, consideration of an African perspective on leadership and their role in change management.

This chapter’s central aim is to present existing arguments for choosing a theory-driven approach to the study. In general, a theory provides an interpretation or clarification for why certain things happen or they can be a model for how things happen (Bertram & Christiansen, 2014, p. 117). The theoretical framework provides a lens which assists to generate forms and methods of data, and helps to analyse the collected data. I have read and studied widely on theories that exist in the domain of leadership and organisational change. The theories discussed in this chapter are not exhaustive. Some fell short in adequately addressing the focus of this study, being leadership in organisational change. Some of them were not appropriate to respond to the research questions that this study was attempting to answer. I mainly focus on the two that were applicable to this research study.

Transformational leadership theory and systems theory were the most appropriate for this study. The next section in this chapter provides a detailed explanation of the chosen theories and provides a rationale for the choice. In presenting these theories I cover the following areas: the emergence and development of the two theories; the elements and concepts and their application within the education sector and this study.

3.2 Investigation of Leadership Theories and Approaches

The exploration of leadership as a concept, as discussed in Chapter 2, in the Literature Review, demonstrated that the study of leadership has advanced from the 1950s, resulting in an array of definitions and theories. This study adopted the definition by Wilderom et al. (1999, p. 184); they define leadership as “the ability of an individual to influence, motivate, and enable others to contribute toward the organisation’s effectiveness and success”. The rationale was that this definition captures the focus of the study.

There are several leadership theories, and others are still being developed. Leadership theories are classified into the five approaches: trait approach, behaviour approach, power-influence approach, situational approach, and integrative approach. These approaches are further characterised into the three key variables in leadership theories that is: characteristics of the leaders (how they lead); characteristics of the followers (who follows the leader) and characteristics of the situations (under what circumstances they lead). Khan et al. (2016) listed the seven major leadership theories.

Figure 9

Main Leadership Theories



(Khan et al., 2016, p.16)

This section of the chapter presents some of the leadership theories that were developed in the late 1970s. These include, but are not limited to, the contingency, charismatic, transactional and transformational leadership theories. This current study is based in Africa, therefore, it is crucial that Ubuntu, as an African leadership paradigm, is included in the discussion.

Contingency Theories (Situational)

O'Leary's (2017) discussion of contingency theory argued that there is no one best leadership style, a leader's effectiveness is based on the situation. Hence this theory is also known as situational leadership. This leadership theory is based on the premise that leadership style relies upon factors such as the quality, situation of the followers, or many other variables. In a common sense, contingency theories are a behavioural theory category that challenges that there is no one finest way of leading/organising. The operative style may be effective in some circumstances, and may not be effective in others (Khan et al., 2016). This theory suggests there is no single and right way to lead because the environment requires the leader to adapt to a particular situation at any given time.

Most theories assume that leaders do not change only because of the dynamics and environment, but also because employees change. For example, contingency theorists assume the focus of leader-subordinate relationship; while situational theorists pronounce that the subordinates play a pivotal role in defining the relationship. The situational leadership theory proposes that leadership style should correspond to the subordinates' maturity (Bass, 1997). The situational leadership model, which was first introduced in 1969, theorised that there was no perfect way to lead and those leaders, to be effective, must be able to adapt to the situation and transform their leadership style between task oriented and relationship oriented.

Charismatic Theory

This theory was developed by the German sociologist Max Weber, and involves a type of leadership in which authority derives from the charisma of the leader as opposed to legal or traditional authority. Yukl (2013) argued that

charismatic leaders are more effective in situations where there is a high level of political and ideological conflict as they tend to appeal to emotions and articulate a vision that builds confidence that the leader can show followers how to resolve a crisis and overcome obstacles to desirable objectives. (pp. 316-317).

While major theories of charismatic leadership emphasise the positive consequences, Yukl (2013) contended that some social scientists have considered charisma's negative consequences. He argued that charismatic leaders tend to make risky decisions that can result in a serious failure. They tend to make enemies who will use such a failure as an opportunity to remove the leader from office. Despite the adverse consequences for negative charismatic leaders, this is not a guaranteed outcome, as success is possible for some who make good decisions in the form of radical change in an organisation's strategy and culture. Having said that, it is noted that there is limited research on the effects of charismatic leaders and Yukl (2013) has suggested that charisma is not a "beneficial attribute for most chief executive officers" (p. 321). A study of corporations found that CEOs who appeared charismatic persuaded their board of directors to give them higher compensation, but these CEOs did not improve their companies' performance.

Transactional Theory

This style was first discussed by Max Weber in 1947 and later expanded by Bernard Bass. Transactional theory is based on reciprocity where leaders not only influence followers but are under their influence. Bass and Avolio (1994) observed transactional leadership "as a type of contingent-reward leadership that had active and positive exchanges between leaders and followers whereby followers were rewarded or recognized for accomplishing agreed upon objectives" (p. 6). It is argued that the leader who possesses these leadership behaviours could focus on errors, instead of avoiding responses and delay decisions. This attitude is stated as the "management-by-exception" and behaviour could be categorised as passive or active transactions. The difference between these two types of transactions is predicated on the timing of the leader's involvement. In the active form, the leader continuously monitors performance and attempts to intervene proactively (Avolio & Bass, 1999).

Transformational Theory

The concept of transformational leadership started with James Downton in 1973 and was expanded by James Burns in 1978. In 1985, researcher Bernard Bass further expanded the concept to include ways of measuring the success of transformational leadership. The differentiated factor between this theory and the rest of the previous contemporary theories, is its alignment to a greater good and involvement of the followers in processes or activities related to personal factors towards the organisation and a course that will yield superior organisational and social dividends. Transformational leaders are characterised by their engagement and interactions with followers based on common values, beliefs and goals. This impacts the performance leading to the attainment of goals. As per Bass and Riggo (2006), the transformational leader, "attempts to induce followers to reorder their needs by transcending self-interests

and strive for higher order needs” (p. 14). Transformational leadership is an approach that is based on beliefs, values and attitudes that enlighten leaders’ practices and their capacity to lead change. It is argued that these leaders produce an appearance of convincing and encouraging a vision of the future. They are “visionary leaders who seek to appeal to their followers’ better nature and move them toward higher and more universal needs and purposes” (Burns, 2003, p. 30).

I concur with the notion that no single theory is sufficient to explain a phenomenon in isolation. The three leadership theories listed in the preceding paragraphs are not exhaustive and not all of them were fully applicable to my study. Having explored all of them, I found that some were not appropriate to respond to the research questions that this study was attempting to answer. However, transformational leadership theory was more appropriate to this study. In the next section, I further explain this theory and its use in the study.

3.2.1 Transformational Leadership Theory

Transformational leadership is defined as the leadership style that changes and transforms people. Transformational leadership distinguishes itself from the rest of the previous and contemporary theories, based on its alignment to a greater good and the involvement of the followers in processes or activities related to personal factors towards the organisation and a course that will yield certain superior social dividends. Since the CET sector is concerned specifically with education as a common good in the context of transforming existing structures, this leadership style was deemed particularly appropriate to examine the extent to which it functions in the case studies under exploration.

The transformational leaders are said to raise the motivation and morale of both the follower and the leader (Bass & Riggio, 2006). It is believed that the transformational leaders “engage in interactions with followers based on common values, beliefs and goals” (Khan et al., 2016, p. 3). This impacts on the performance leading to the attainment of goals. A transformational leader, “attempts to induce followers to reorder their needs by transcending self-interests and strive for higher order needs” (Khan et al., 2016, p. 3). Transformational leadership is a course that changes and targets beliefs, values and attitudes that enlighten leaders’ practices and the capacity to lead change.

The literature suggests that followers and leaders set aside personal interests for the”benefit of the group. The leader is then asked to focus on followers’ needs and input to transform everyone into a leader by empowering and motivating them (Bass & Riggio, 2006). Transformational leaders are characterised by their capability to identify the need for change, gain others’ agreement and commitment, and create a vision that guides and embeds the change (Burns, 2003). These types of leaders treat subordinates

individually and attempt to develop their consciousness, morale and skills by giving significance to their work and challenges. These leaders produce an appearance of a convincing and encouraging vision of the future. Transformational leaders are “visionary leaders who seek to appeal to their followers’ better nature and move them toward higher and more universal needs and purposes” (Burns, 2006, as cited in Khan et al., 2016, p. 3). Does the CET sector’s leadership contribute effectively towards organisational change management? This is one of the four questions that this study investigated.

Bass and Riggio (2006) argued that transformational leadership has rapidly become the approach of choice for much of the research and application of leadership theory. They further stated that transformational leadership provides a better fit for leading today’s complex work groups and organisations, where followers not only seek an inspirational leader to help guide them through an uncertain environment but where followers also want to be challenged and to feel empowered, if they are to be loyal, high performers. Bass (1997, as cited in Bass & Riggio, 2006) noted that transformational leadership can be found in all parts of the globe and all forms of organisations. Furthermore, Burns (1978, cited in Bass & Riggio, 2006) maintained that authentic transformational leadership has an impact on all cultures and organisations because its leaders have goals that transcend their own self-interests and work towards the followers’ common good.

“Transformational leaders behave in ways to achieve superior results by employing one or more of the Four Is”, as discussed below (Bass & Riggio, 2006, pp. 6-7). In this study research question two sought to analyse contributions made by leadership within CET colleges.

1. Idealised Influence (II)

Transformational leaders behave in ways that result in them being role models for their followers. This concept perceives leadership as charismatic, and followers seek to identify with the leaders and emulate them. These leaders are admired, respected, and trusted. Thus, there are two aspects to idealised influence 1) the leader’s behaviour and 2) the elements attributed to the leader by followers and other associates. It is further argued that these leaders are willing to take risks and are consistent rather than arbitrary. They can be counted on to do the right thing, demonstrating high ethical and moral conduct. They are said to avoid power for personal gain and only use power when needed. In this study, a questionnaire was used to establish whether CET college leaders exhibit these characteristics and how they use them to manage or navigate the organisational change.

2. Inspirational Motivation (IM)

These leaders inspire and motivate those around them by challenging and persuading them, providing meaning and understanding to their followers' work. Team spirit is aroused, and enthusiasm and optimism are displayed. They articulate a compelling vision of the future and followers want to meet and demonstrate commitment to goals and shared vision. The leaders create communicated expectations that followers want to meet and demonstrate commitment to goals and shared vision. These behaviours were examined through use of the questionnaire and observations in the meetings, and answered the research question on measurement of organisational change and college effectiveness.

3. Intellectual Stimulation (IS)

Leadership is intellectually stimulating, expanding the followers' use of their abilities and creativity by questioning assumptions, reframing problems, and approaching old situations in new ways. New ideas and creative problem solutions are solicited from followers and they are encouraged to try new approaches. Their ideas are not criticised because they differ from the leader's ideas. The leader gets others to look at problems from many different angles. This was explored by analysing documents such as minutes of meetings to explore how followers are encouraged to make suggestions and through observations and questionnaires. This was crucial for exploring and understanding the interdependence of the different parts of the CET college.

4. Individualised Consideration (IC)

Transformational leaders pay special attention to each follower's needs, supporting the follower, mentoring and coaching. Followers and colleagues are developed to successively higher potential where new opportunities are created with a supportive climate. Interactions with followers are personalised and the leader spends time teaching and coaching. The extent to which this happened in the case studies was established by analysing assignments given to subordinates. Utilising this framework, this study examined executive leaders' practices and actions in the community colleges system. Leaders operate in the realm of bewildering uncertainty and staggering complexity and today's problems are rarely simple and clear-cut (Reed, 2006). Success in the current environments necessitates different skills sets and different ways of thinking. I believe that today's leaders at all levels could enhance their leadership role through understanding and using this framework. If not well considered, today's solutions become tomorrow's problems. It is for this reason transformational leadership was the most suitable theory.

Bass and Riggio (2006) mentioned that each of the above concepts can be measured with the Multifactor Leadership Questionnaire (MLQ). The full methodology is discussed in detail in Chapter 5. This study sought to understand how organisational change is managed in CET colleges and how its elements are

interrelated and influencing each other. As the transformational leadership theory would not fully explain the central aspects of this study, systems theory was adopted to complement the transformational leadership theory as it influences how we understand and change organisations. The next section of this chapter will explore the systems theory and the links between the two theories.

3.2.2 Exploration of System Theory as Part of the Organisational Theory

Systems theory was chosen as most suitable to complement transformational leadership theory for this study. Systems theory is one of the dominant organisational theories, its emphasis is on the interrelatedness of parts of an organisation. It interlinks with transformational leadership because it encourages leaders to use continuous improvement, organisational learning and feedback loops.

Ackoff (2006) and Collins (2005) both agreed that the systems approach to the study of organisations came to the fore in the 1950s and it has been debated regularly since then. They both further emphasised that the key to systems theory is holism. Systems theory looks at the whole organisation and its goal is to describe how organisations work and how they pursue multiple ways of accomplishing various goals. Ludwig von Bertalanffy proposed this view in his book of general systems theory, which investigated the components of the phenomenon, the interaction between the components and the relationship of the components to the larger environment. It was developed in the physical sciences, but it has been extended to other areas. Systems theory has greatly influenced how we understand and change organisations.

This study's focus was on the role of leadership in organisational change management. The two concepts (leadership and organisational change) were discussed in the Literature Review, hence systems theory is located in organisational theory. Organisational theory is defined as a study of how organisations function and how they affect and are affected by the environment in which they operate. It has three components: organisational structure, organisational design and change, and organisational culture—as graphically presented below.

In an attempt to answer one of the research questions on 'how CET leadership manage and contribute to organisational change', the focus is on the organisational design and change, which is the focus of the systems theory. Organisational change is how managers select and manage aspects of structure and culture so that an organisation can control the activities necessary to achieve goals. This component is relevant as it responds to the research questions that this study attempted to answer, that is, of how the organisational change is managed within the CET college context.

To shed light on this approach, it is crucial to explain what a 'system' is. Weinberg (1975) has argued

that a 'system' is a way of looking at the world. Weinberg's definition of a system simply means that people view things differently, therefore, in so doing they use their own experiences and own frame of reference. This means that human beings tend to impose rationales in an attempt to explain phenomena surrounding them. They can either use the mechanistic/scientific view or a systems view, depending on their experiences or frame of reference. A system can either be closed or open, but most approaches treat organisations as open systems, meaning that organisations interact with their environment through input, throughput, and outputs (Kozirovsky, 2017). Other authors, like Ackoff (1974,1999); Dean et al. (2004) and Kauffman Jr (1980) have defined a system as a collection of parts which interact with each other to function. This means that each part of the system must work together to achieve its organisational goals. A change in one part of the organisation will have an impact on the rest of the organisation. This study sought to analyse the interdependence of various parts of the CET college as an open system.

From the above definitions of a system, and the different elements and their classifications, Ackoff (1981) contended that the elements of the set have three properties:

1. The properties or behaviour of each of the set has an effect on the properties or behaviour of the set taken as a whole. For example, every organ in a human's or animal's body affects its overall performance.
2. The properties and behaviour of each element and how they affect the whole depend on the properties and behaviour of at least one other element in the set. Therefore, no part has an independent effect on the whole, and each is affected by at least one other part. For example, the behaviour of the heart and its effect on the body depend on the lungs.
3. Every possible subgroup of elements in the set has the first two properties; each has a non-independent effect on the whole. Therefore, the whole cannot be deconstructed into independent subjects. A system cannot be subdivided into independent subsystems. For example, all subsystems in an animal or human body—such as the nervous, respiratory, digestive and motor subsystems—interact, affecting the performance of the whole.

The conclusion derived from the above is that a system is always more than the sum of its parts and that a system also forms part of a larger whole or system. Checkland and Scholes (1999) added another dynamic to the definition of a system, the idea of a system's survival. They stated that a system should survive in the environment and this is possible only if the system has communication and control processes to adapt to changes in the environment. The world is constantly changing and for any system to survive the system must have the ability to cope with that kind of change.

3.3 Exploring the Different Concepts of the Systems Theory

The systems theory has three interrelated concepts which have different significance. These concepts are system within a system, systems thinking and soft systems methodology. In this research study I adopted the systems theory with all three concepts because of its holistic view and concentration on interactions between different parts of the problem. This study sought to analyse the interdependence of various parts of the CET college as an open system. Below is an explanation of the chosen theory and concepts and all three concepts are discussed.

Systems Theory Concepts

The first concept is systems within systems, for example this study was focused on CET colleges as a system within the broader education system. Within these systems there are also levels of systems within the organisations, as was clarified in the CET colleges' organogram's conceptualisation chapter. These levels within the system can be strategic, tactical, or operational. These systems work to impose constraints and give directives to the level below and will receive feedback. This study adopted an open system approach because it studied CET colleges as an open system. This means all three elements were then covered in this study as it analysed their interdependence and measured the effectiveness of the CET college elements' system. The leader's role in an open system involves monitoring inputs, throughputs, output, and feedback loops and making changes where necessary to increase organisational effectiveness or goal achievement. This was one reason for including systems theory to complement the leadership theory. My focus in this study was leadership, but the systems theory enabled me to understand how leadership operates in the organisation to achieve organisational effectiveness.

An open system consists of three essential elements with permeable boundaries, meaning information can flow both in and out (Checkland, 1981) and this is similar to the view in Ackoff (1971). Ackoff (1971) and Checkland (1981) both elaborated and identified three elements, as graphically depicted below:

Figure 10

Essential Elements of an Open System



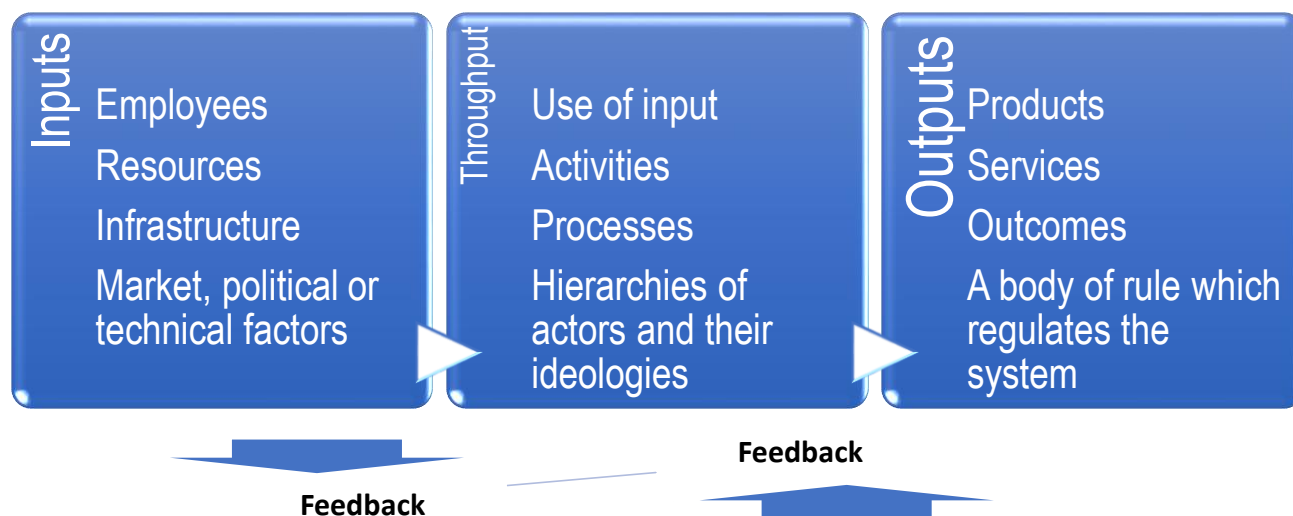


Figure 10, above, highlights the three key elements within the first concept of the systems theory. This study was used to understand community college as part of the education system and understand these elements' interdependence. In this study the input related to how the organisation managed and controlled the resources and was catered for by using transformational leadership as the lens to analyse leadership. The throughput was about systems management which is where, in this study, the systems theory came into play. The output was about the measurement and effectiveness of the first two elements.

Included in system within system are the feedback loops and the environment. Churchman (1968) and Ackoff (1971) defined a system's environment as that part that is outside the system but where any change can produce a change in the state of the system. These two definitions confirm that the environment determines in part how a system performs.

Feedback loops are also an important feature of an open system because they provide information to the organisation by connecting them to inputs. They are a means of confirming success or signalling that corrections to the system need to be made. For example, negative feedback from adult learners indicates a problem that should be corrected, whereas the positive feedback can indicate an output that has worked well.

Studies, as indicated in my literature review, have highlighted some of the systems theory elements and their recommendations reflect the systems approach to management and helped justify the choice of this theoretical framework. I use financial resources as an example of how this worked within this study. At an input level, financial resources mean availability or non-availability. This study covered the first research question which sought to understand the management of change and contribution by leadership

in CET colleges. At throughput level, the financial resources were then transformed to become either the usage or under-usage. In this study the usage or underusage at this level is covered by research question two during the analysis of contributions made by leadership, the ability of the organisation to respond using the systems thinking to transform the input. The last element, which is output, the financial resources, will be the measurement of the usage and this is covered by the last research question, which seeks to investigate the effectiveness of both input and output. The output is then released into the environment for feedback, further explaining the CET colleges' effectiveness as covered by the last research question.

The second concept is systems thinking. This refers to an approach to solving problems by viewing them as parts of an overall system. Systems thinking helps an individual to view systems from a broad perspective rather than seeing specific events in the system. This view can assist in identifying the underlying causes of issues in an organisation being studied. Collins (2005) has stated that systems thinking has had a profound influence on the analysis of organisations and continues to exert considerable influence on the study of organisational change. The systems thinking is said to encapsulate a minimum set of assumptions and these are:

1. Interdependency

Organisations are in a dynamic interconnected relationship with their environment. Subparts within the system are interconnected subsystems and therefore change in one part of the system directly influences the other parts. Collins (2005) concurs and emphasises that a considerable part of any organisation's success is based on the extent to which these subsystems are able to work together. This means that every part of the system must work together to achieve its organisational goals and that a change in one part of the organisation will impact the organisation. Education as a system has different parts in the form of DBE as well as DHET and these departments have further subparts. An understanding of these parts and subparts and their interdependence is the question that this study sought to answer.

Kozirovsky (2017) further claimed that by tracing the various interdependencies and differentiation within systems, it is then that a fuller understanding of the operation of the system and its relation to its wider environment can be ascertained. Kauffman Jr (1980) provided an interesting example, saying that dividing a cow in half does not give you two smaller cows. Relating this example to an organisation, it simply means that all departments and people are interdependent. The aim should be to maximise their contribution to the organisation's performance as a whole, not the different departments, as this will not necessarily improve the whole organisation.

2. Open System

Kozirovsky (2017) noted that a system can either be closed or open but most approaches treat the organisation as an open system. This means that organisations are said to be open to their environments and it is essential for the system's health to continuously scan the environment because the environment is unpredictable. An open system consists of three essential elements with permeable boundaries, meaning information can flow both in and out. These have been presented above and linkage to this study explained. This paves the way for the feedback element, because if the system is closed there will be no option of receiving and giving feedback.

3. Holism

A system should be viewed not as a collection of separate pieces; therefore, a system is greater than the sum of its parts. The parts are interdependent and should interact through mutual feedback processes. For example, when one improves the performance of the part taken separately, the performance of the whole does not necessarily improve. The above narrative explains that a system is a 'whole' or is a part of a larger system. Put differently, it means its behaviour is dependent on its entire structure.

This study looked at the community college system with its all-separate pieces, hence the participants in this study were inclusive of all stakeholders (primary and secondary). The question is how they understand the interdependence of the different parts of the college to ensure effectiveness of the whole.

4. Equifinality

This means that there is no one best way to organise. All ways of organising are not equally effective. Thus, there may be no one single way to do everything. However, there are some ways that are better than others and one just cannot always know ahead of time when pursuing one's goals what those several good ways are. This relates to the type of leadership; and this study explored the extent to which transformational leadership style is used to promote views of others within the system and whether the principles of Ubuntu are evident.

5. Goals

Goals are contingent and are negotiated. Collins (2005) referred to this as common ideology. The binding ideology is like the glue that binds the physical systems together. This means it depends on what exactly the organisation is facing and where it is going, and these ideologies may be adapted and negotiated. It

is for this reason that one of the questions is how leadership is managing and contributing towards organisational change. It is here that this study gathers how leadership uses goals to bind the system and what effect that has on its effectiveness.

6. Feedback

In the system process both negative and positive feedback are important. Negative feedback seeks to correct to reduce deviations in the systems process and to re-establish a steady course back in the systems goals' direction. On the other hand, positive feedback changes or grows the system in desired ways that amplify and enhance the system's current process. Therefore, feedback is a dynamic process where pieces of the whole system are all connected.

7. Entropy

Systems tend to run down, deteriorate, and move towards disorganisation. Therefore, it is important to maintain balance, energy, resources, and information coming into the system to help it reach its equilibrium or balance. This relates to the question of how leadership is contributing to organisational change and investigating the measurement of organisational change and its effectiveness. If their contributions are not measured, then the whole system will deteriorate—this has linkage to the feedback loop, as discussed above.

Systems thinking as a concept in the systems theory is very useful for dealing with complex problems. This study used systems thinking as the major tool of systems analysis. Systems thinking has no single accepted definition. Shaked and Schechter's (2013) definition understands systems thinking as a holistic framework that views all the parts of a system in the context of, and with the other parts, emphasising the influence of the system's parts on one another and on the entire system. This definition is consistent with Gharajedaghi (2006) and Senge's (2006) definitions. Senge (2006), in his book *The Fifth Discipline: The Art and Practice of Learning Organisation*, defined systems thinking as a discipline for seeing wholes, a framework for seeing interrelationships rather than things, for seeing patterns of change rather than static 'snapshots'.

Furthermore, Gharajedaghi (2006) defined systems thinking as the art of simplifying complexity. He claimed that it is about seeing through chaos, managing interdependence, and understanding choice. Regardless of there being no single definition, what is common amongst these definitions is that systems thinking is a holistic framework that views all components or parts of a system in the context of and with other parts, with emphasis on the influence and/or impact that each part has on other parts and the entire system. Goede (2004) stated that the whole has emergent properties that cannot be found in any of the

parts and some processes and structures glue the whole system together and these are studied through inputs, outputs, and a transformations approach.

Consistent with systems philosophy, systems thinking concerns an understanding of a system by examining the linkages and interactions between the elements that comprise the whole of the system. This therefore means that in practice systems thinking encourages exploration of interrelationships (context and connections), perspectives (each actor has their unique perception of the situation) and boundaries (agreeing on scope, scale and what might constitute an improvement), and is particularly useful for addressing complex and messy or wicked problems as referred to by different authors. Senge (2006) and Checkland (1981) have described wicked problems as characterised by the following elements: interlinked issues cutting across the usual silos, multiple agencies, different views on the problem and potential solutions, conflict over desired outcomes or means to achieve them and power relations making change difficult, and uncertainty about the possible effects of action. This study sought to investigate the interdependence of the different parts of the CET college, identifying the different links and agencies involved in dealing with change management processes.

Collins (2005) identified critiques of open systems thinking as the status of systems thinking. He mentioned that different claims represent different levels of application for systems thinking. For example, at the general theory level, it represents a key method for understanding all systems across the range of academic disciplines. On the other hand, as an explanatory device, the claims of systems thinking are somewhat less ambitious. I adopted the first notion for this study, that systems theory is a key method for understanding all systems across various disciplines. Another critique by Collins (2005) is that of the nature of the systems boundary; he contended that stress is on factors and influences internal to the organisation. This notion makes the system enforce itself on members of the organisation rather than being something which people have room to interpret, debate and dispute. In other words, this is the privileging of structure over action. It seems that it is the system, not people, which do things. And lastly, Collins (2005) further asserted that the treatment of conflict is neglected in the theory.

As part of this study these shortfalls in the systems thinking theory were noted. These were addressed by the data collection instruments and the variety of participants that were covered and from which data and evidence was generated. In this study, all key and relevant stakeholders were represented. This study sought to analyse the interdependence of the different parts of the CET colleges as understood by the various stakeholders.

The third and last concept is the soft systems methodology that Peter Checkland developed in 1995. It is used for analysis and design in areas of social concern by activating a learning cycle. Goede (2004)

reported that soft systems methodology was developed to help managers make sense of difficult undefined problems in their environment. He further explained that the aim is to assist decision-making in any problem situation, meaning that soft systems model human thought. This is presented further in the Methodology chapter.

The two theories have been discussed in detail and the next section of this chapter will look at the interface of these and the benefits to this research study. This is part of the rationale of why the two theories were adopted for this study.

3.4 Interface between Transformational Leadership and Systems Theory

It is critical to understand that systems thinking is important for everyone in an organisation to understand and be able to apply, but it is particularly important to leaders. When the understanding of the concept of systems theory is established, those involved can better associate one idea with another and see the organisation in its entirety and contribute to the optimisation of the whole, using systems thinking and soft system methodology.

For organisations to be led effectively, leaders must think about relationships between and among departments instead of thinking about them as independent components. Senge (2006) claimed that leaders are responsible for building organisations which encourage individuals to expand their capabilities, clarify their vision, and build mental shared models. For him, that new mental model is systems thinking. These are the same as the behaviours of transformational leaders as discussed above. Senge's claims are similar to those that were made by Ackoff (1971) where he mentioned that the organisations serve the purposes of both its parts and the systems of which it is a part. Each person has a purpose, and the people working together have a purpose. He suggested that an organisation conceived on the systems models serves both its employees and the systems of which it is a part. Therefore, an organisation would be sensitive to members' purpose, encouraging and facilitating their development through a transformational leader. Thus, systems must consider the individual participants' purpose and well-being, so that they are motivated and equipped to contribute where they are.

Ackoff's (1971) idea of shared purpose and shared ownership means that systems depend on democratic or participatory structures; the implication of this is that leaders must give up control and make decision-making decentralised. In so doing, this will affect what Ackoff mentioned earlier about facilitating the development and encouraging stakeholders and empowering employees to participate in meaningful decision-making and the selection of both the ends and the means relevant to them. Senge (2006) concurred with Ackoff on the decentralisation of leadership's role in order to enhance the capacity of all

to work productively towards a common goal. This is also in line with the transformational leadership behaviour – the ‘Four Is’ (idealised influence, inspirational motivation, intellectual stimulation and individualised consideration). In other words, systems represent synergy, meaning employees and the organisation form a synergy through which each can accomplish things that neither could accomplish on its own. Senge (2006) put this differently and said systems thinking teaches one how to see things. He argued that when members have what he calls “I am the position” model, their identity is tied up in their individual role, title, perks and powers and this gets in the way of thinking of the entire system and its unifying purpose.

Systems are also said to be able to change and adapt and therefore change requires openness. Change must occur in unpredictable ways resulting temporarily in system instability and disequilibrium; members must learn how to trust each other as a unit. Change is inherent in organisations and leaders must create and then trust systems that respond to change in productive ways. This is what Senge (2006) called a learning organisation. He asserted that organisations need to discover how to tap people’s commitment and capacity to learn at all levels. On the other hand, transformational leaders are also expected to stimulate interest among colleagues and followers and motivate them to look beyond their interests towards what will benefit the group.

Organisational change cannot take place without an appropriate leadership. As explained earlier, many types of changes can be made by leaders. Some types are more difficult than others and other members of the organisation can initiate change or contribute to its success. Leaders are the starters and motivators of change. Organisation scholars have been interested in determining how the approach used to implement change affects their effort’s success. The outcome will likely depend in part on what is changed, how and when the change is implemented, who participates in the process, and how much influence each participant has. This means that the outcomes for a change can be judged in different ways, including commitment of people to the change, successful implementation of the change, and the extent to which the change results in the desired benefits and avoids negative consequences. It therefore becomes crucial that before initiating major changes, leaders need to be clear about the nature of the problem and the objectives to be achieved. This correlates with the research question around leadership and how they manage and contribute to organisational change using systems theory concepts.

An incorrect diagnosis or an inappropriate change programme will not provide the desired benefits. It is said that change programmes often fail to solve organisational problems and sometimes make them worse. The benefits obtained from changes made in one part of the organisation often fail to improve the organisation’s overall performance. They may cause new problems for other subunits, hence the

importance of systems thinking that emphasises a holistic view of the organisation and the proposed changes. This means that understanding the reasons for a problem and how to deal with it requires a good understanding of the complex relationships and systems dynamics that occur in organisations (Gharajedaghi, 2006; Senge, 2006). Knowledge of systems dynamics helps identify the nature of a problem and anticipate the likely effects of changes made to resolve it. Systems dynamics involve complex relationships, multiple causes and outcomes, delayed effects, and cyclical causality. Problems have multiple causes, which may include actions taken earlier to solve other problems. If the diagnosis only identifies one of several problems, the changes may fail to achieve the desired outcome.

In large systems such as colleges, actions have multiple outcomes, including unintended side effects. A change in one part of a system will eventually affect other parts, and reactions to the change may cancel out the effects. Changes that have delayed effects tend to obscure the real nature of the relationship. Sometimes actions that appear to offer quick relief may make things worse in the long run. In contrast, the best solution may offer no immediate benefits, but the delayed benefits are substantial. Therefore, a leader who is impatient for quick results may keep repeating inappropriate remedies, rather than pursuing better remedies that require patience and short-term sacrifice.

Understanding the complex interdependencies among organisational processes and the implications of efforts to make changes requires cognitive skills and “systems thinking” (Senge, 2006). When making decisions or diagnosing the cause of problems, it is essential to understand how the different parts of the organisation are interrelated. Even when the immediate objective is to deal with one type of challenge, such as improving efficiency, leaders need to consider the likely consequences for other performance determinants and the possibility that delayed effects will nullify any immediate benefits.

Major changes suggested by lower levels may be resisted by top managers who are strongly committed to traditional approaches and do not understand that the old ways of doing things are no longer appropriate. This means that an organisation’s major transformation often requires the replacement of top management by new leaders with a mandate for radical change or who have transformational leadership qualities.

The essential role of top management in implementing change is to formulate an integrating vision and general strategy, build a coalition of supporters who endorse the strategy, then guide and coordinate the process by which the strategy will be implemented. Complex changes usually involve experimentation and learning because it is impossible to anticipate all the problems or to prepare detailed plans for how to carry out all aspects of the change. Instead of specifying detailed guidelines for change at organisation levels, it is much better to encourage middle and lower-level managers to transform their own units

consistently with the vision and strategy. Top management should provide encouragement, support, and necessary resources to facilitate change, but should not try to dictate the details of how to do it. This is what a transformational manager is supposed to do and is in line with the previous discussion on the 'Four Is'.

It is clear from the above that successful implementation of change in organisations requires a wide range of leadership behaviours. Some of the behaviours involve political and administrative aspects, and others involve motivating, supporting, and guiding people. Even the people who initially endorse a change will need support and assistance to sustain their enthusiasm and optimism as the inevitable difficulties and setbacks occur.

The following diagram reflects the three concepts as discussed in Chapter 2, showing how the two theories interface with these concepts.

Figure 11

Interface of Three Concepts to Theories



3.5 Chapter Summary

This chapter has presented the two theories adopted in this study: leadership and organisational change, and the rationale for the choice. Firstly, transformational leadership theory with four concepts was presented as follows. Idealised Influence (II)—this concept perceives leadership as charismatic, and followers seek to identify with the leader and emulate him or her. Inspirational Motivation (IM)—these leaders inspire followers with challenge and persuasion, providing meaning and understanding. They articulate a compelling vision of the future and followers want to meet and demonstrate commitment to goals and shared vision. Intellectual Stimulation (IS)—leadership is intellectually stimulating, expanding the followers' use of their abilities. These are new ideas and creative problem solutions and the leader gets followers to look at problems from many different angles. Individualised Consideration (IC)—followers and colleagues are developed to successively higher potential opportunities which are created in a supportive climate. Interactions with followers are personalised and the leader spends time teaching and coaching.

Systems theory was presented as complementing the transformational leadership theory. The systems theory concepts and how these fit into the organisational theory were presented. These concepts are **system within a system**, that comes with the three elements—input, throughput and output—and also the environment and feedback loop. The other concept was **systems thinking** which was explained as a framework for seeing interrelationships rather than things, for seeing patterns of change rather than static 'snapshots'. This has seven elements as discussed. The last concept was soft systems

methodology which helps managers make sense of difficult undefined problems in their environment. The soft system methodology aims to assist decision-making in any problem situation. This last concept will be covered in the next chapter.

Often, leadership decisions cause many complex and unforeseen reactions. Therefore, systems theory accepts an ability to understand interactions and relationships in complex, dynamic systems that leaders are surrounded by and embedded in (Senge, 2006). Systems theory further encourages leaders to use such concepts as continuous incremental improvement, organisational learning, and feedback loops. Ackoff (1998) stated that a transformational leader must understand a system's nature and how transformation of a system differs from a transition. He further argued that a system is transformed when the type of system is thought to be changed; therefore, a transformational leader can produce, or encourage and facilitate the production of a mobilising vision of a transformed system. Equally important is that the leader must be able to inspire and organise or have organised an effective pursuit of that vision and maintain it even when sacrifices are required. Hence, Briggs et al. (2012) has argued that systems theory is suited to explain leadership practices and actions in a certain school or university.

Visionary and courageous leaders are needed to: challenge the prevailing paradigm; sacrifice personal and organisational interests for systemic benefits; enhance inter-organisational collaboration; and advocate for change. People in leadership roles need not be traditional heroic, charismatic individuals; leadership can and should be distributed throughout organisations over time. Workers at all levels of the system can be transformational leaders by challenging basic assumptions about how education is delivered; mobilising around a shared vision of equity and efficiency; and elevating the values, vision, mission, and morals of all stakeholders. An organisational culture that embraces such leadership is critical. Using multiple methods, this study aimed to establish how leadership is distributed and how this contributes to the effectiveness of the change management in the two CET colleges.

Given the above explanation and understanding of the transformational leadership and systems theories, it is clear that leaders in organisations may benefit from understanding and applying the systems approach to transform the organisations. This will give them a better understanding of how the different parts of the organisation connect and interrelate. The understanding will result in applying necessary skills that will contribute to the optimisation of the whole. Organisations are effective if they are led effectively, therefore leaders must think about relationships between and among departments instead of thinking about them as independent components.

The next chapter is a descriptive presentation of the research methodology including the soft system methodology mentioned in this chapter. It presents the research paradigm and design, and the research methodology to maintain trustworthiness as they impact the processes and outcomes of this research.

Chapter 4

Research Design and Methodology

This chapter explains the different choices concerning research design and methodology, including the research phases, data collection and management, research philosophy as well as research approach. It further discusses in detail how the design and methodology uphold the principles and quality criteria and explains changes to the original research design.

4.1 Introduction and Background

The focus of this research was on the community colleges as a new model of adult education and the primary research question for this study was: *How do various stakeholders understand the interdependence of the different parts of CET college leadership in the organisational change?* The purpose was to get a fuller understanding of how change is managed in the CET college sector using two of the nine sites as areas of data generation. This research study was based on the qualitative case study research paradigm and the application of evidence or data triangulation with some quantitative measures being used to support the qualitative approach. The findings from this study may inform future policy and practice and could be useful in recommending a preferred leadership style and change management framework that may inform initiatives for successful implementation of CET colleges as proposed by the policy.

The purpose of this chapter is to provide an overview of the basic research design, sampling issues, the construction of the measuring instruments, the process of data collection design, and the techniques used to analyse and interpret data. It will also explain ethical issues and provide a discussion of the relationship between philosophy, methodology and practice according to the structure discussed in Chapter 1.

The data generation largely occurred during the year 2020, which was a year that defined a 'new normal' not only in South Africa but globally. This has forced everyone to explore different ways of doing things and the transition has not been easy, especially for me as the researcher. At the time when my research proposal was finalised and before the approval of the ethical clearance, the COVID-19 pandemic had not struck the world. Respectful and mindful of the fact that conducting research must be sustained albeit within the COVID-19 restrictions, the university issued guidelines to minimise the human interaction, noting the risk of transmission amongst researchers, participants, and community members. This resulted in my initial plan being altered. This, however, did not affect the quality of data collected and details on

how the COVID-19 contributed to the data quality will be elaborated upon as I discuss how each instrument was used in the next sections in this chapter.

4.2 Research Paradigm

Research paradigm is a dimension that informs the research process, and it is explained differently by different authors. For instance, Cohen et al. (2018) talk of qualitative and quantitative paradigms. I adopted the explanation by Bertram and Christiansen (2020) because I found it easy to understand and it suited the context of this study although they argue that it is not widely and uniformly accepted. They stated that a research paradigm

represents a particular worldview that informs what is acceptable to research and how research should be done—a particular paradigm determines certain choices including what kind of research questions are asked; what can be observed and investigated; how to collect or generate data and how to interpret the findings. (Bertram & Christiansen, 2020, p. 24)

Bourke (2014) has argued that the questions about research process are reflective of the researcher's beliefs and they have listed three of these beliefs as the ontology, the epistemology and the methodology. Cohen et al. (2018) have identified axiology as a fourth belief. A description of each of these beliefs is briefly explained below.

Ontology concerns our “beliefs about reality and what the truth is” (Bertram & Christiansen, 2020, p. 25). It is the nature of reality and what there is to know about the world, which will depend on how the researcher views the world as existing independently of human conceptions or whether the world is a product of individual consciousness shaped by context and morals. Epistemology is how “we come to know these multiple realities” (Cohen et al., 2018, p. 33) and what is the relationship between the researcher and that which is researched. Methodology is how knowledge is discovered or how the researcher goes about studying what they believe can be known. Lastly, axiology refers to “the principles and meanings in conducting research, and the ethics that govern these” (Cohen et al., 2018, p. 33).

There are three key paradigms, namely the postpositivism, the interpretive and the critical paradigm; these paradigms are said to “influence the way we do research” (Bertram & Christiansen, 2020, p. 26). The ontology of postpositivism believes that even the “best researcher can have more or less warranted conjectures about the world and hence bias is inevitable” (Bertram & Christiansen, 2020, p. 27). It assumes the scientific method in doing research and it relies on systematic observation, measuring and drawing conclusions in order to test a particular hypothesis and develop general theories. In a critical paradigm, researchers believe that the world is characterised by unequal power relations. These

researchers aim to unpack the structural, historical and political aspects of reality (Bertram & Christiansen, 2020). This paradigm prefers to use dialectic methods to expose hidden power relations and instigate change. Lastly, the interpretivism paradigm holds the belief that “there is not a single reality or truth about the social world and thus uses ideographic methodologies as these focus in-depth on a particular case in order to describe and understand it in detail”(Bertram & Christiansen, 2020, p. 31).

This study was located within an interpretivism paradigm and had an epistemological view of knowledge as a social construction, based on subjective beliefs that people have about the world they live in. The epistemological assumptions of the interpretive paradigm were relevant to this study in that I did not aim to predict what the people would do, but rather sought understanding of and to make sense of their worlds, and how they make meaning of their actions, meaning that the communal process was informed by the participants (Creswell, 2014). This study aimed to give a fuller understanding of how various stakeholders understand the interdependence of the different parts of CET college leadership in the organisational change. The next section will look at research design and explain the rationale and suitability to the interpretive paradigm used in this study.

4.3 Research Design

Research design is “a master plan specifying the methods and procedures for collection and analysing the needed information” (Pandey & Pandey, 2015, p. 18). In this research study I chose to use case study design. This was the most favoured research design for this study because it is “a systematic and in-depth investigation of a particular instance in its context to generate knowledge” (Rule & John, 2011, p. 4). Systematic design assumes that reality is subjective and is formed from the experiences of life of individuals in social situations (Briggs et al., 2012). This allowed me to view the two CET colleges in their completeness and from many angles. The other reason was that case studies are “a style of research that is often used by researchers in the interpretivist paradigm” (Bertram & Christiansen, 2020, p. 49).

There are a number of critics of the case study design and the most common concern is that generalisation is not always possible. Bell (2010) posited that if case studies are carried out systematically and critically, if they are aimed at the improvement of education, if they are relatable, and if by publication of the findings they extend the boundaries of existing knowledge, then they are valid forms of educational research. This was noted in this study and the study was carried out systematically and critically, as will be explained in the section that provides details on Data Collection and Management. The findings of this research study may extend existing knowledge about leadership roles in organisational change management in adult education as a sector.

Rule and John (2011) identified four elements to understand case study research. These are: the unit (the case that is being studied), the process (following a number of steps—a method of studying the case); a product (for this study this will be the final thesis); and genre (particular type of text). In this study the case was the community college and the unit of analysis was the perceptions of stakeholders in relation to leadership and management of the community college. Bhattacharjee (2012) defined unit of analysis as a person, collective or object that is the target of the investigation.

Case studies are said to use a combination of both quantitative and qualitative data. This research study was largely qualitative in nature with some quantitative measures for the collection of empirical evidence to support the underlying constructs and research questions posed within the study. Yin (2014) noted that the case study “relies on multiple sources of evidence, with data needing to converge in a triangulation fashion” (p. 17). The next section will elaborate on the methodology and instruments used in this study.

Yin (2014) categorised case studies into exploratory, descriptive and explanatory. This research study followed an exploratory case study design, as the purpose was to explore the ‘what, how and why’ of the leadership on organisational change management. Yin (2013) explained that exploratory case studies are focused on a phenomenon that has not been studied to illustrate the phenomenon and lay a foundation for further studies. Chapter 1 alluded to the fact that I am not aware of studies that have looked at the leadership of organisational change management within the adult education sector—suggesting that this is a phenomenon that has not been widely studied. Therefore, an exploratory case study design was the most suitable for this study to explore the relationship between leadership and organisational change and suggest further studies.

4.4 Research Methodology

The research methodology is defined by Bertram and Christiansen (2020) as how the researcher approaches obtaining knowledge about the world. This process starts from the theoretical underpinning of the study to the collection and analysis of the data. It is also dependent on the researcher’s views and how they decide to explain or describe the phenomena. The research study is a qualitative case study research with some quantitative measure and it is rooted in an interpretive paradigm and has adopted ideographic methodologies which are said to “focus in-depth on a particular case in order to describe that understand it in detail” (Bertram and Christiansen, 2020, p. 31). This methodology was chosen to understand aspects of leadership and organisational change management in in-depth ways.

The research process followed three phases. The first phase consisted of contextualising the community college model, followed by literature review and then the empirical study phase. To ensure that the research study meets the requirements of the selected research design, I will now provide a brief overview of the research phases that were followed throughout the research study.

Phase 1: Contextualising the study

This phase consisted of two steps.

Step 1: This involved collecting secondary information from the policies, minutes of the task team and reports that were significant for locating the policy and the context of the community college model. This was done to improve and demonstrate the knowledge and understanding of the adult education and community education sector. It also assisted in gaining insight and identifying sources of data, definition, patterns, ideas, theories, best practices, approaches, trends, changes in the sector and change management frameworks, processes and other related information that would enable the development and broaden the understanding of the community college model.

Step 2: This step involved visiting the three pilot sites in KZN. The aim of the visits was to understand how community learning centres are organised under the new model of community college. The details of this visit will be further elaborated under section 5.5 on Instrumentation.

Phase 2: Literature Review and Conceptual Framework

This phase involved accessing previous, relevant and most recent research studies. It further included different steps in terms of reviewing and presenting the existing literature, arguments and gaps in the literature for the study and organising the information around three concepts of leadership; change management and organisational effectiveness as they applied to this research study. Leadership and systems theories were critically analysed in order to provide a conceptual explanation with the context of organisational change in the adult education field of study.

As alluded to above, the data collection happened during COVID-19 and some of the activities in this phase had to be done off campus. However, with the use of the offsite library it was still possible to access previous research studies and journals. The school librarian was also very helpful during this phase of my data collection with regard to accessing journals and eBooks through the inter-library system for the readings that were not available in our library.

Phase 3: Empirical study

The case study was performed as the third phase of the project exploring the construct of leadership in organisational change. This phase consisted of five steps. The first step was deciding on the most appropriate research design based on my view of the world. It was followed by defining the population and selecting the sample. The third step was data collection followed by data analysis and presentation. The fifth and last step was formulation of the conclusion and recommendations.

4.5 Population of Interest and Sample Selection

This section provides a brief overview of the research population and sample approach for the purposes of clarifying the source of information that was used throughout the research study to ensure that the research study met the requirements of the research design.

4.5.1 Population of Interest

The target population for this study were the nine CET colleges in South Africa and the unit of analysis was the perceptions of stakeholders in relation to community college leadership and management. Since it would have been impossible to study all nine community colleges in South Africa, I used a sample of two colleges from this population group and these were:

- KwaZulu Natal Community College and
- Mpumalanga Community College

As previously stated, the study was within an interpretive paradigm. Bertram and Christiansen (2020) have stated that researchers within this paradigm are often concerned with collecting rich, in-depth qualitative data and this was considered when considering which colleges to choose. Below is the list and the rationale for selecting the two colleges in South Africa:

1. The two CET colleges were from two provinces that cover the smallest area but are mostly densely populated.
2. They were the two that had met 50% of the critical success factors as indicated in the National Implementation Plan.
3. They had both been affected by rationalisation. Rationalisation in the context of CET college means the merger or closure of CLCs and satellite centres due to non-viability or enrolment.
4. Both colleges had the highest numbers of CLCs as compared to other provinces.
5. The two CET colleges had a sizeable budget allocation.
6. They offered a three-programme mix (i.e., academic, vocational and skills programmes)
7. They were both spatially demarcated into urban and rural areas

8. I also knew the points of contact or entry for both colleges for ease of access and participation purposes.

I did not divide the two colleges into separate sites for comparison because the findings were similar across the cases and there was no distinguishing feature that could be found in terms of the research questions. The findings from the two colleges have helped to understand the contexts of other colleges and therefore the findings are transferable and this will further be clarified in detail in Chapters 5, 6 and 7 that deal with discussion on findings on the three concepts of systems and the phases of organisational change.

4.5.2 Sampling Techniques

Sampling involves making decisions about which people, settings, events or behaviours to include in the study. There are different techniques of sampling: random, purposive, convenience and criterion sampling. In this research study, the two colleges were selected using a combination of criterion and convenience sampling. Bertram and Christiansen (2020) have noted that criterion sampling is when a researcher picks a place that meets a certain criterion. As mentioned in the section above on the population of interest, the two CET colleges—KZN and MP—met 50% of the identified criteria of the National Implementation Plan. Convenience sampling is defined as “choosing a sample that is easy for the researcher to reach” (Bertram & Christiansen, 2020, p. 74); this is a similar view to Khotari (2004). In the rationale above it is mentioned that the researcher knew points of contact in the two colleges and therefore the use of convenience sampling was justifiable.

According to Bertram and Christiansen (2020), purposive sampling means that the researcher makes specific choices about which people, groups or objects to include in the sample. They further explained that this technique is mostly used by researchers in the interpretive paradigm who use case study. With this study being both interpretive and using case study design, this became the best sampling technique to use when selecting respondents within the two CET colleges. A sample size of 35 participants who were the total number of eligible participants from both colleges were purposefully selected because they met the objectives of the study. The participants either formed the leadership and/or management structure of the CET colleges or were internal and external stakeholders of the CET colleges, as the research analysed CET college stakeholders’ perceptions on leadership of organisational change management to ensure that the in-depth results were achieved as an output to the research questions.

Although the sampling was purposeful, participation was voluntary and details of those who voluntarily participated in the study are provided below. Only 28 of the 35 targeted participants participated; this is

80% of the intended participants. This is because at the time of collecting data some positions were no longer on the organisational structure. For example, supervisors and others assumed dual roles, for instance the principal and chairperson of the advisory committee was the same person and therefore was interviewed once but represented both roles.

National and provincial representatives were not part of the initial list of participants; this was a blind spot on my part and I realised their significance at the point of data collection. Both were identified as primary stakeholders during the interviews with the colleges' management. The national representative was the Director in charge of CET Governance and Management, and the provincial representative was the Director from the Office of the Premier in charge of all human resources development in one of the province. Their participation strengthened the data collected and made it more inclusive as it covered all stakeholders.

As mentioned previously, data collection occurred during the COVID-19 pandemic and government restrictions caused many of the participants to change their way of working. This was challenging for many and therefore the priority was on meeting their organisational goals rather than participating in a research study. The other organisational reason was that the study happened towards the end of the term of office for the governance structures and some participants were no longer available. In other instances, the data were already saturated and there was no need to pursue the participants any further. These changes did not compromise the quality of the study as 80% of the respondents participated and they were representatives of different levels and designated groups. More than one instrument was used for each category of participants and the next section details the instruments and rationale as well as the benefits of such decision.

4.6 Instrumentation and Source of Data

Bell (2010) has explained that methods are selected because they will provide the data you require to produce a complete piece of research. Rule and John (2011) have stated that case study researchers employ a variety of "data collection methods and use multiple methods in a single study" (p. 6). Furthermore Cohen et al. (2011) concur that many case studies rely on mixed methods. In this study the following five data collection techniques (documentary evidence, one-on-one interviews, observations, focus groups and questionnaires) were used to gather qualitative data because they were suitable for the purpose of the study and the key research questions.

4.6.1 Documentary Evidence

Documents were collected from all relevant stakeholders and these were from primary and secondary sources. The reason for collecting the documentary evidence was that this data provided an added advantage in terms of understanding policy and other documents that informed legislation and conceptualisation of CET colleges in South Africa as well as what was expected of the leadership in relation to the change management and the expected outcomes or objectives. This is supported by Rule and John (2011) when they recommend that in a case study research where design includes other data collection methods, document analysis is the best place to start. Similarly, in this study, documents were government / departmental reports, national surveys, publications, policy documents, virtual documents (such as websites), institutional documents (such as minutes of council, working groups) annual strategic plans (these included learner attendance, learner registration, learner performance, throughput rate, learner retention rate, staff development), performance reports by the CET colleges, and official letters.

The documents were sourced from websites and the library as well as the participants listed above. During the time of collecting the documents, the country was on Alert Levels 4 and 5—the most restrictive of all alert levels—which placed the country on full lockdown with only essential services permitted under sectors. Due to COVID-19 restrictions I was not able to go to the university library nor to have any form of interaction with people outside my household. These restrictions did not impact my data collection as the university made provisions for zero-rated access to major websites and off-campus library access. However, the COVID-19 restrictions did improve my search skills as the library had arranged online training on using the library off campus which proved very valuable throughout my research study.

Documents collected from the two colleges were limited to the documents that were held electronically by the respondents, causing a delay in transmission for those that were in hard copies, as all participants were working from home and did not have access to electronic equipment for timeous transmission of the documents. This demonstrated the importance of having both a computerised and paper filing system in place, because if this were the norm, this would not have been an issue.

The documents that I selected and analysed were based on their value and contribution in terms of meeting the research objectives and answering the research questions, while consideration was given to time constraints. It is critical to note that both external and internal criticism was considered relating to how genuine and authentic the information might be. Bell (2010) stated that while biased evidence can be very valuable, it will however need to be analysed cautiously and must be compared with evidence from other sources. This challenge was dealt with in this study by the use of multiple data collection methods. For example, official statistics and numerical data in the form of enrolment statistics,

infrastructure at centres etc. was collected from documentary evidence and interviews and focus groups were used to verify authenticity. The documents reviewed were analysed, areas to be clarified during interviews or focus groups were highlighted, and then field notes handwritten and categorised by the type of documentation reviewed. These were later typed for inclusion in the research study.

4.6.2 One-on-One Interviews

Cohen et al. (2011) have contended that the “interview is a flexible tool for data collection, enabling the ability to identify multi sensory, spoken and heard responses” (p. 409). The original plan was to conduct face-to-face interviews, but due to COVID-19 restrictions this plan had to be changed to telephonic and online platform interaction—Zoom. Zoom is a modern videotelephony communications software with an easy, reliable cloud platform for video and sound conferencing, chat and webinars. These interviews took the form of semi-structured interviews (see Appendix D for the interview schedule) because this is a method often used in the interpretive case study. According to Rule and John (2011), “semi-structured interviews would involve a set of pre-set questions which initiate the discussion, followed by further questions which arise from the discussion” (pp. 64-65).

The sample consisted of ten interviewees across the two CET colleges and one-on-one interviews were conducted. Only one interview was held face-to-face and one was held telephonically. The other eight interviews were held through Zoom (online platform) with the video on. The face-to-face and online platforms (video) ensured that there was eye contact between the interviewer and interviewee and the interviewer could observe the nonverbal cues. However, the downfall was that the intimacy was lost due to the fact that the interviewer and interviewee were not physically in the same room. The interview held telephonically lost both eye contact and the nonverbal cues, which is an important element of an interview.

Reliability of the semi-structured interview is influenced by four variables: the interviewee, the instrument, the context and the interviewer. In this research study this was enhanced by my experience in the use of the interview technique and establishment of rapport; and careful framing of an opening question was crucial. This allowed me to gain a holistic understanding of the experience that formed an important part of the study. Interviews were used to establish how the leadership understand the nature of organisational change and how they contribute and implement such change. This phase was also an opportunity to clarify ambiguous information collected from the document analysis; for example, documents mentioned the physical locations of the college and the designations of management, and this was clarified during interviews.

While conducting the interviews, the format, timing and sequence of questions changed depending on the participants and their designation, as some of the questions were not relevant. There was however, sufficient flexibility to respond to important content responses. The interview started by asking an open-ended question, thereafter a judgement was used in probing areas of interest with further open-ended questions which were designed to access the interviewee's approach to leadership and organisational change. Each interview lasted about 60 to 90 minutes. The interviews were recorded in two ways: through the online platforms as well as a voice recording device, and the responses were transcribed immediately after the interview while my memory was still fresh.

4.6.3 Observations

Observation is the first-hand data obtained at the site of the study (Bertram & Christiansen,2020). The researcher records what they see in the particular context. Khotari (2004) distinguishes between structured and unstructured observation. He mentions that structured observation is when the researcher has a checklist of what pertinent issues must be observed, and the checklist is determined before the observation. On the other hand, unstructured observation refers to observations where the researcher goes with no checklist and records what they observe on-site. Observation as a data collection method has various limitations. One limitation that was pertinent to this study related to unforeseen factors that the setting identified for the observation was not scheduled, and this resulted in other people not being accessible for direct observation, for example, with the meeting observations

For this study, observation was twofold. The first observations were conducted during the conceptual stages of the study, and this was before the lockdown and therefore it was possible to visit the three pilot sites (Vryheid, Newcastle and KwaHlabisa) in the province of KwaZulu Natal. The objective of the visits was to get an understanding of how the community learning centres are structured and to understand how community learning centres operate. Prior to the visits to the centres, authority was sought and received in the form of gatekeepers' letters, agreement was reached on the authorisation, confidentiality and my responsibility to all participants that was consistent with ethical principles of research which authorised my visit and interaction with the centres identified. Participants were advised of the purpose of my visit and notes from my observations were shared with them after the visits. Field notes from the observations were handwritten and organised by the name of the pilot visited and later typed out for the inclusion in the study.

The second observations were meant to be for one management and one council meeting per province for the purpose of understanding the issues regarding change management and how leadership is engaging with staff. The observations were to be used to verify and complement some of the other data

collection techniques. However, during the interviews it became apparent that no observations would be possible for either council or management meetings. As mentioned earlier, the collection of data coincided with the end of term for council and no council meetings were held. To ratify this shortfall in my data, I was afforded the minutes from the previous council meetings and the information was useful in understanding the deliberations that take place in these meetings. For the management meeting, the college principals indicated that they do not have management meetings, so there were none to be observed. Although meetings were not observed, this did not significantly affect the quality of the data collected as these were replaced by analysing the minutes from meetings to access information discussed. I only missed out on the engagement and interpretation of nonverbal behaviours of the participants during the meetings. The data from the first observations that were collected at the conceptualisation of this study and minutes from the council meetings were used in the analysis of this research study.

4.6.4 Focus Groups

A sample size of two focus group discussions, one per province, consisting of a total of 30 participants (15 participants from each province), was planned to be used for generating data on how their involvement and dealings with each other contribute towards organisational achievement of its objectives. Participants were divided in terms of job roles, centre managers and supervisors with 10 and 20 participants respectively. The decision to separate them according to their different roles takes into consideration recommendations by Bell (2010) and Rule and John (2011) who agreed that in focus groups the researcher must engage a group of six to twelve participants. They have noted that focus groups are useful for gaining a sense of the range and diversity of views, of whose views are dominant and marginal in the group, of resistance and dissent, and of how dialogue shifts the understanding of members in the group. The findings from document analysis and observations were used to formulate topics and questions to create or stimulate discussions for the focus groups.

The advantage of using focus groups was to observe reactions and enable exploration of surprise information and new ideas. Due to COVID-19, a new plan was devised since it was not possible to meet face-to-face for the focus group. Five centre managers across the two colleges (three in Mpumalanga and two in KZN) participated in the focus group discussions through Zoom. The reason for non-participation was due to work commitments, considering that the centre managers are not fulltime staff of the colleges. There were no focus groups for supervisors as, during the interviews with the management of the colleges, it became apparent that there were no supervisors in the college structure.

This, however, did not significantly affect the quality of data collected, but the sample size was decreased to 10 participants for the focus group discussions (five per province).

Prior to the focus group, agreement was reached on the authorisation, confidentiality and my responsibility toward all the participants that was consistent with ethical principles of research. I established with all participants whether they would have access to an online platform (Zoom). I also requested permission to create a WhatsApp group. WhatsApp is a free messaging app that lets users text, chat and share media including voice messages and video with individual or groups. This messaging platform allowed the participants and the researcher to share information about the study and we could also engage in terms of coordinating the most suitable day and time for the focus group.

The proceedings were recorded using Zoom video recording and using audio recording and this was used during the analysis to also analyse the non-verbal behaviours and gestures by participants. All this data was included in the final findings of the study.

4.6.5 Questionnaires

According to Bertram and Christiansen (2020) a questionnaire is a good data collection tool to use when you want “to collect data from a large number of people and you want responses that can yield numerical data and questions which respondents answer can either be closed-ended or open-ended questions” (p. 93). The quantitative data in this study were gathered using two standardised questionnaires modified to suit the context of this research study. The questionnaires were modified to become pen and paper and reworded and used sector-known language, for example, CET, ACET and satellites instead of organisation and company to avoid ambiguity and misinterpretation by participants. The purpose of quantitative statistics is to summarise, to compare and to make easy and precise generalisations. Two types of questionnaires were identified and used for this study and these will be elaborated on further below.

Questionnaires were administered electronically via email and/or telephonically. These two methods were ideal because of the limited number of participants. Where possible, WhatsApp calls were used because of its cost effectiveness. The use of the telephonic method helped those participants who had language challenges as I was able to offer clarity on the questions when necessary. The telephone also proved to be helpful for those participants that had no access to computers. Email was very convenient and cost effective as well because I was able to send to a wide range of stakeholders within the limited time. A total of 68 questionnaires were distributed electronically to all participants and follow up done weekly; 41 questionnaires were returned, translating to a 60% return rate.

The administration of each questionnaire took between 15 to 30 minutes. In instances where the questionnaire was administered telephonically, utterances by the participants on each of the statements were recorded and these were used in the analysis in the research study. The information was collated using an excel spreadsheet to be used for the research study.

1. The Multifactor Leadership Questionnaire (MLQ): This questionnaire is based on standardised Form 6S by Quenie Butalid and has been modified to suit the context of this study. The questionnaire used standardised measures to fit the diverse and varied responses to questions into predetermined response categories. This study used the pen-and-pencil version of this questionnaire. This is a most widely accepted but relatively new instrument to measure transformational leadership. The questionnaire has scales labelled as follows: genuine concern for others, decisiveness, determination, self- confidence, integrity, trustworthy, honest and open, empowers, develops potential, inspirational networker and promoter, accessible, approachable, clarifies boundaries, involves others in decisions and encourages critical and strategic thinking.

The questionnaire assesses the Full Range of Leadership (FRL) model as well as the concepts of transformational leadership (Bass & Riggio, 2006). The questionnaire consists of two forms; the first being the self-rating form, in which the leader rates him-/herself. The critique against self-rating is that it is prone to bias. In this case the second form was used, the rater form whereby followers rate the leader. Both these forms are highly structured with closed-ended questions, which makes it “possible to count how many answers are given in each category” (Bertram & Christiansen, 2020, p. 88). They use a 5-point rating scale, with anchors ranging from *0=not at all* to *4= frequently, if not always*.

The questionnaire was administered to 30 staff and their immediate supervisors, 13 leaders and 17 raters. The questionnaire has 21 descriptive statements and the respondents had to choose the statement that was most appropriate for them.

The MLQ was found to be both reliable and a valid instrument for assessing transformational leadership, since it assesses individual leadership traits. This instrument was not only suitable but also important for the purpose of this research study. The data collected from the scoring, feedback and norms were used not only for this research purpose but also for recommendations for training and development of those in leadership positions in the community colleges.

2. Organisational effectiveness questionnaire: This is the second type of questionnaire that was used for organisational effectiveness because this study was to measure the change management

framework and its effectiveness on CET colleges, therefore the questionnaire was used to cover this aspect of the research study. This questionnaire was based on institutional capacity assessment adapted from United Nations Institute for Training and Research and was modified to suit the context of this study. These were administered to 11 participants including learners and other key stakeholders working closely with the colleges. The learners selected were only those that were members of the council. Stakeholders were one centre managers, one educator, one ACET union office bearer, one Sector Education and Training Authority (SETA), three council members, (one KZN provincial representative, two college management, one learner representative of the Student Representative Council (SRC).

This is a mixture of the structured questionnaire which had closed-ended questions and made it easy to count how many answers were given in each of the categories. It also allowed the participant to make recommendations for improvement on each of the questions per area. The questionnaire also took the form of being semi-structured and asked for more open-ended questions for each of the four areas. Open-ended questions are defined as “questions which respondents may answer as they like—they are not given specific categories or options to choose from” (Bertram & Christiansen, 2020, p. 90).

The questionnaire had four areas, which looked at various aspects of the CET college like its long-term vision; planning and implementation; coordination and monitoring and evaluation. A 5-point ranking scale was used, indicating the degree of compliance, with anchors ranging from 1=very low to 5=full capacity, 100% compliance. Participants selected the most appropriate ranking from 1 to 5 indicating how they rated the college’s performance in terms of the four areas.

Bell (2010) emphasised that well-structured questionnaires will not present so many problems at the analysis stage. It is for the above reason that the questionnaire responses were designed in the format of list, category, ranking, scale, quantity and grid questions which are said to be the most appropriate format for analysing data stage but also had space for open questions. Responses were recorded on the Excel spreadsheet as soon as completed questionnaires were received. For the open-ended questions these were textual data but were easily converted into numerical data. The descriptive data collected in terms of recommendations were analysed for themes and added to the research study.

As listed above, the data sources ranged from learners and stakeholders as recipients and DHET officials and all those in leadership positions within the colleges, including centre managers and lecturers as they were in leadership positions and were also implementors and their understanding was both from involvement and dealings with each other. One instrument was used for each category of participants,

The table below illustrates how many times each technique was used as well as the total number of participants per technique.

Table 4

Technique and Number of Participants

| No. | Technique | How many times was this technique used | How many participated | |
|-----|-----------------------|--|-----------------------|----|
| 1 | Documentary Evidence | 02 | - | |
| 2 | Questionnaires | Organisational effectiveness | 20 | 11 |
| | | MQL | 48 | 30 |
| 3 | One-on-one-Interviews | 07 | 10 | |
| 4 | Observations | 03 | - | |
| 5 | Focus Groups | 02 | 05 | |

Below is a table classifying the correlation of data instrument with the research questions as well as data source, Table 5.

Table 5

Summary of Data Generation Instruments and Data Source

| Research Questions | Research Objectives | Data generation instruments | Data source |
|---|--|--|--|
| How do various stakeholders understand the interdependence of the different parts of CET colleges' leadership in the organisational change? | Analyse the interdependence of the different parts of the CET colleges as understood by various stakeholders. | TL Questionnaire | Principals; deputy principals; centre managers; educators |
| | | Focus groups | Centre managers |
| | | One-on-one interviews | DHET official; principals; deputy principals; CET regional managers; chairpersons of council; CET forum representative |
| How does CET college leadership manage and contribute towards organisational change? | Analyse how CET college leadership manage and contribute towards organisational change management within CET colleges in South Africa. | Documentary evidence | DHET reports; national surveys; policies; institutional documents (annual strategic plans, performance feedback reports; council minutes) and journals |
| | | One-on-one interviews | DHET officials; principals; deputy principals; CET regional managers; chairperson of council; representative of ACET forum |
| | | Organisational effectiveness questionnaire | External reps of council; learners; Education, Training and Development Practices SETA manager; union representative |
| | | Focus group | Centre managers |
| How does the management reflect the standardised criteria for CET college effectiveness? | Investigate the measurement of organisational management framework and its effectiveness on CET colleges | One-on-one interviews | DHET officials; principals; deputy principals; CET regional managers; chairpersons of council; ACET forum representative |
| | | Focus groups | Centre managers |
| | | Documentary evidence | Strategic plans; performance reports and the National Implementation Plan |
| | | Organisational effectiveness questionnaire | Chairpersons of portfolio committees; representatives. Of council; learners; ETDP SETA; union representative |

4.7 Trustworthiness

The concepts of validity and reliability have a strong hold over researchers and work well within the positivism paradigm but are understood differently in other paradigms (Bertram & Christiansen, 2020). For this reason, Guba (1988, as cited in Rule & John, 2011) has adopted the concept of trustworthiness as an alternative to reliability and validity. Guba has mentioned that the trustworthiness of qualitative studies is achieved by giving attention to the study's transferability, credibility, dependability and confirmability.

According to Bertram and Christiansen (2020), validity concerns in case studies are generally of three types:

- (a) to ensure that the data collected reflect the case
- (b) to ensure that the claims are supported by the data and not generalised beyond what the case warrants; and
- (c) when the case is instrumental, it must be carefully considered how typical the case may be, and which findings can or cannot be transferred to other cases (p. 49).

Each of these terms is discussed below and linked to this research study.

Transferability, according to Bourke (2014), is defined as the degree to which qualitative research findings can be transferred to similar situations, yielding the same findings with different respondents. Rule and John (2011) argued that transferability has emerged in qualitative research as an alternative to the generalisability or external trustworthiness of a study. This study had no intention of generalising, but the strategy used by leadership and management to facilitate and manage change may be transferred or used in other CET colleges within South Africa by providing readers with evidence that the findings of this study could be applicable to other CET colleges with similar contexts.

Credibility encompasses the extent to which the study has recorded the fullness and essence of the case reality and it is thus an alternative to internal trustworthiness (Rule & John, 2011). This refers to whether the finding of the research is believable. This study used multiple data collection as explained in detail in section 4.6 on instrumentation and source of data. The use of multiple data collection methods was to improve triangulation, ensure credibility and represent participants' reality. To ensure credibility during data collection, mechanical means were used to record data in the form of audio recording devices. I ensured that transcripts from interviews, focus groups, notes from observation and comments from questionnaires were verbatim and accurate. Word processing (dictate) was also used during the interviews, focus groups and observations.

During the site visits I was with my supervisor; notes were taken, the observation schedules were confirmed, and disagreements ironed out. This improved what Bertram and Christiansen (2020) called construct validity “the extent to which the observation or interview schedule capture what the researcher is after” (p. 206).

To ensure trustworthiness and credibility, the following precautions were taken during the data analysis:

- I engaged with the data for a long period of time, including reading and rereading, listening to all recordings repeatedly.
- After the observations, a report was sent to centre managers for their input and comments on the accuracy of the information.
- The level of detail in terms of the research methodology and the transparency is significant to ensure that this research study is credible.
- I used excerpts from the interviews and observations throughout the data presentation.

Dependability measures replicability in quantitative research and the factors that allow for findings to be repeated under different circumstances (Rule & John, 2011). Qualitative researchers use inquiry audit trails to ensure dependability in their studies (Hays & McKibben, 2021). In this study, all data collected including transcripts and my diary were kept and are available to any audit that may arise.

Confirmability: Hays and McKibben (2021) defined confirmability as the extent to which outcomes of the study address any prejudice or bias by the researcher. According to Rule and John (2011), full disclosure of the research process, including limitations, research positionality and ethical requirements helps to ensure dependability and confirmability of a case study. In this study, I maintained an open mind, conformed to all ethical requirements, and maintained records of all data analysis to confirm that the results were correctly presented. My two supervisors also ensured that there were no biases and confirmability was observed.

Research positionality: Rule and John (2011) referred to positionality as “the position of researcher in relation to the study context and participants, and how such positioning may influence the study and its overall quality” (p. 113). I have worked in the adult education sector, and I am a staff member from one university that is developing a qualification for ACET college lecturers. I am aware of the status and authority this may have on data generation. I was transparent and declared my involvement in the sector at the initial engagement with all participants to minimise the effects it may have on the study’s trustworthiness. I further encouraged participants to be honest, and I assured them that there would be no effect on their work and/or employment because all results would be confidential.

Triangulation: Triangulation is strongly advocated by authors like Bell (2010), Rule and John (2011), Yin (2014), and Cohen et al. (2018) in case study. This study used both data and method triangulation. Data triangulation, according to Cohen et al. (2018), is when data is sourced and compared from multiple sources. In this study, data triangulation involved comparing and cross-checking the consistency of data from interviews with leaders with the data from the literature review, documents and focus groups. Methodical triangulation is when either the same method is used on different occasions or different methods on the same object (Cohen et al., 2018). In this study, both qualitative and some quantitative data collection methods were used. For example, interviews and questionnaires were used for college management and leadership, focus groups and questionnaires were used for centre managers.

4.8 Data Analysis Procedures

Aspects of data collection processes were raised in the previous section and the purpose of this section is to explain how data analysis was conducted with the intention of making sense of the data and information gathered using the various instruments and techniques. Data were handled as they received as an ongoing iterative process. The advantage of preparing information in this way was that it happened while it was still fresh in my mind, so that no important aspect is left out.

Initially, the data collected was going to be analysed using computer software. Qualitative data was to be thematically analysed using ATLAS.ti. and quantitative data was going to be analysed using Statistical Programme for Social Sciences (SPSS). This plan changed because of the size of data and also, as mentioned above, the analysis was done immediately as it was collected.

Processing of data followed both the deductive data analysis technique and inductive analysis and this was done manually. The inductive process involves the researcher in “organising the data into categories and identifying patterns and relationships among the categories” (Bertram & Christiansen, 2020, p. 133). On the other hand, the deductive approach involves the use of the theoretical framework or sets of concepts to analyse the data. The conceptual framework influenced the design of the study, how the data was collected and how it was analysed. When I got to the analysis, it was preplanned that this deductive process would be the ideal and most beneficial process and it was expected that themes would emerge demonstrating concepts from both the transformational leadership and systems thinking theories.

There are three types of systems theories methodologies (Jackson, 2001) and these are summarised below in terms of their ideas, role models, use of quantitative techniques, process of intervention and the testing solutions.

Table 6

Summary of Systems Theory Methodologies

| Type of Systems Methodology | Hard Systems (Functionalist) | Soft Systems (Interpretive) | Critical Systems (Emancipatory) |
|--|--|--|--|
| Assumptions | An assumption is made that the real world is systematic. | No assumption that the real world is systemic. | An assumption that the real world can become systemic in a matter alienating to individuals and/or groups. |
| Analysis of the problem | Analysis of the problem situation is conducted in systems terms. | Analysis of the problem situation is designed to be creative and may not be conducted in systems terms. | Analysis of the problem situation is designed to reveal who is disadvantaged by current systemic arrangements. |
| Constructions of Models | Models aiming to capture the logic of the situation is constructed, enabling us to gain knowledge of the real world. | Models are constructed which represent some possible "human activity systems". | Models are constructed which reveal sources of alienation and disadvantage. |
| Use of models | Models are used to learn how best to improve the real world and for the purposes of the design. | Models are used to interrogate perceptions of the real world and to structure debate about changes which are feasible and desirable. | Models are used to 'enlighten' the alienated and disadvantaged about their situation and to suggest possible improved arrangements. |
| Quantitative analysis | Quantitative analysis is useful since systems obey mathematical laws. | Quantitative analysis is unlikely to be useful except to clarify implications of world views. | Quantitative analysis may be useful specially to capture biases in existing systemic arrangements. |
| Process of intervention | The process of intervention is systematic and is aimed at discovering the best way to achieve a goal. | The process of intervention is systemic, is never-ending, and is aimed at alleviating unease about the problem situation. | The process of intervention is systemic, is never-ending and is aimed at improving the problem situation for the alienated and/or disadvantaged. |
| Basis for conducting intervention | The intervention is conducted based on expert knowledge. | The intervention is best conducted based on stakeholder participation. | The intervention is conducted in such a way that the alienated and/or disadvantaged begin to take responsibility for the process. |
| Anticipated solutions/change | Solutions are tested primarily in terms of their efficiency and efficacy. | Changes that might alleviate feelings of unease are evaluated primarily in terms of their effectiveness, elegance, and ethicality. | Changes designed to improve the position of the alienated and/or disadvantaged are evaluated in terms of ethicality and emancipation. |

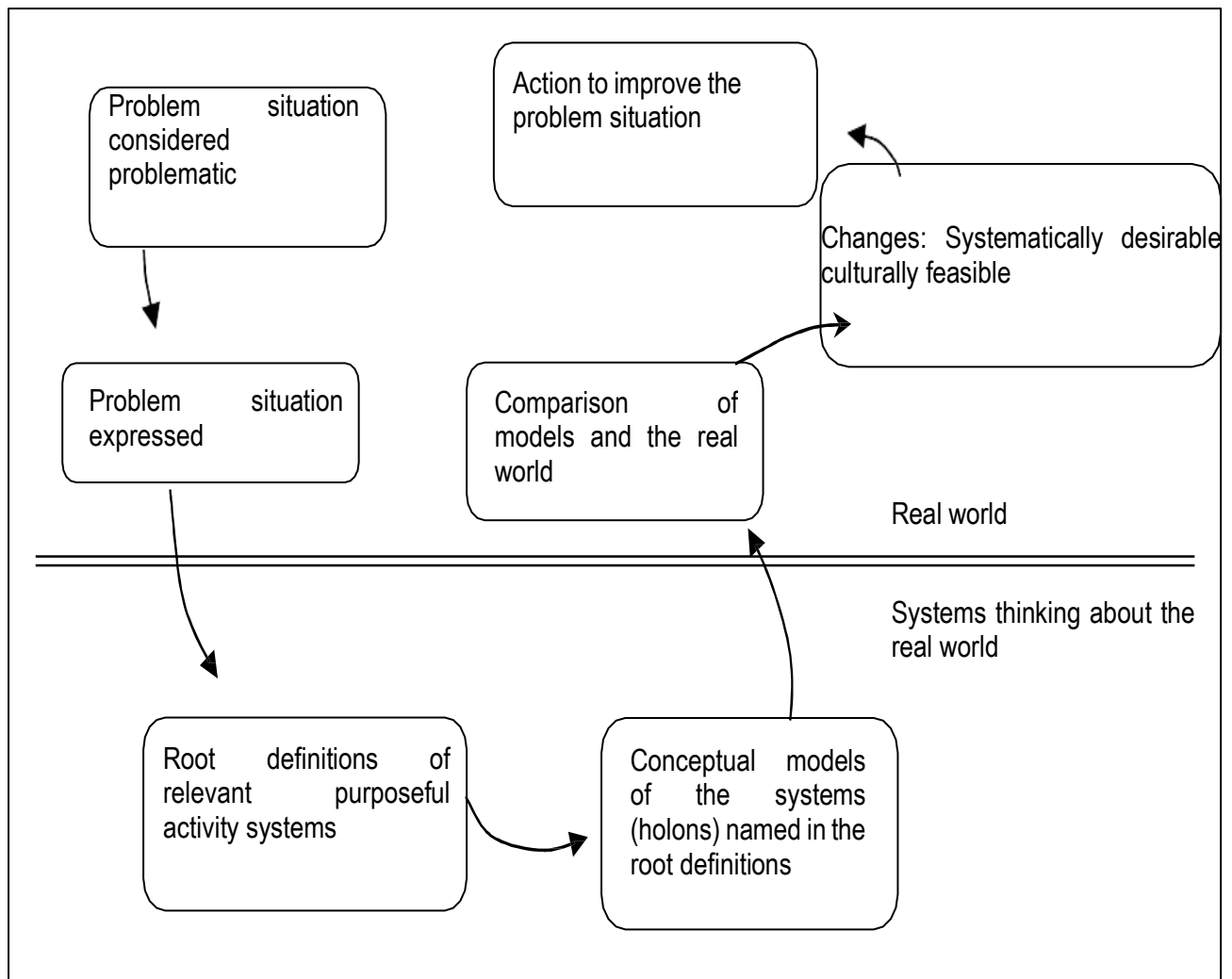
(Jackson, 2001, p. 241)

This study adopted the soft system methodologies, and these informed the design and data generation tools of this study as well as the analysis. Jackson (2001) and Goede (2004) concurred that soft systems

are designed to help managers make sense of difficult problems in their environment. They shared the same view that the soft system methodologies are used for interpretive studies and the intervention is best conducted based on stakeholder participation. This is in relation to research question two which focused on the analysis of contributions made by the leadership in organisation change management of the CET colleges. Systems theory and systems thinking are useful for dealing with complex problems. This study used systems thinking as the major tool of systems analysis.

Checkland (1995) developed the soft systems methodologies for the analysis and design of social systems. He argued that the aim is to bring about improvement in areas of social concern by activating a learning cycle, ideally never ending, in the people involved in the situation. Stowel (1995) agreed, concurred, and further stated that it follows seven stages as depicted in Figure 12 below and these can be clustered into a three-phase approach: 1) investigation of a problem situation; 2) conceptual evaluation of holons (models of the system); and 3) comparing the conceptual models with the real-world situation to determine the changes that should take place to improve the problem situation.

Figure 12
Stages of the Soft Systems Methodology



(Checkland, 1995, p. 11)

4.8.1 Data Processing

As explained earlier in this research study, the quantitative data gathered from the questionnaires and qualitative data were processed separately. These procedures will be discussed in the following sections.

4.8.1.1 Processing of Quantitative Data

As indicated in the section on data collection, the average score of the quantitative instruments was obtained by means of standardised results. The following steps were taken:

Step 1: Scoring. The MLQ was objectively and individually scored after completion by the respondents using a scoring key (see Appendices A and B). The scale scores are average scores for the items on the scale. Each of the leadership style scales has four items.

Step 2: Central tendency and variability analysis were performed by calculating the mean and standard deviation of the different factors in order to obtain an overall indication of the leadership styles of the participants' sample.

4.8.1.2 Processing Qualitative Data

This started with operationalising the conceptual framework during the literature study. The central task during data analysis was to identify common themes in the participants' descriptions of their perceptions. After transcribing the interviews, I took the following steps:

Step 1: Preparation. This involved checking, cleaning and organising the data, creating transcripts and printouts. As already mentioned, this step was done as and when the data was being collected.

Step 2: Becoming familiar with the data. This step involved reading and re-reading relevant information, then categorising or coding the information into themes and subthemes using different colour highlight pens.

Step 3: Reducing the data using the categories from the sets of concepts from the theories. This involved grouping codes and making new categories and finding patterns through constant comparison.

Step 4: Selecting rich quotes. This involved the content analysis in terms of what was in the data and how it was said based on each of the research questions as well as discourse analysis which entailed analysing what the data did not say but that was implied. Direct quotes that fitted into these categories were identified and highlighted.

Step 5: Interpreting and drawing conclusions. This step involved making links to the literature and theories. This meant interpreting and drawing conclusions and ensuring that data demonstrated soundness so as to ensure trustworthiness of the study. This was another way to ensure 'depth of the thickness' of the description that a researcher needs to report.

4.8.2 Presenting the Findings

The qualitative data was presented using quotes and narratives and graphs and diagrams. Excel was used to record the scores from the questionnaires and these were presented graphically in pie and stacked bar graphs. The final result was a general description of CET college stakeholders' perceptions on leadership of organisation change management seen through the eyes of people who had experienced it first-hand. The focus was on common themes guided by the different conceptual frameworks. Below is a table detailing the data collected for each research question as well as how the raw data were organised and prepared for analysis.

Table 7

Presentation of Findings

| Conceptual framework | Inputs (ST) Freeze (Change Process) Enabling Environment | Throughput (ST) Unfreeze (Change Process) Leadership Styles and Behaviours | Output (ST) Refreeze (Change Process) College Effectiveness |
|--------------------------------|---|---|---|
| Research Questions | How do various stakeholders understand the interdependence of the different parts of CET college leadership in the organisational change? | What do CET college leadership manage and contribute towards organisational change in relation to the interdependence of its overall structure? | How does the leadership of the change management reflect the standardised criteria for CET college effectiveness? |
| Main Research Questions | What is the CET college mandate? What are the different parts of CET college and what is their interdependence? | Understanding how leadership manage and contribute towards organisational change in CET college? The need for change, what to change and how its managed What leadership styles and behaviours are prominent within the CET colleges? | Criteria to measure success How effective are CET colleges? |
| Data collected | Relevant policies and legislation and level of understanding thereof Mandate and competency of the implementing structure Allocation of resources (infrastructure; staffing; SETA funding; insufficient funding) Framework to manage change Council and management structure Donor representation in council | Level of readiness to implement Implementation Plan – targets and standards. Implementing challenges and influence of the enabling environment on the implementation phase Stakeholders' involvement and their contributions towards implementation Are systems in place to capacitate and support change? Change Vision, Organisational dynamics Strategic plans and resources | What is being measured and synergy across all levels Management/Council meetings Compliance to DHET policies Impact on social change Meeting of community needs and relevant stakeholders |

4.9 Ethical Considerations

Ethical guidelines must be adhered to when conducting research, especially when the research involves humans. In this research study, ethical guidelines and principles were adhered to throughout the research study with the intention of ensuring the interest and co-operation of all respondents. Bertram and Christiansen (2020) have identified three ethical principles that all research must follow: 1) autonomy; 2) non-maleficence, meaning that the research study should do no harm to the participants; and 3) beneficence, meaning research must be of benefit to the participants. From the planning of the research study right through the last stage of the writing the research study, I established that the research study adhered to the above ethical principles.

From the onset and at the time of formulating the instruments, I established that the data would not involve any of the following and these were part of the consent form signed by each participant:-

- Access to confidential information without prior consent of participants;
- Participants being required to commit an act which might diminish self-respect or cause them to experience shame, embarrassment, or regret;
- Participants being exposed to questions which may be experienced as stressful or upsetting, or to procedures which may have an unpleasant or harmful effect;
- Any deception.

The process started by electronically sending letters to the college principals seeking gatekeepers' permission to conduct the study. The content of the letter gave full disclosure of the research plan and its intent to ensure that all information disclosed to them was fully understood. The letter also explained that participation was voluntary and that they may withdraw from the study at any time with no implications. Gatekeepers' permission was received (see Appendices I and J).

Once ethical clearance was granted, emails were sent to both colleges requesting a virtual meeting (due to COVID-19 regulations) with the college management. The purpose of the meeting was to officially introduce myself as the researcher and explain the aim and purpose of the study as well as the research methodology to be used. This initial meeting made it easier for me as a researcher to recruit individual participants as they were already familiar with the purpose of the study and knew what was expected of them.

In this research, I ensured I obtained the consent of all participants from the initial contact as well as subsequent contacts. All participants were advised that their participation was voluntary and that they

were free to withdraw from the study at any time without prejudice to the participant. A consent form (Appendix H) was given to each participant to read, sign and send back. The consent form provided a fair explanation on the purpose and procedures to be followed in the study, and also highlighted the importance of confidentiality and use of pseudonyms to protect their identity. Lastly, it provided contact details of my supervisors and the university.

These considerations were also adhered to during data collection. Respondents were recruited through emails and allowed liberal work scheduling to promote participation. Included in the email was the description of the benefits reasonably to be expected. The names and details of the respondents were kept confidential and not disclosed. Prior permission was obtained from all participants before recording their voices and/or images. Respondents were also advised of their rights to ask questions about any aspect of the research. During interpreting and data analysis, ethical considerations were adhered to when drawing conclusions and ensuring that data demonstrated soundness as well as ensuring thickness of the description that I reported on.

The data management procedures were carefully selected to ensure compliance with ethical guidelines. All recordings from the interviews and interview transcripts, and handwritten notes were saved on iCloud. All hard copies of data were stored in a lockable filing cabinet with a password-protected file accessible only to myself and my supervisors. After a period of five years, in line with the university rules, all electronical data will be removed permanently from the iCloud (including voice recordings). All data stored manually will be shredded and sent for re-cycling.

4.10 Chapter Summary

In this chapter I have presented an overview account of the research paradigm, design that guided the data construction of the measuring instruments, collection methods including sampling issues, presentation and the techniques used to analyse and interpret data. I have also acknowledged limitations and stated my assumptions on this study. The chapter concluded with a consideration of ethical issues and extensively explained how these were mitigated.

The study in the main was broadly located within the interpretivism paradigm with an epistemological view of knowledge as a social construction, based on subjective beliefs that people have about the world they live in. I did not predict what the people would do, but rather sought understanding of and made sense of their worlds and how they make meaning of their actions. The research was a qualitative case study research with some quantitative measures and was located in two provinces. KZN and MP. I adopted purposive and convenience sampling techniques to select those in leadership and who were

stakeholders of the colleges, resulting in an 80% response rate. Four data techniques were used to gather qualitative data using online platforms like Zoom and WhatsApp and questionnaires were administered electronically via emails, telephone and WhatsApp calls to collect quantitative data. Questionnaires assessed the full-range leadership (FRL) and organisational efficiency. Precautions were taken during the data collection analysis to ensure trustworthiness and took ethical guidelines into consideration. This included being transparent to all participants in terms of my positionality as the researcher.

The first four chapters of this thesis covered the literature, theories and methodology which are processes of the research and the next four chapters focus on the presentation of data collected using strategies presented in this chapter and analysis and conclusions made from data collected. The next chapter is concerned with the presentation of both the qualitative and some quantitative data based on the principles of the explanatory sequential data generation process as discussed in this chapter. It begins by demonstrating how CET leadership manages or navigates organisational change, it then presents the contribution made by CET college leadership towards organisational change. The chapter concludes by considering how the leadership of change management reflect the standardised criteria for CET college effectiveness.

Chapter 5

Enabling Environment or Input Phase of Change Management

This study was initiated in response to the articulation of poor implementation of policies in the adult education sector to investigate CET college stakeholders' perceptions on the leadership of change management. As mentioned earlier, the systems and transformational leadership theories were borrowed from the management sciences, and they have been used in education. Hence, the next three chapters present data, analyse and discuss inputs emulating the concept of systems within the system (input, throughput and output). These three chapters report on stakeholders' perceptions in terms of soft system methodologies. This is essential for developing a change management model and identifying the most suitable leadership for CET colleges.

5.1 Introduction and Background

This chapter presents the first of three chapters of data presentation, analysis, findings, and discussion of the change management process's input phase. This chapter presents data relating to the enabling environment to create conditions and prepare for the desired change. It discusses CET colleges' mandate and the major components or the different parts of the CET college and how they interact together to meet the objectives. These major components are crucial for planning and creating a conducive or enabling environment for change management. Before data collection, mapping was done between soft system methodologies and change management processes to guide data collection and serve as the basis for data analysis. In establishing the inputs that constitute the enabling environment for CET college, I conclude that they can be grouped into four categories, namely:

- Policy, strategy and change management framework
- Resources (human resources/personnel, financial and infrastructure)
- Governance and management structures
- Marketing and partnerships initiatives

This chapter presents and analysis data collected through five data collection techniques, namely, organisational effectiveness questionnaires, leadership questionnaires, interviews, document analysis, and focus group discussions. This chapter answers the first research question: *How do various stakeholders understand the interdependence of the different parts of CET college leadership in the*

organisational change? I first present data then analyse and discuss the data presented using literature and the conceptual framework. The data and discussion related to policy, strategy, change management framework, resources, governance and management structure, marketing and partnership initiatives all constitute the enabling environment for change management. Where possible, the enabling environment concepts are presented from three spheres that are national/provincial, CET college and CLCs/satellites level using pivot charts, pie charts and verbatim quotes—the quotes are clearly labelled and indented.

The chapter is demarcated into three parts; the first part presents a summary of the participants' profiles and their occupational and stakeholder clarification. The breakdown is significant as the study illuminates varying stakeholders' perceptions in this section of the chapter. The second part of this chapter offers the analysis of data sets generated using multiple methods. The latter part of this chapter discusses the key findings on the four enabling concepts for the change management process in the CET college.

5.2 Summary of Respondents' Profiles and Proportion of the Stakeholders

The CET stakeholders were divided into primary and secondary stakeholders. As mentioned in the previous chapters, primary stakeholders are stakeholders with a direct interest in the sector. These include but were not limited to DHET (a division of ACET); CET council and management; centre managers, lecturers and learners. Secondary stakeholders would be needed to support the sector and include the CET forum, PSET (TVET and universities), government departments, including DBE; private companies, SETAs, NGOs and non-profit organisations (NPOs).

Listed in Table 8 below is an overview of the total number of participants and their occupational level. Table 8 illustrates an overall response rate ranging between 50% and 71%. Figure 13 below is a pie chart that provides the statistical breakdown of the two types of stakeholders who participated in this study.

Table 8

Number and Occupational Level of Respondents that Completed the Organisational Effectiveness Questionnaire; Full Range Leadership (FRL) Questionnaires; Interviews and Focus Group Discussions

| Occupational level | Organisational Effectiveness Questionnaire | | Interviews | | Focus Groups | | FRL | |
|---------------------------------|--|--------------------|-----------------------------|--------------------|-----------------------------|--------------------|-----------------------------|--------------------|
| | No. of targeted respondents | No. of respondents | No. of targeted respondents | No. of respondents | No. of targeted respondents | No. of respondents | No. of targeted respondents | No. of respondents |
| Council members | 4 | 3 | 2 | 1 | - | - | - | - |
| National representative | 1 | - | 1 | 1 | - | - | - | - |
| Provincial representative | 2 | 1 | 2 | 2 | - | - | - | - |
| College management | 2 | 2 | 8 | 5 | - | - | 8 | 10 |
| Forum representative | - | - | 1 | 1 | - | - | - | - |
| Learner representative | 2 | 1 | - | - | - | - | - | - |
| SETA | 2 | 1 | - | - | - | - | - | - |
| Lecturers | 2 | 1 | - | - | - | - | - | - |
| Centre managers | 2 | 1 | - | - | 10 | 5 | 10 | 18 |
| ACET union representative | 2 | 1 | - | - | - | - | 2 | 2 |
| Municipal representative | 2 | 0 | - | - | - | - | - | - |
| Percentage response rate | | 55% | | 71% | | 50% | | 67% |

Figure 13

Proportion of Stakeholder Representation in the Study

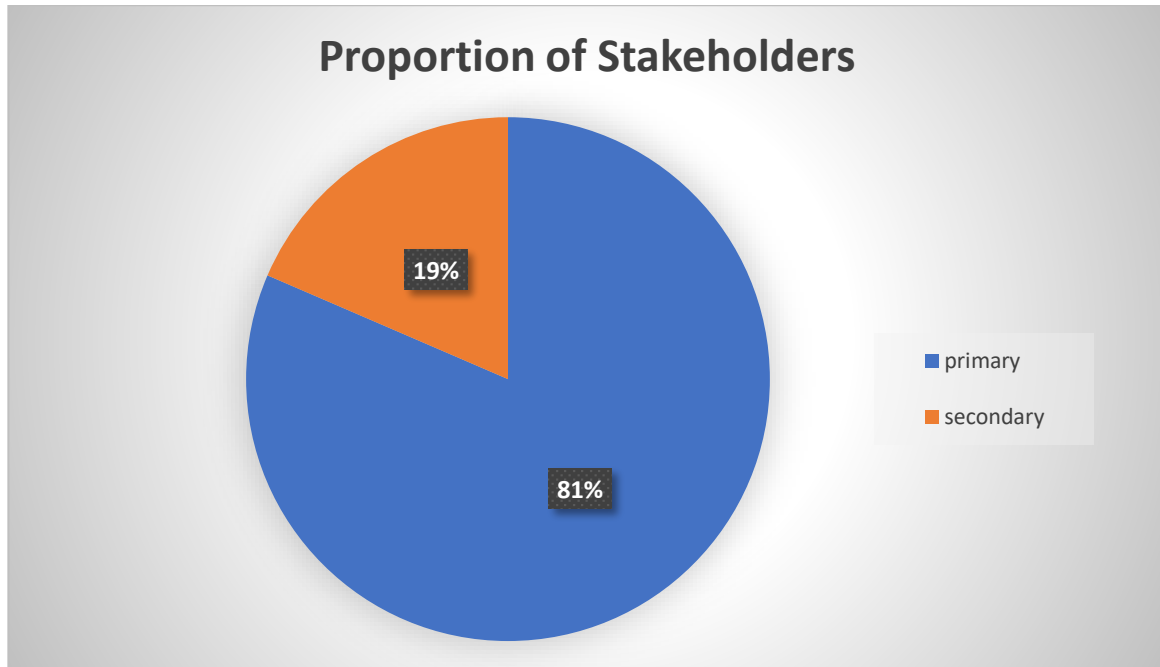


Figure 13 above shows that 81% of the participants represented primary stakeholders, whilst 19% of respondents were presenting secondary stakeholders. Data from this pie chart can be compared with the data in section 5.2.5 on the partnership and marketing, which shows an association between the participation of the secondary stakeholders and the partnerships and marketing efforts made by the CET. The issue of the partnership will be discussed in detail in section 5.2.5 and the correlation with this pie chart will be made. The next section discusses the CET-enabling environment under four broad areas: policy, strategy and change management framework; governance and management structure; resources; marketing and partnership initiatives.

5.3 The Results on the Inputs that Constitute an Enabling Environment for the CETC Model

The section above presented a summary of the participants' profiles and their occupational and stakeholder clarification. This section of the chapter presents the analysis of data sets generated from multiple sources of the CET model's enabling environment. It contextualises the basis on which the model was based. I present the enabling environment in various subsections, revealing different input components required for effective change management as listed in the introduction of this chapter,

namely policy, strategy and change management framework; governance and management structure; resources; marketing and partnership initiatives.

5.3.1 ACET Policy, Strategy and Change Management Inputs at National, Provincial and CLC Levels

Policy, strategy and change management framework are essential inputs to enable change management because they intend to guide the decision. They contain the reasons why certain things are to be done in a particular way. They also help identify how, when and by whom implementation will be assessed. Policy and strategy are critical inputs for change management and the systems theory. Four data techniques were used to solicit a range of responses on whether there are policies and strategic frameworks to support and guide the CET model. Results that emerged from the data were that there are policies and strategic frameworks at national and college levels, although there was no understanding at the CLC and satellite level.

The following were the documents that were used to analyse policies and the strategic framework:

- 1) White Paper on Education and Training, 1995
- 1) Continuing Education and Training (CET) Act, 2006 as amended
- 2) Higher Education and Training Act No. 25, 2010 as amended
- 3) National Development Plan (NDP), 2012
- 4) White Paper for Post-School Education and Training (PSET), 2013
- 5) Policy on Minimum Requirements for Programmes Leading to Qualifications for Educators and Lecturers in Adult and Community Education and Training (ACET), 2015
- 6) Draft Service Delivery Framework for CET Colleges, 2016
- 7) National Policy on Community Colleges, 2015
- 8) National Plan for the implementation of the White Paper for PSET system (2019-2030)
- 9) CET College Strategic Plans
- 10) CET Annual Performance plans
- 11) CET Annual Operational plans

It is apparent from this list that there are policies, strategies and change management frameworks in place to support transition or change management in the sector. When participants were asked during interviews if there are *policy frameworks to manage the transition from PALCs to CETs*, most secondary stakeholders agreed that there is a national legislative framework that provides for the governance and

management of CET colleges. The majority of the interviewees agreed that there are policies and frameworks to manage the transition from PALCs to CETs. Here are some quotes from the interviewee participants that support the statement:

There is a clear framework in place and also the framework regarding the governance and administration of these institutions so there is no ambiguity in terms of how things should happen, so the framework is in place. (Interview Participant 10)

It is very clear, and there is also a sector plan which is clear, which determines imperatives in line with the NDP that describes where they should be by 2030. (Interview Participant 2)

I think we've got very good policies with good intentions. (Interview Participant 9)

Some primary stakeholders also concurred with the above views about the availability of robust policy frameworks. The primary stakeholder also shared a view similar to the above statements but also alluded to the fact that provincial strategies have unrealistic targets and they are not understood at the CLC and satellites level. Below are revealing quotes from individual interviewees and focus group discussions:

The targets are not realistic; they are very high, and we did raise this with the branch when they were still conceptualising the CET sector plans and that the colleges cannot reach those kinds of targets. We were told that we don't have a choice; the college must just see to it that they reach those targets. (Interview Participant 3)

As a college, we do not have a clear strategic plan. It is overemphasised in some part. It is unrealistic in other parts, and Minister has suggested a total review of the targets as the current ones will never be achieved in the 5 to 10 years. Minister acknowledged that the plans were done in the absence of a budget and thus targets were thumb sucked. (Interview Participant 6)

Here are some of the statements picked up from focus group discussions relating to the CLCs and satellites level:

There are documents given to us, but because of the amount of work, we have not read them, and as a result, we cannot say what they are saying. (Focus Group 2)

We are bombarded with policies, but we can't implement it because we don't understand them. The whole process is messed up. (Focus Group 1)

A small number of those interviewed at the college level indicated that there is nothing guiding them. Interview Participant 1 commented that, “There is no guideline; we are on our own, to be honest”. Another interviewee alluded to the notion that:

Things were not clearly stated, and a lot was not right. Us and DHET were trying to find our feet, and we would ask DHET questions, and they would not give us an answers and they would say ‘*sisaqala, bekezelelani kuzolunga* [translated to English as we are starting, hang in there, and things will get better]. (Interview Participant 6)

The function came from provincial education departments, and for some reason, each province did whatever it wanted with what they want in the sector. The common factor is that each province was running the sector through circulars, they were reactive, and they will issue circular to address issues as they unfold. There was no solid base with policies although there was an ABET Act, it was at a superficial level in a way. There weren’t policies that grounded or guided the space. As the head office (DHET), we had to backtrack to ‘stablish policies and ensure that there are policy frameworks in place so that we talk the same language across the colleges and provinces. (Interview Participant 10)

These results are supported by data collected from the organisational assessment questionnaire. This section of the questionnaire required respondents to give information on the policy/strategy at three phases, and four items in the questionnaire measured these phases. Questions posed are listed below:

National and
Provincial

1.1.1 Is the CET college model supported by robust policy frameworks, strategies and policies at the national and provincial level?

1.1.2 Is there alignment among the short-, medium- and long-term objectives and actions of the existing policy frameworks, strategies, policies?

CET
College

1.2.1 Is there clarity of mandate, vision and mission within the college concerning migration planning?

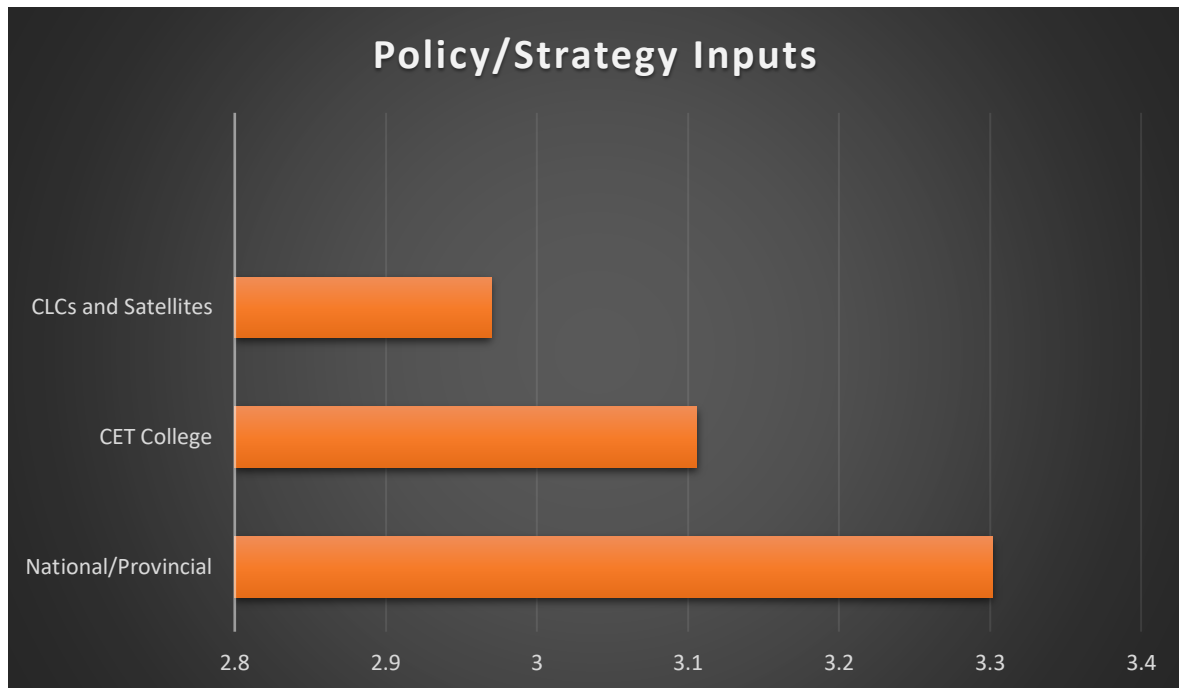
CLCs and
Satellites

1.3.3 To what extent do staff understand the proposed changes?

The majority of participants who responded to these items felt that there is a decline in shared opinions from national/provincial compared with college and CLCs and satellite levels. Figure 14 below compares the breakdown of mean responses according to the three phases (national, college and CLC/satellites):

Figure 14

Policy/Strategy Inputs



There were similarities in this study between respondents' attitudes in the organisational questionnaire and focus group discussions that the policy frameworks are imposed and have unrealistic targets; therefore, there is no buy-in.

5.3.2 Governance and Management Structure as part of CET Enabling Environment

Successful implementation of change in organisations requires a wide range of governance and management structures, leadership behaviours and competencies. As mentioned in Chapter 1, the introduction of the new CET model in South Africa required the government to create structural and operational changes to the way the adult education system in its entirety would be managed. In this current study, stakeholders presented their views on the size and shape, competencies and responsibilities of council and college management. This section also discusses leadership and behaviours prevalent in CET colleges as established from the full range leadership questionnaires.

The Size and Shape of the Governance and Management Structure in CET Colleges

It transpired in the document analysis that the *Further Education and Training Colleges Act of 2006* (RSA, 2006b), chapter 3, section 9 to 18, is one policy that makes pronouncement regarding the college's council composition, the appointment of management staff, lecturers and support staff. The policy confirmed what was alluded to in Chapter 1, that the CET college Council consists of 16 members representing varying expertise ranging from finance, legal and human resources. It clearly states that the Council composition must consist of:-

- The Principal.
- Five external persons appointed by the member of the Executive Council.
- Four additional external persons with financial, human resources and legal skills, appointed in consultation with the Member of Executive Council.
- One member of the academic board elected by the academic board.
- One external member representing donors.
- One lecturer (of) the college, elected by the lecturers at the college.
- One member of the support staff elected by the support staff.
- Two students elected by the representative student council (RSA, 2006a, p. 22)

The data obtained through the one-on-one interviews with regard to the governance structure (council) in colleges did not mirror the above composition, meaning that both councils did not have the full complement of members. It was established that not having full complement was due to resignations and difficulty in recruiting people with the expertise required. One college had only 10 of the 16 members, and in both colleges they were unable to fill the donor representative portfolio. Failure to recruit a donor meant that even with no resignations during the term, the council was non-compliant as they did not have a full council. Lack of track record and understanding was raised as a significant reason by the interviewees for not recruiting and maintaining members to the council. One of the interviewees remarked:

We have no donor regardless of our efforts to find one; we have tried all means within our power, including approaching Chamber of business. This is a national problem; all councils in South Africa do not have donor representatives—the challenge is a lack of sector understanding. They do not see the value in participating. My personal view is that if they are not sure of 'what's in it' for them, they won't be interested. (Interview Participant 6)

Responses from the organisational effectiveness questionnaires presented two interesting and yet contradictory results. The first was that CET is supported by robust governance at the provincial and local level. Still, the opposing views were that governance and leadership are not adequately competent for the task at hand. Here are direct quotes from Focus Group 1 discussions:

Leadership doesn't know what they are doing. The shoes are too big for them. They appointed people who have never been in AET, and they think college is TVET. They left out people who were there since the beginning, and we are led by people who don't understand the sector.

It is clear from the above statement that the stakeholders perceive that the colleges' senior management are incompetent, and it is insinuated that their understanding of the sector is limited. While the above may have grounds for concern, the Focus Group 1 discussion and Interview Participant 10 pointed out that:

Transitioning and maintaining the same people with their mindset poses challenges because they cannot relate or comprehend the new mandate, and they require upskilling or reskilling.

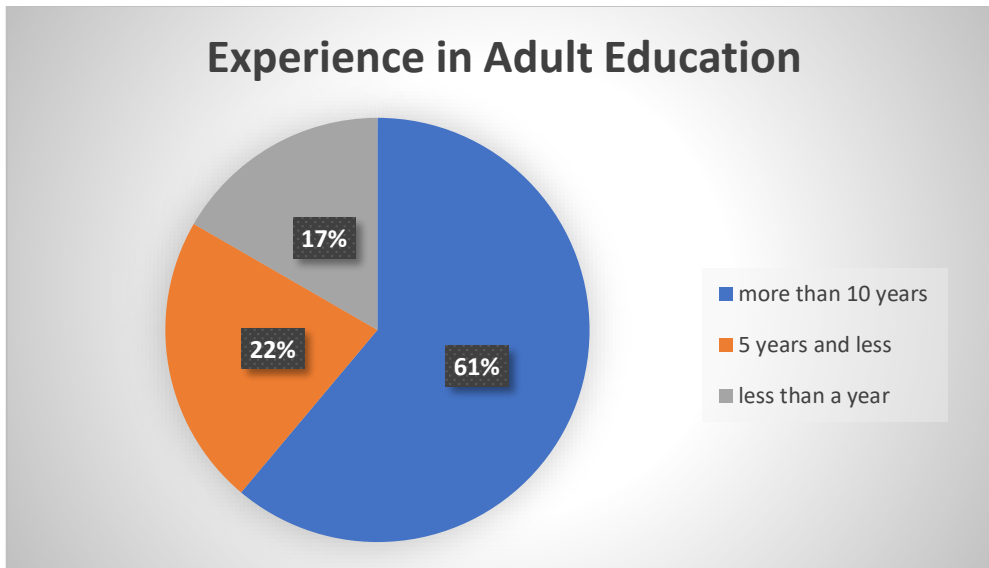
The next section looks at the competencies of governance and management structures of the ACET sector.

Competency of Governance and Management Structures

The competency of those in the leadership and management positions, including the council, is presented covering two areas. The first is their experience in the adult education sector and their competency levels within ACET in the three levels: national, provincial and CLCs.

Figure 15

Experience of College Management in the Sector



The conclusion that the reader can draw from Figure 15 above is that 38% of the respondents have been in the adult education sector for a minimum of five years, and 61% have more than ten years in the sector. Those who have less than five years are part of the college management, and they have stated that they have found the transition challenging. Two of the interviewees, when asked as to *what their perceptions of CET college have been from the time they took the position*, responded:

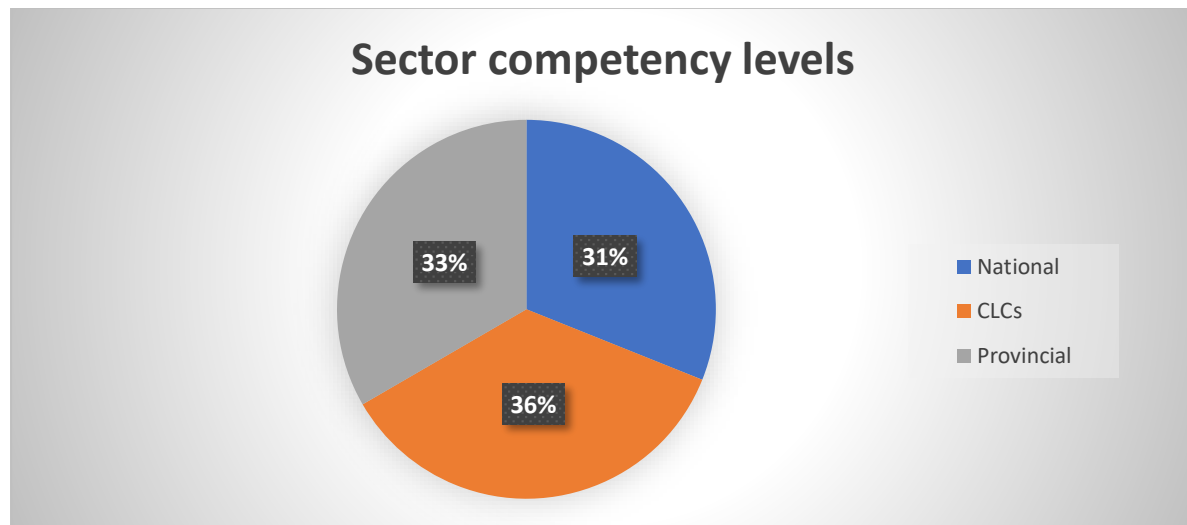
My experience with CET is that it is unique. TVET and universities cover a small geographic location, but CET covers the whole province. It's quite a big change, and sometimes it's tough. (Interview Participant 8)

It's a difficult sector; to be honest with you, it's a bit complicated. It's difficult, especially if you have never worked in the sector. It's a sector that you cannot take lightly. (Interview Participant 9)

The experience in the adult education sector, as alluded to above, does not demonstrate at what level of management these people are located within the CET college structure, as explained in Chapter 1. Below is Figure 16, which presents another pie chart that seeks to clarify this ambiguity, and it is clear that there is low competency across the board.

Figure 16

The Level of Sector Competency at the Three Levels



From the pie chart above, it can be seen that by far the greatest demand is for sector competency. On average, there is 33% competency of the sector across the three levels, with the lowest national level at 31%. The national is the lowest, and they are the ones that are engaged with policy formulation, and those that are at the provincial level and in the governance and management of the sector are only 33% competent, and they are entrusted with implementation. When compared with the data in Figure 15, this data suggest that those at the CLC level are 36% competent and they have been in the sector for more than ten years and those who are entrusted with the operational status of transforming the sector have less experience in the sector. The data correlate to data on the availability of resources (personnel) discussed below where respondents are concerned about this low competency by the change agents. This finding raises concerns about whether their contribution is meaningful to assist the sector in transitioning and achieving its mandated objectives. This issue of the level of competency will also be covered in section 5.3.4 below when I present personnel availability.

Leadership Style, Behaviours and Skills of those in Governance and Management Structures

College leadership at the council and management level is vital for ensuring that the system transforms in the desired direction. Hence it became essential to determine what kind of leadership styles, behaviour and skills the college leadership and management adopted. The multifactor leadership questionnaire was administered to 30 respondents, as explained in Table 8 above and Chapter 4 of the methodology. The questionnaire was a pen-and-paper exercise that assessed the full range of leadership models and two leadership styles, namely transactional and transformational. The former had the following characteristics

or concepts: *Contingent Rewards*; *Management-by-Exception and Laissez-Faire*, and the latter had the following characteristics: *Idealised Influence, Inspirational Motivation, Intellectual Stimulation and Individualised Consideration*. The questionnaire consisted of two forms: self-rating forms in which the leader rated him-/herself and the rater form in which followers rated the leader. The questionnaire had 21 descriptive statements with a 5-point rating scale. Below are Figures 17 and 18, respectively, which present which questions assess the characteristics of transformational and transactional leadership style.

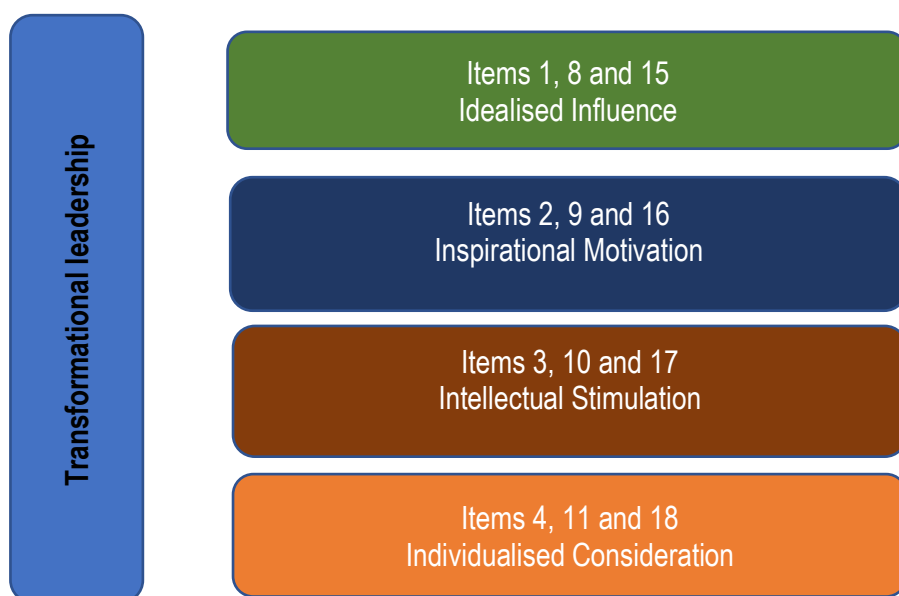
Figure 17

Questions Related to Transactional Leadership Style



Figure 18

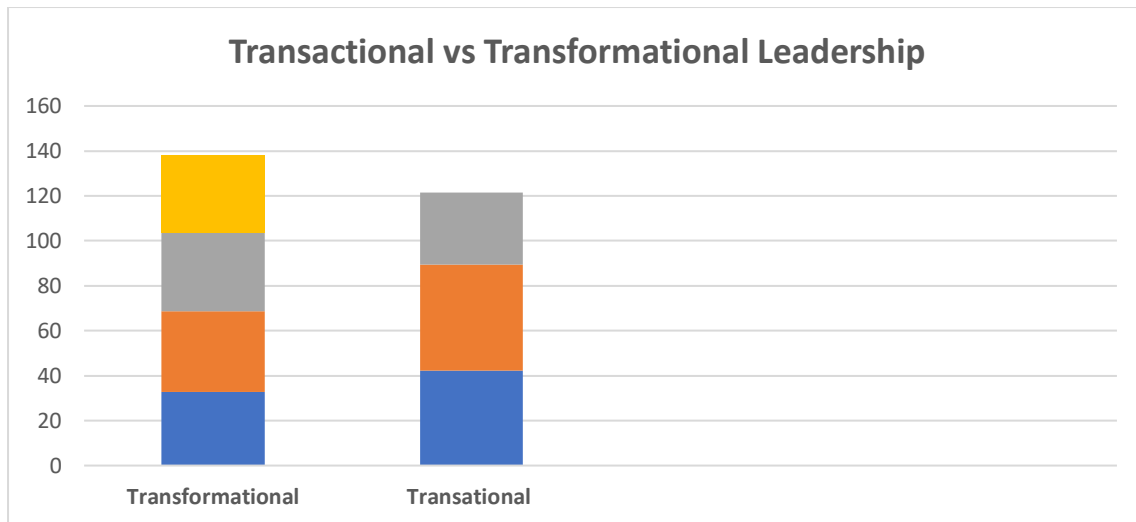
Questions Related to Transformational Leadership Style



In response to the questions above, 58% indicated that the Transformational Leadership style is the most prominent, and 42% chose the Transactional Leadership style, this is visible in Figure 19 below:

Figure 19

Transactional vs Transformational Leadership Style



There are significant differences between the two questionnaires in that followers rated the leaders differently from how the leaders rated themselves. A picture that emerged from this study is that a combination of transactional and transformational leadership was evident amongst the colleges' leadership. The transformational leadership scored higher than the transactional leadership, although the difference is not significantly high. The implications of this finding are discussed in the next chapter.

The majority of stakeholders agreed that there is a lack of leadership behaviours and skills required to manage change within the colleges. They identified the following skills as most critical to drive and manage change: visionary and strategic; change management skills; strong communication and skills in putting together partnerships with relevant stakeholders; strong community engagement skills; understanding and passion for the sector. They also added that leaders must lead by example and be prepared to involve others or collaborate with others.

Below are some quotes by the stakeholders:

You need leaders who love the community, who have passion and patience. Who are proactive and hardworking. (Interview Participant 3)

We need leaders who know the system and who are hands-on on issues—the list is endless.

I think the leadership that is required is a person who can change with time. (Interview Participant 1)

We need leaders that can collaborate with others. Collaborative planning and responsibility are required, demanding collective accountability, and I think our management needs to strengthen in that area. (Interview Participant 10).

A few stakeholders did not want to comment on the skills and behaviours available or required, stating that it was not their mandate to talk about the leadership skills or qualities. One secondary stakeholder commented as follows:

Whether we do or not, I am not willing to comment. (Interview Participant 2)

The next section of this chapter will present and discuss resources as another crucial input for the enabling environment. The resources will include human resources, financial and infrastructure at mostly the provincial and CLC level.

5.3.3 Availability, Allocation and Effective Usage of Resources (Financial, Personnel and Infrastructure)

Resources are financial, personnel, or infrastructure, as inputs that provide an enabling environment to an organisation. This part of the chapter presents what the respondents in the study said about the allocation and availability and effective use of the three categories of resources. Below is the presentation of data extracted from the organisational effectiveness questionnaire regarding the resource allocation and management. This section of the questionnaire required respondents to give information on resource allocation, management and whether the staff are knowledgeable and competent to monitor allocated resources to ensure that they are used to meet the planned change objectives.



1.1.6 Is there a clear process and commitment for resource allocation?

Staff Knowledgeable

1.3.1 To what extent is the staff knowledgeable, adequately qualified and competent to monitor resources, including financial resources allocated?

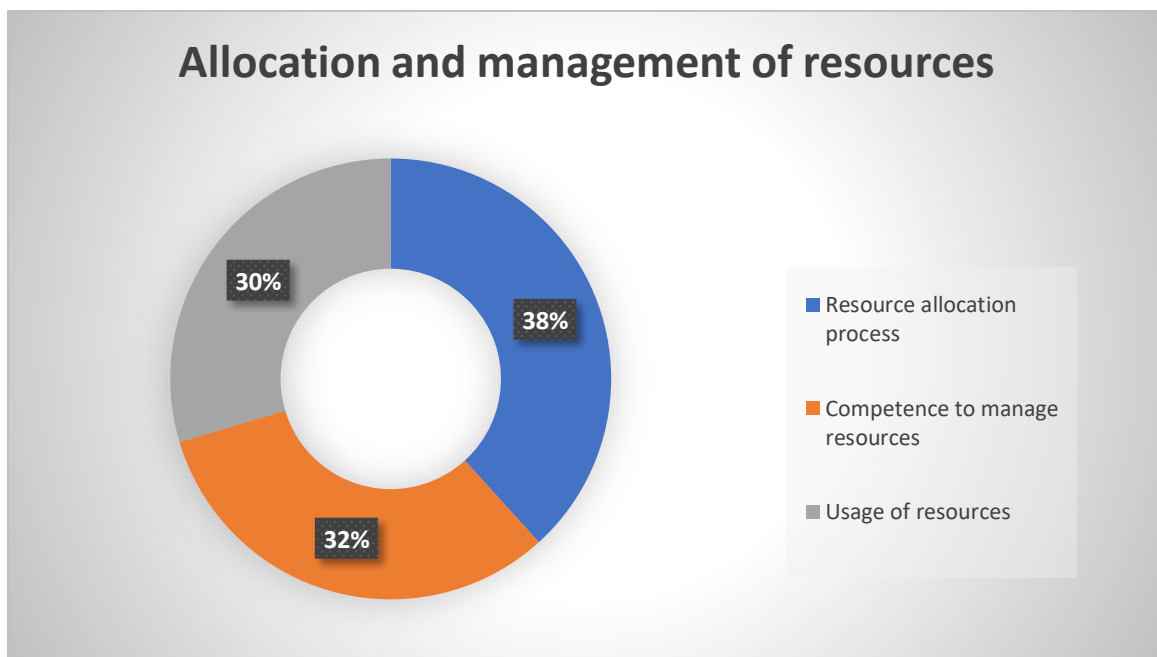
Management of resources

1.2.5 How well are resources managed and allocated to various functions?

2.1.1 Are resources, including financial resources available, managed so that planned change objectives can be met?

Figure 20

Allocation and Management of Resources



As shown in Figure 21, stakeholders are 39% confident that there is a transparent process and commitment to resource allocation. However, they are only 32% satisfied that the staff is knowledgeable about managing the allocated resources and only 29% confident that the resources are used for planned change objectives. The different percentages suggest that even though there are resources allocated,

these are insufficient and they are also not managed well to the level that planned change objectives can be met.

The single most striking observation to emerge from the data was that the CET colleges had a budget, which was managed through the TVET; it was only from 2019 that the colleges were entrusted to manage their budget. The budget allocated is not to be used for skills programmes. This finding suggests that although the colleges are expected to offer skills programmes, and their success is measured in terms of the number of skills programmes provided per year, these programmes have no budget. The college leadership have to rely on fundraising for the skills programmes. One of the interviewees confirmed this finding and stated that:

DHET makes it compulsory for colleges to offer skills programmes; it is not something that you would offer if you want to or have funding; it is not optional. There is a percentage of learners that must be trained on skills irrespective of the type and nature of skills. They must make sure that every year there are students trained in skills, which forces them to go out and look for funding for these skill programmes, so they can comply and report to the department. (Interview Participant 3)

The correlation between funding for skills programmes and lack of understanding of the sector by both stakeholders is impressive. I gathered from the respondents that colleges have struggled with financial support for the skills programmes. After all, CET is not a popular sector. Below are quotes from some of the respondents to support this finding:

There are two reasons; the first one is the lack of understanding of the concept (college model) itself. We are dealing with a new institutional type within the post-school sector. We do not seem to share a common understanding of what the community colleges are and how they differ from previous PALCs. The second reason is that because of that level of understanding we are not able to formulate convincing motivation for these institutions across the board (not only at the government level) because before you can convince a parliament to allocate financial resources, you need to indicate to them how are those resources going to be utilised. So, if you have not conceptualised that well right up to implementation, you might have a challenge in persuading them to allocate the resources. (Interview Participant 1)

The person must understand the sector because if you do not understand, the sector will have challenges, and you will mislead a number of stakeholders. (Interview Participant 3)

TVET and universities have occupied the space when you go to the business people. They don't know you, they want to see what is it that we have done. So how do you request the funds to do something when you don't have anything to show? When you go to business, we have to explain ourselves, and then you don't have a track record as a CET; that is the frustration that we find ourselves in. (Interview Participant 4)

All participants in the study raised concerns over the span of control. This relates to the thin structure, as was alluded to in Chapter 1 that there is one college per province with only four employees. The operations are the responsibility of the centre managers who are part-time employees and have limited management competencies. On average, each centre manager is responsible for 60-100 lecturers. They are based in different centres and it makes it challenging to hold face-to-face meetings or even visit all centres in a month, yet they are expected to report on lecturer attendance and account for assets. Here are some quotes from focus groups discussions regarding the span of control:

I am running 23 satellite centres with more than 100 lecturers; other satellites centres are about two hours away from my place of residence and it is impossible to visit them. I communicate with lecturers telephonically because it is not feasible to meet with all of them. One of the centres is run by one person. (Focus Group 2)

We are expected to account for assets, but we were never trained to manage assets. Some of us are fortunate because we have the required skills elsewhere, but DHET did not train us.

DHET is harsh when it comes to punctuality and absenteeism, and we are asked to charge lecturers. Still, we have not [been] trained on labour relations-related courses, including disciplinary hearing. It is unfair because we cannot monitor punctuality and absenteeism effectively due to the vast area to cover and the number of lecturers. (Focus Group 1)

Here is a shocking quote from the focus group discussions on the issue of competency of operational staff and conditions of service:

With the senior certificate, we do not have a lecturer for the last three years, and the management is aware of it, but nothing has been done to date. Lecturers are resigning due to conditions of service and not so competitive salaries. (Focus Group 2)

We are not paid based on our qualifications, we submit our qualifications, and they don't pay us; we [are] still paid the same amount. (Focus Group 1)

Another aspect of an enabling environment relates to the issue of infrastructure. The sector is said to have no infrastructure, and they are using DBE infrastructure, which comes with challenges in terms of availability and convenience. The most striking result emerged that one college had not had offices for the past three years, and staff had no place to report to. The quote below is by one interviewee:

I had worked from my car for the entire year; I did not have an office. I was signing lecturers' claims from the boot of my car. I was expected to work with no cell phone or laptop. We are thrown in the deep end. (Interview Participant 7)

The lack of infrastructure does affect the operations of the college because they cannot do as they want in an infrastructure that is shared. Here are some quotes from the interviews relating to the infrastructure:

We do not have our infrastructure, so we are just operating at the mercy of those hosting schools, so that is the most serious challenge we have. (Interview Participant 7)

We offer programmes to community members who are mostly unemployed, and they would prefer to have their classes in the morning but because we have to wait till the schools are out and by that time they also need to be home. Finding alternative accommodation for classes is not easy. (Interview Participant 8)

I really think that we need our own schools in terms of infrastructure, though it might be a challenge. (Interview Participant 7)

5.3.4 Marketing and Partnership Initiatives

The distinction between primary and secondary stakeholders has been made in this chapter, and the policy framework and institutional arrangements support the CET college role in engagement with stakeholders. The regional offices have been established to coordinate, network, and form partnerships to support the CET colleges' sector to function effectively. This was also mentioned when I presented a section on resources, as the CET colleges are expected to seek funding from these stakeholders. They are again using their infrastructure to conduct their business. This means that regional offices still have a lot of work to do. The data from questionnaires indicate that there is insufficient capacity in stakeholder engagement and partnership building to support the implementation of the national plan's priorities. Interviewees attributed the low capacity in stakeholder engagement and partnership to lack of advocacy and marketing. Here is a quote from one interviewee:

At this current stage, there is a challenge with secondary stakeholders, and it's because most of them are formal and they are all over, meaning CET is not their primary responsibility and to coordinate them and their efforts, it's quite a challenge. South African Forum for Community Colleges (SAFCC) has been trying to coordinate it, and Minister might establish an Institute for Vocational and Continuing Education and Training (IVCET). This institute could play that coordinating role because it would be a statutory institution and would receive funding from Government unlike SAFCC which is privately funded. (Interview Participant 1)

We need to begin a process of discovering what each is doing and how we can collectively address the education and training needs of our youth. (Interview Participant 6)

We cannot expect the DHET to do everything itself, it needs to engage in partnerships with other players in the education sphere, and then in that way, it will develop. (Interview Participant 1)

There is no collective planning and discussion that take place on issues. We need to have a collective responsibility, and that requires collective accountability, and I think our management needs to strengthen in that area. (Interview Participant 10)

CET colleges must form good partnerships and market themselves to secondary stakeholders to meet their objectives. Findings are that this is at an inadequate capacity due to lack of ability by the college. Other respondents suggested that there should be a dedicated unit that would deal with partnerships and marketing. Recommendations from organisational effectiveness questionnaires are that DHET, SAFCC and the regional CET offices should coordinate these efforts and they must be open and transparent.

The few partnerships that have been confirmed are with TVET since they manage CET budgets, and they also provide office space for the colleges. Another one is with DBE because 99% of their centres are operating under DBE. Regional offices need to revisit protocol agreements with DBE as these were signed long ago. One individual stated that "the signature is slowly fading, and it needs to be resuscitated". Some SETAs understand the sector, although CET college is not close to being compliant with the SETA funding model and system.

The second part of this chapter discusses each category of the input for the enabling environment, and specific interpretive comments are made concerning the literature and the research questions that guided this research. The interpretive statements rely on the data and the theoretical reference frameworks developed in Chapter 3 to make sense of the findings.

5.4 Key Findings on the Input that Constitutes the Enabling Environment for the CETC Model

The preceding section of this chapter proffered the analysis of data from qualitative and quantitative data sets generated from multiple methods, including the organisational effectiveness questionnaires; leadership questionnaire (FRL); one-on-one interviews, focus group discussions, and document analysis. These produced respondents' profiles and the category of stakeholders and a summary of respondents' designations and their seniority in the ACET sector. The data sets and the analysis produced findings, trends and assumptions, and these are worth further discussion. Some of the findings that emerged are not new, and they are generally known in the research arena and the adult education sector. These findings will be discussed under the same categories and headings and subheadings as the previous section of this chapter for example, policy, strategy and change management framework; governance and management structure; resources; marketing and partnership initiative.

5.4.1 ACET Policy, Strategy and Change Management Framework at National, Provincial and CLC Levels

Policy and strategy are part of inputs into adult education's change management process in South Africa. They explicitly provide mandate and objectives to be achieved. Two discrete findings emerged from the results on the policy, strategy and change management framework and they are described in the paragraphs that follow.

The first finding from this section of the study suggests that there are well-written policies and strategy that relate to the CET model and its implementation and the measurement of its effectiveness that have been developed between 2006 and 2019. One policy sets out that the CET college mandate is to contribute to the government plan relating to providing a skilled and capable workforce to support an inclusive growth path. One of its objectives is "to prepare workers for the labour market and that everyone should be able to make a living for themselves and contribute skills to a developing economy" (RSA, 2013b, p. 8). Although the list of policies from section 5.3.1 is not exhaustive, it concurs with the literature review and Chapter 1 of this thesis. These policy frameworks aim to drive the transition from PALCs to CET colleges. This finding did not come as a surprise. It is consistent with past research findings which found that South Africa has the legislative framework and the political will to implement effective adult basic education strategy. As mentioned in the literature review, Zeelen et al. (2011), Aitchison (2003) and Prinsloo (1999) have stated that South Africa is suffering from an overproduction of policies, especially education policies. Surprisingly, Todnem (2005) has argued that there is lack of a valid change management framework of how to successfully implement and manage change. However, the findings of the current study do not support previous research by Todnem. It is critical to mention that the change

management framework was only developed during the implementation phase of change, hence the confusion over its existence and effective usage.

The second finding is that there is a lack of understanding and interpretation of this policy framework by stakeholders at different levels. This finding is somewhat disappointing as it can adversely affect the implementation of the policies and thereby affect the success of the CET model. The single most striking observation to emerge from the data comparison was that 33% and 31% competency levels of policy formulators and the implementers respectively and that less than 36% have experience of more than 10 years in the sector and their effect on the varying levels of understanding policy and change management framework. This concurs with Zeelen et al. (2011) that the omission of an effective implementing agency and the weak disposition of the implementers cause poor implementation.

Another explanation may be that the CET colleges' leadership is not engaging and interacting enough with followers; this is what Burns (2003) said transformational leaders are capable of. Burns argued that transformational leaders are committed and capable of gaining the agreement and commitment of others and creating a vision that guides and embeds the change. This partially answers the second research question on how CET leadership manage and contribute effectively towards organisational change management. How well they do this will be discussed in Chapter 6. However, the correlation can be made to the low ratings by both followers and leaders of 14% and 7% respectively on the factor of inspirational motivation, which measures the degree to which leaders provide a vision to help others focus on their work. Zeelen et al. (2011) argued that an imposed policy faces the risk of implementation failure rather than one that is owned by all stakeholders. Surprisingly, this discrepancy still exists and could be attributed to government not spending sufficient time in involving all stakeholders in the policy development and planning phase. Government has also not created conditions for change by building the coalition, communicating and sharing the vision and ensuring that all stakeholders understand and share the same vision and that stakeholders are uniting towards a common goal.

Similarly, past studies by Zeelen et al. (2011) have recommended that the government adopt a participatory approach 'bottopdown', which they describe as:

(top)—represents the government department of education (national and provincial) that they should play a role in policy development and implementation. These policies must be founded on the needs analysis of (bottom), so they can address the problems on the ground (down) (p. 398).

These findings suggest that there is no interrelationship or interdependence between the three levels of the sector, which is key to systems theory. The three levels in the CET colleges (national, provincial and CLC) are all part of the system, and they are interdependent on each other, meaning one will impose constraints and give directives to the level below. It is clear that such interaction is not evident and that leaders do not view the CET college holistically or there is no holism.

It is also apparent that it is not enough to have robust policies, strategies and a change management framework with no proper consultation with all stakeholders. As mentioned in the Literature Review, it is argued that the government must adopt a participatory approach to help develop plans for comprehensive and long-term solutions (Zeelen et al., 2011). Robust engagement with all stakeholders will ensure buy-in from all levels, and they could also have input on targets to ensure that they are realistic and not set the implementers up for failure.

The findings of this section of this study suggest that inadequate time was spent on the planning phase to transition from PALCs to the CET college model. In reviewing the literature, Kotter (1995) found that it is crucial to spend enough time on the planning phase, as this is the step where leaders need to clarify the vision and convince the management that the change is required. A plausible explanation may be that they were rushed into implementing the transition. This study supports arguments made by Aitchison (2003) that the history of CET college in South Africa can be tracked back to the early '90s with the *White Paper on Education and Training 1995*, but, due to lack of policy framework, this was not implemented. The *White Paper of 2013* was the first policy that mentioned the CET model and implementation began in 2015, two years later. Four years after the implementation process was convened, the implementation framework was formulated. This clearly shows that the development of the implementation framework happened during the implementation phase itself.

I conclude that there is a fair amount of evidence suggesting that the South African adult education system has very good policies and strategies. What is needed is to ensure that there is common understanding and interpretation of these frameworks by all stakeholders, especially those entrusted with the implementation.

5.4.2 Governance and Management Structure as part of the CET-Enabling Environment

There were two significant findings on competency, structure size and composition of both governance and management. I conclude that the council is substantial, a 16 member council is cumbersome, and hence it is challenging to meet and comply with this standard (i.e., size and composition). There is a high turnover amongst council members; none of the colleges comply in terms of the number of council

members. A possible explanation may be related to the calibre of recruited people to be on council and how they are recruited. The recruitment is through an advertisement published in the major newspapers. The majority are read and understood by the learned community or those who occupy a certain social standing. The majority of those who respond to the advert are very well established and are committed in other spheres of life. They tend to have a different view about the community and their needs, and somehow they are detached from the communities they are supposed to serve. The challenge of not having a donor representative in any of the councils is related to the councils' calibre. Their view and understanding of a donor representative is someone at their level. They did not look at the basic and local level, where the community is and who understands the community where they might have found someone who would both contribute and benefit from the college.

I also conclude that college councils are not representative enough. The logical explanation might be that there is no distinction between community colleges and TVET. The *Continued Education and Training Act* deem both TVET and CET colleges as public colleges, hence the composition is not cognisant of the different mandates that each has; for example, there is no community representative in a CET college council. In contrast, the community college is supposed to be responding to the community needs, but the community is not represented. There is also one lecturer and two student representatives, and no centre managers are represented; I conclude that this is not sufficient. The current governance structure is more political and bureaucratic.

There is also an issue of dual reporting. Dual reporting affected the principals the most in their capacity as a council member and the academic board's chairperson. Document analysis in terms of the *CET Act 2006*, section 12 (2) states that a council committee's chairperson *must be a member of the Council*. This suggests that the principal has dual roles in the council; he sits as an accounting officer responsible and reporting on management and administration of the college and also as the chairperson of the academic board. It transpired that councils have opted to have the deputy principals academic representing and reporting on academic board matters to council, which is against the Act. One respondent from the interviews raised another essential and critical issue regarding the principal being a member of the council and yet not having voting rights; he stated that the principal sits as an ex-officio member of DHET, to guide the council, similar to the role of a secretariat in the private sector. The respondent said this arrangement raises the issue of when the council may have to deal with principal's wrongdoing when he or she is part of the council.

Dual reporting also affects lower levels of staff. Colleges have no structure and cannot employ staff on a full-time basis; therefore, they use full-time staff employed by the DBE. This arrangement affects the

colleges because staff are only working part-time, resulting in dual reporting between the DBE and college. This dual reporting has negative implications for the college operations. However, the issue that lower levels of staff are part-time employees in the colleges was not the focus of this study. Nevertheless, it is worth mentioning as it affects the college's success in meeting its overall objectives.

There are several possible explanations for this result. The first is that the *Continued Education and Training Act* classifies both TVET and CET colleges as public colleges, so whether council and management have experience in either of the sectors becomes irrelevant. One other explanation is that those who occupied senior management positions in the previous dispensation were not considered for the senior position, and they feel that they are being side-lined. One of the issues that emerged from this finding relates to the interdependence and the relationships between the different subsystems of the CET system. It is likely that connections exist between the TVET and the ACET sector. Therefore, it can be argued that having the people from the TVET sector occupy senior positions in the ACET sector will not have devastating consequences in terms of implementing and fulfilling the sector mandate and objectives. A strong relationship between the competency of leadership and effective change management has been reported in the literature by Carnall (2007) who concluded that if change depends on people who implement it, those people must possess the necessary skills.

Therefore, it is possible that a person who has management skills, regardless of the sector, will be able to contribute meaningfully to the management of the other sector. In reviewing the literature, no data was found on the association between the two except that the *White Paper for PSET* (RSA, 2013b) states that for the CET college to succeed, a new and exceptional calibre of leaders with a new way of thinking is required. An implication of how effective the management team is in managing this sector will be discussed in more detail in Chapter 6, presenting the implementation phase or throughput and discussing how leaders manage and contribute to organisational change.

I further conclude that CET leaders demonstrate transactional and transformational leadership behaviours, as explained in Chapters 2 and 3. The two leadership behaviours are helpful and needed in the sector. Transformational leadership style is about new ideas and bringing possibilities into reality, while transactional leadership is focused on relationships in order to facilitate and support change management or changing the way work is done. Transformational leadership theory is congruent with Ubuntu, which is an African paradigm in leadership, by prioritising the importance of solidarity and humanness servant leadership. I further conclude that the leaders lack critical skills to manage change and the implications of this shortage in change management skills will be discussed in detail in the next chapter.

5.4.3 Allocation and Use of the Resources

As mentioned in the literature review, the *National Plan on Community Colleges, 2019* makes provision for three formal education qualifications in the form of: 1) the General Education and Training Certificate for Adults; 2) Senior Certificates; and 3) National Senior Certificate for Adults as well as non-formal programmes that shall be offered based on need and should be aligned to community and employment opportunities. This has implications for the personnel, financial resources and infrastructure as these are the major determinants that define whether the colleges achieve this clearly articulated mandate. This study revealed that although there are resources available (financial, personnel, and infrastructure) across the three levels (national, provincial and CLC level), they are not sufficient and effectively managed to meet planned change objectives. The data analysis has shown that these are crucial inputs in the change management processes to ensure that the sector mandate is achieved.

It has emerged from the data that personnel, especially those in governance leadership, do not have experience in the adult education sector, nor do they have experience in the change management process. The most striking result to emerge from the data is that the majority of those in leadership positions are from the TVET sector, with only a few from other sectors. I conclude that this study has demonstrated that college leadership at the council and management level has the competency and skills to transform the CET colleges in the desired direction. However, there is limited sector competency amongst council members and the management team. These findings address the concerns raised by Aitchison (2019), Simkins (2019) and Rule (2006) that since CET colleges in South Africa are built on the experiences of PALCs, this means that CET college leadership philosophy may be deeply rooted in the traditional hierarchical patterns of decision making. It can also be suggested that new people with different experience and expertise from other sectors may add value to the ACET sector.

Surprisingly, no difference was found between leadership with TVET or ACET experience, and there are several possible explanations for this result. These findings support Checkland and Scholes (1999), who argued that one of the systems theory concepts is the system within a system. In this case, this means that leadership with TVET experience is equally and adequately skilled in the education sector because ACET is part of the Continuing Education and Training system. I argue that, while leadership is viewed as not having adequate experience in the ACET sector, they are adequately qualified to manage and lead the CET college. It is the individual leader's responsibility to familiarise themselves with the sector-related matters and issues. My view is that having leadership from different sectors may add value to the ACET sector since this sector has been their respective field. And having qualified managers and leaders might be of benefit to the sector that Zeelen et al. (2011) argued has been characterised by the omission

of an effective implementing agency and weak disposition of the implementers as causes of poor implementation. The contribution of the leaders will be discussed and measured in Chapters 6 and 7.

I conclude that there is a shortage of staff at all levels and a high turnover of lecturers is causing attrition in this sector. The finding on the shortage of personnel is consistent with the previous finding on the span of control caused by the shortage of personnel. It also suggests that those in the sector are not competent to provide all learning areas to respond to community needs because they are generalists and not specialists. Another finding with personnel is that there are no standardised and/or uniform conditions of service. Some provinces have fulltime centre managers, and the DBE employs others, and there has been no increase in salaries or stipends since 2015. This has an impact on the effectiveness of the college as well as the staff morale of the colleges.

The literature on adult education has shown a lack of, and inappropriate use of financial resources. I argue that while there is a clear process and commitment for financial allocation, it is still the government's responsibility to provide additional funding for the skills programmes if they are serious about the CET meeting its mandate. What is most disturbing is that skills programmes are one of the measures of success for CET colleges. Therefore, if neither the national nor the provincial government provide support, they are setting up the CET colleges for failure.

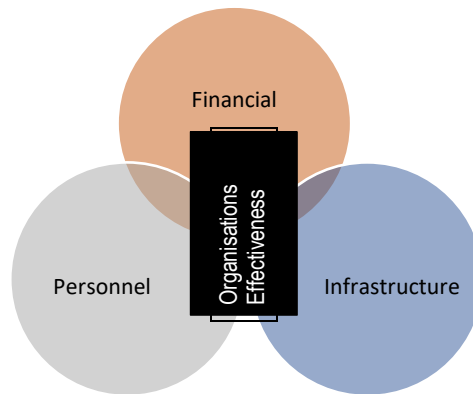
Regarding the infrastructure, this study produced results that corroborate the findings of a great deal of the previous work in the field. Rule (2006) observed that South Africa has the infrastructure to implement an effective adult basic education strategy; I conclude that there is plenty of infrastructure available for use by the CET colleges. However, the respondents revealed conflicting reasons, such as the DBE's reluctance and not wanting to share their infrastructure, while others indicated that leadership are adamant about having their own infrastructure. This demonstrates the thinking of leadership; they view ACET as separate from the education system rather than as an interdependent part of the larger system. This concurs with Collins (2005), that a considerable amount of the success of any organisation is based on the extent to which the subsystems can work together. There is sufficient infrastructure in the other subsystems of the education system, be it the DBE, DHET and other structures, but it is up to the individual leader to use a systems philosophy approach which is concerned with an understanding of a system by examining the linkages and interactions between the elements that comprise the whole of the system, and this involves exploration of interrelationships.

While Aitchison (2003) has noted that adult education after 1994 was starved of resources and McKay (2007) has argued that this low investment into adult education impacted negatively and resulted in poor delivery across the country, this reflects a strong relationship between these three components of

resources and they all determine the extent to which the organisation can achieve its goals. This is graphically presented below:

Figure 21

The Relationship between the Three Types of Resources



This study was able to demonstrate that there are resources although they are insufficiently managed to meet the CET college objectives. However, the issues of usage will be looked at in detail in the next chapter.

5.4.4 Marketing and Partnership

The previous sections have discussed the crucial inputs as enabling the CET to transform, which the sector cannot do alone. This highlights the importance of interdependence within the sector. Marketing of the sector and partnership with other stakeholders and role-players is essential for the CET colleges' success in meeting their mandates. This study set out with the aim of understanding the nature of organisational change in CET colleges in South Africa. A strong relationship between CET colleges and the broader education system has been reported in the literature review. This talks to the holistic framework that views all the parts of a system in the context of and concerning other parts. In exploring this interdependence, it is interesting to note that due to the lack of understanding and interpretation of the change management framework discussed in section 5.4.2, various stakeholders do not understand the interdependence and the different parts of the CET college. Prior studies by Zeelen et al. (2011), Aitchison (2003) and Prinsloo (1999) have noted the importance of partnership, and they have suggested that adult education policy can only be institutionalised after it is accepted by the broader community of stakeholders including the elderly and marginalised youth from the community.

It was mentioned in section 5.2 of this chapter that only 19% of the participants in this study represented the secondary stakeholders. I conclude that there is shallow involvement of secondary stakeholders in the sector since secondary stakeholders have not been fully engaged. Previously, it was stated that the colleges cannot fulfil this function. This also accords with my earlier observation, which showed that lack of understanding of the sector is another possible reason for this finding. One cannot market or seek partnerships if they are still working out what their identity is.

One other unanticipated finding was that the programme offering the new model straddles between two bands of the NQF. This finding has implications for partnership and deeper engagement with all parts of the CET model through effective communication and co-operation with all aspects of the more comprehensive system. CET has a separate and dedicated directorate, and regional CET offices have been established to fulfil this role. Still, due to lack of co-operation with other parts, this seems to be not yielding the expected outcomes. There is no collective planning and shared responsibilities in implementation between different parts of the new model.

Marketing the sector and forming a partnership with all stakeholders is crucial to the success of this model. It also emerged that stakeholders do not know the CET colleges and what they stand for, and this proved to be the most determining factor for fully engaging stakeholders with CET colleges that could then provide the necessary support. It is a concerning thought that CET leadership cannot market the new model and form partnerships with relevant stakeholders because of limited personnel, and they do not have a dedicated unit that deals with partnerships and marketing.

I conclude that in this study, although ACET has a dedicated directorate, marketing and partnerships are non-existent. Firstly, the new model has not been marketed, and the stakeholders do not understand their mandate for them to support the ACET initiatives. Secondly, there is no broad understanding of role-players to partner with. Thirdly, there is no coordinating structure for the sector's advocacy as a whole; it is left to each of the respective colleges to market themselves. With the differentiated understanding of the sector, this confusion will deem all the efforts futile.

5.5 Chapter Summary

This chapter aimed to present the initial analysis of the data and discuss findings of the input into the first concept of the system within a system that is part of the systems theory grouped into four categories, namely policy and change management framework; governance and management; resources; marketing and partnership. The first part of the chapter offered data analysis of both qualitative and quantitative data sets generated from multiple methods, including the organisational effectiveness questionnaires, leadership questionnaires (FRL), one-on-one interviews, focus group discussions, and document analysis.

A brief description of respondents' profiles and the category of stakeholders and a summary of respondents' designations and their seniority in the ACET sector was presented. The data sets produced in the analysis that produced findings, trends and assumptions were raised, and the ones that were worth further discussion were elaborated upon. It was noted that some of the findings that emerged were not new, like the availability of valid policies and insufficient allocation of resources (personnel and infrastructure) as they are generally known in the research arena, and have been discussed in the adult education sector and previous research. Some of the new findings related to lack or no proper consultation with all stakeholders, and inadequate time was spent on the planning phase to transition from PALCs to the CET college model, size and composition of the governance structure, lack of partnership and marketing initiatives. Selected comments, quotes by participants and graphics representation were used to justify the findings. In the second part of the chapter, each category of the input for the enabling environment was discussed, and specific interpretive comments were made concerning the literature and the research questions that guided this research. The interpretive comments relied on the data and the theoretical reference frameworks developed in Chapter 3 to make sense of the findings.

The broad picture that emerged from this study was that most of the enabling environment components are available, but there is still some work to be done. This chapter has offered contextual factors which resulted in the claims made hereunder; that:

- The size and composition of the governance structure is not fully representative of the different parts of the CET college.
- There is a valid policy and change management framework, but the differentiated understanding of this policy and strategy by stakeholders is one determining factor that may affect the successful implementation.

- There is insufficient allocation of resources, and there is a mixture of both transactional and transformational leadership styles, and behaviour; the impact of such will be unpacked in Chapter 6.
- Lack of coordinated advocacy and marketing and partnership initiatives by the government is a huge drawback for the sector.

I make three major conclusions with this part of the study. The first conclusion is that there is a fair amount of evidence suggesting that the South African adult education system has very good policies and strategies. What is needed is to ensure a shared understanding and interpretation of these frameworks by all stakeholders, especially those who are entrusted with the implementation.

I further conclude that the governance and management structure is not representing all sectors, and this needs to be addressed to ensure the mandate is realised. Although ACET has a dedicated directorate, marketing and partnership is non-existent. The sector has not been marketed, and the stakeholders do not understand their mandate for them to support the ACET initiatives. Therefore, there is no broad understanding of which role-players to partner with. Thirdly, there is no coordinating structure for the sector's advocacy as a whole, but it is left to each of the respective colleges to market themselves. With the differentiated understanding of the sector, this becomes a crucial factor to address. Nevertheless, sharing of infrastructure between DBE and CET colleges demonstrates some partnership and contribution made by the two parts of the education system.

The next chapter presents data, analysis, and throughput findings, which is the second phase of systems philosophy and the second phase of the change management process.

Chapter 6

Implementation of the Desired Change

Chapter 6 is the second chapter of the three chapters reporting on stakeholders' perceptions in systems methodologies. The chapter presents data and analysis of the throughput element which is the second phase of systems theory and the change management process. The chapter focuses on perceptions of stakeholders on how the desired change, which is the transition from PALCs to the CET model, is being implemented by leadership in the CET colleges.

6.1 Introduction and Background

Chapter 5 presented and discussed the findings of the input into the first concept of the system within a system that is part of the systems theory grouped into four categories, namely policy and change management practices; governance and management; resources; marketing and partnership. The broad picture that emerged from Chapter 5 was that most of the enabling environment components are available, but some work is still to be done. The chapter offered contextual factors which resulted in the claims made hereunder; that:

- There is a valid policy and change management framework, but the differentiated understanding of these policies and strategies by stakeholders is one determining factor that may affect the successful implementation, which is further elaborated on in this chapter.
- There is insufficient allocation of resources, and there is a mixture of both transactional and transformational leadership style, and the behaviour and impact of such is unpacked in this sixth chapter
- Lack of coordinated advocacy and marketing, as well as partnership initiatives by the government is a massive drawback for the sector.
- The size and composition of the governance structure is not fully representative of the different parts of the CET college.

This chapter presents data, analysis, and discussion relating to the second phase of change management, referred to as implementing the desired change or introducing new practices, or what

Ackoff (1981) and Checkland (1981) called throughput element, as the second element of an open system. This phase, as the name suggests, is related to implementation. As mentioned in the Literature Review chapter, implementation of change may be influenced by factors such as those listed in Zeelen et al. (2011) as origins of policy; traditions of implementing agency; government arrangements; administrative feedback, and joint complexity action.

It was mentioned in Chapter 5 that before data collection, mapping was done between soft system methodologies and change management processes to guide data collection and serve as the basis for data analysis. This chapter seeks to answer the second research question: *How does CET college leadership manage and contribute to organisational change in relation to the interdependence of its overall structure?* The outcome of the change management process can be judged in different ways, including commitment of people to the change process, and successful implementation of the change process. This therefore means that the successful implementation of change is the extent to which the change results in the desired benefits and avoids negative consequences. This latter part will be discussed in detail in Chapter 8.

In this chapter, I first present data, then analyse and discuss the data presented, drawing on relevant literature and the conceptual framework. The data and discussion relate to the implementation plans and processes of transitioning from PALCs to the CET college model at both national and provincial level. It will cover the perceived leadership styles and behaviours of change agents as well as the alignment of CET vision and mission to culture and work processes to achieve the change management plans. Where possible, these factors are shown using pivot charts, pie charts and verbatim quotes. The verbatim or direct quotes are clearly labelled and indented.

The chapter is demarcated into three parts; the first part presents the summary of participants who make up the CET leadership. The second part of this chapter analysis data that was generated through multiple methods: organisational effectiveness questionnaires, leadership questionnaires, interviews, document analysis, and focus groups discussions. The latter part of the chapter discusses the key findings on what aspects of leadership are used to implement and manage the organisational change process.

6.2 Summary of Respondents' Profiles that are in Leadership Positions within the ACET Sector

This study aimed to investigate CET college stakeholders' perceptions regarding the leadership of change management. For this study, leadership was defined in terms of position or title, and the respondents that met this criterion were purposively selected. As alluded to in Chapter 2, for the purpose

of this study the leadership were all council members regardless of their portfolios, including principals and deputy principals, senior staff members at the regional offices, DHET director, CET union representatives and centre managers.

Presented in Figures 27 and 28 below is an overview of the total number of participants and the data collection techniques used for the respondents that were identified as being in leadership positions within the ACET sector. Figure 27 illustrates that at 28% each, college management and centre managers are the respondents with the highest representation on this study. They are both at the core of implementation of the change management process at the provincial level of the CET college model. They are followed by council members with 22% representation. The low participation of council members was, as explained in Chapter 4, that the study happened towards the end of the term of office for the council, and some council members were no longer available. The other reason was that the council did not have the full membership complement, as discussed in Chapter 5. The quality of data collected was not affected by the low representation of council members, as explained in Chapter 4. The union, national and provincial representatives constitute 6%, 11% and 5% respectively of the respondents in leadership positions. The low representation was due to the thin structure at the provincial levels of the ACET sector.

Figure 22

Summary of Respondents in Leadership Positions

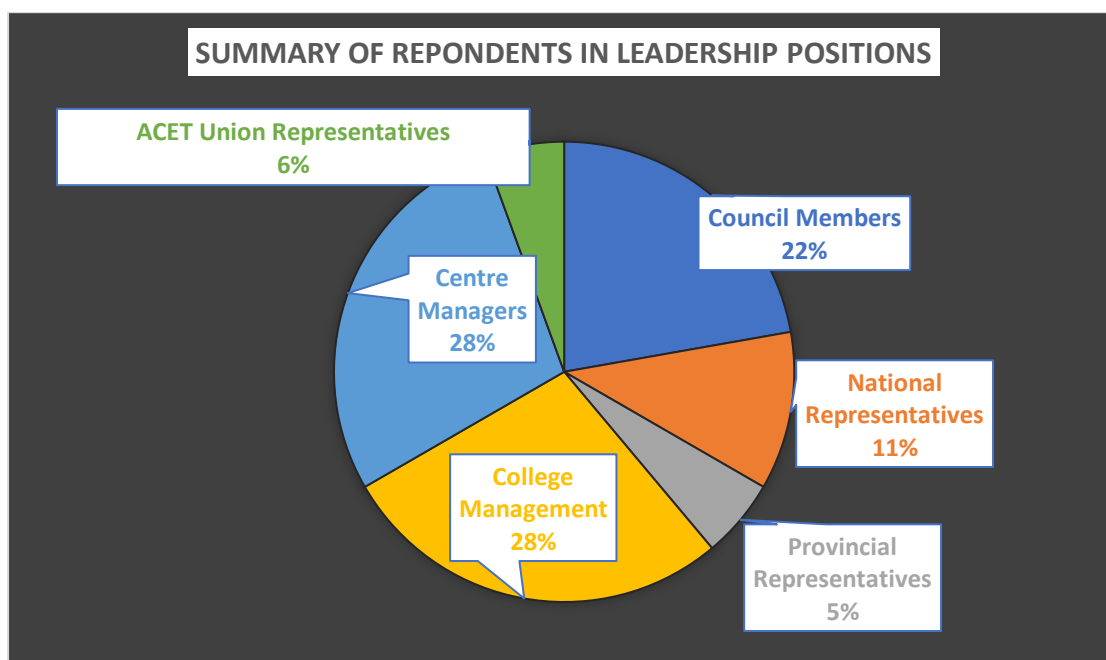


Figure 23

Percentages of Data Collection Techniques used for Participants in Leadership Positions

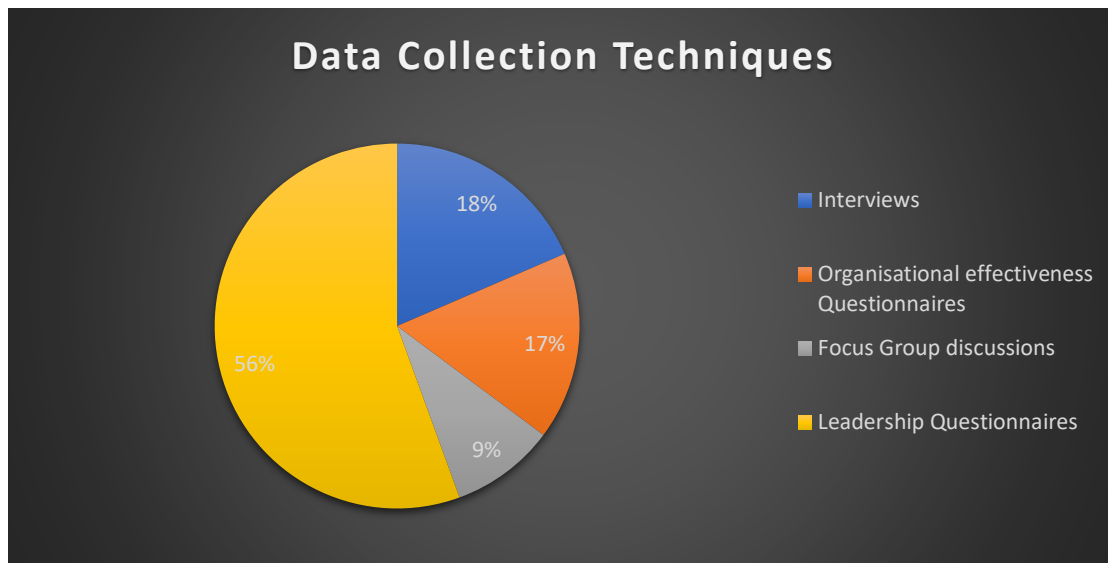


Figure 283 can be read with Table 8 in Chapter 5 and these show that 56% of the respondents participated in the leadership questionnaire which sought to establish the leadership style and behaviours of the CET college leadership. Then there were 18% of the respondents that participated via interviews and the focus for them was on the contribution made by college management on the organisational change process.

This chapter will analyse the throughput elements under three broad areas:

1. Change Vision: Strategy (vision; mission); determination of the need for change
2. Systems Dynamics: Culture and work processes (support for change)
3. Leadership style: How it was changed (contribution by leadership)

The three areas are crucial implementation elements to ensure that the desired change—the transition from PALCs to CET college model—is successfully implemented.

6.3 The Results of the Throughput or Implementation Element of the Systems Theory and Change Management Process

The section above presented a summary of the participants in leadership positions at both national and provincial level as well as the presentation of each in relation to the data collection techniques. This

section of the chapter presents the analysis of data sets relating to the implementation of change as generated from multiple sources. I present the throughput or implementation element in three broad sub sections as listed in the introduction of this chapter—Change vision, systems dynamics and leadership styles and behaviours.

6.3.1 Organisational Strategy and Determining the Need for Change or What is the CET College system designed to fix?

To initiate significant changes in an organisation, there needs to be a reason for the change, followed by strategic planning and setting the organisational vision, mission, objectives, values, and principles. Establishing what needs to be changed is made possible by diagnosing the problem and understanding the policy imperatives and the environment.

In Chapter 1, I mentioned that South Africa had developed the *White Paper for Post-School Education and Training* (RSA, 2013) policy. This policy sets out the need for change in the ACET sector. It states the triple challenges facing South Africa; that is, unemployment, inequality, and poverty, and also identifies weaknesses with regard to the current AET provision in the PALCs; these include insufficient resources (staff and infrastructure) and poor articulation. This policy document also states the following as its vision (RSA, 2013b, p. 4)

- Build a fair, equitable, non-racial, non-sexist, and democratic South Africa
- Expand access, improve quality, and increase the diversity of provision
- Build a stronger and more cooperative relationship between education and training institutions and the workplace
- Build a system that is responsive to the needs of individual citizens and of employers in both public and private sectors, as well as broader societal and development objectives.

It goes further to articulate the following as one of its objectives: To prepare workers for the labour market and that everyone should be able to make a living for themselves and contribute skills to a developing economy. (p. 8).

Figure 28, in the introduction of this chapter, presented and discussed the different data generation tools that were used to determine the stakeholders' understanding of the need for change and what to change. Below are the interview questions that were posed to respondents to ascertain their perceptions of the need for change and what to change.

Interview question 1.1

What are the current changes that have affected/influenced change in adult education in South Africa?

Interview question 1.3

What do you feel is the main problem that needs to be addressed by CET colleges?

Interview question 1.4

What were other solutions considered to solve the problems mentioned above?

A range of responses was elicited from the above questions. It is worth mentioning that one respondent, who occupies a senior management position within the CET college, would not respond to these questions. One possible reason for not being able to answer may be that these are not discussed or shared. However, 100% of the primary stakeholders representatives stated that a) unemployment, b) inequality, and c) poverty are causes for the changes in the sector and that no other solutions were considered to solve them. Two members of the CET college management identified operational challenges relating to personnel and infrastructure shortages. The other two identified structural changes, such as moving from DBE to DHET, as the need for change. Only 48% of participants at CET college level indicated curriculum and programme offering as the significant change in the sector, but they could not identify the main problem to be addressed and possible solutions considered to solve the problem.

The above responses from the one-on-one interviews were consistent with responses from the focus group discussions. Below is a statement that summarises the essence of what was said:

The aim is to move from basic education to higher education. This was because they [the government] realised that basic education did not address skills and thought because skills are the main focus in Higher Education.

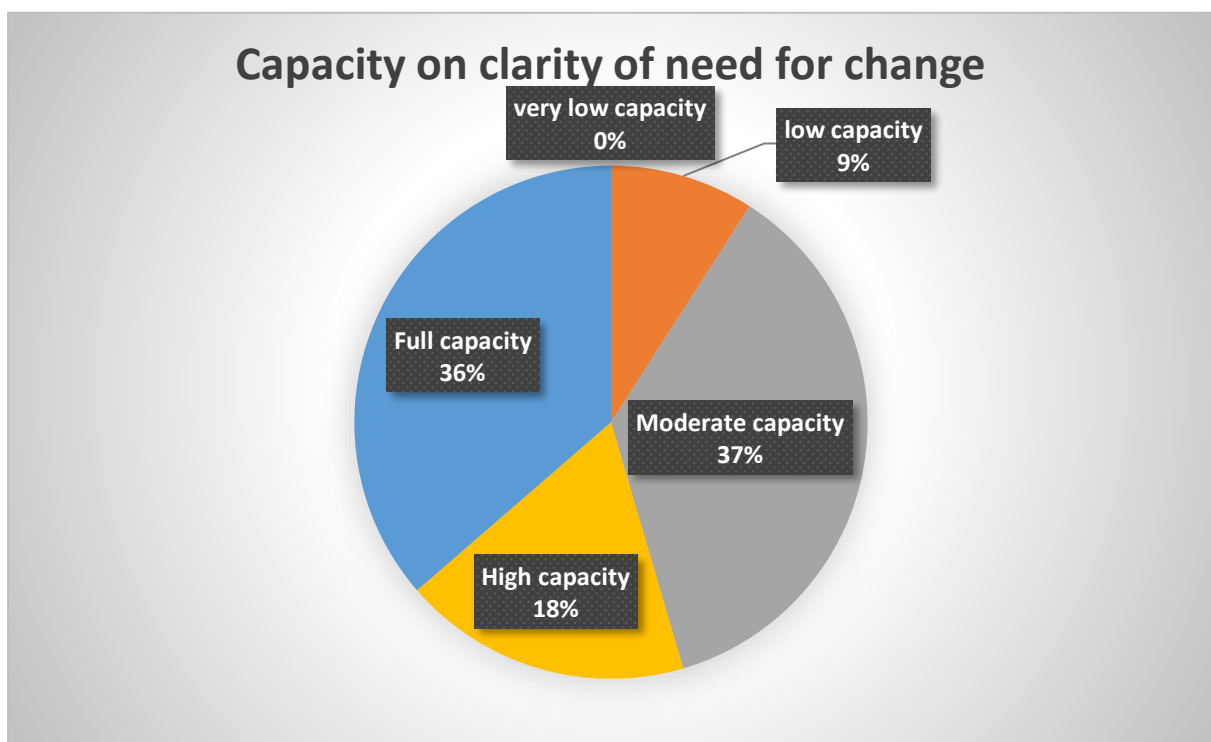
They also mentioned that it was the DBE's failure that caused the changes. Below is the direct quote from the Focus Group 1 discussion:

DBE also failed, a lot of educators were not trained, and some were underqualified, while some had diplomas that did not cover Adult Education and Training (AET) programmes offered.

Below is the presentation of data extracted from the organisational effectiveness questionnaire regarding the level of capacity to clarify the need to change, that is, the transition from PALCs to the community college model. Figure 24 below shows varying views on level of capacity to clarify a need or reason for moving from PALCs to the college model. Thirty-six percent of respondents said there is full capacity and 18% said there is high capacity, while 37% and 9% said there is moderate to low capacity respectively.

Figure 24

Clarity on Mandate, Vision and Mission



The above results are consistent with the results from the organisational assessment questionnaire. Two respondents from the organisational assessment questionnaires recommended that DHET official must give directive to CET colleges leaders. Below is a quote from one of them:

DHET official must go down to CET college and centres to give a clear directive.

This needs to be clarified. Otherwise, it will affect the implementation.

Interview Participant 1, who is also a primary stakeholder mentioned that:

I think we have to look deeper at the social challenges in the first place. In my view, this will help us to find out the ‘common denominator’- [meaning what is common and is the root cause] and focus CET college towards addressing those. Check what led to the need, to begin with, and find the common factor that will determine the vision or focus for change.

The results obtained from the content review of CET college documentation revealed that there is a *Continued Education and Training (CET) Act, 2006* that points to the “establishment of CET Colleges” (RSA, 2006a, p. 2). The results further revealed that a *National policy on Community Colleges* (DHET, 2015b) served as an initial process and gave effect to the transfer of the legislative responsibility and administration of the *Adult Education and Training Act, 2000* to the Minister of Higher Education and Training. The National Plan provided the framework that must guide the change management—transition PALCs to the CET college model—and also guided the establishment of the community colleges and articulated the CET college system focus areas as:

- a) Expansion of access to education and training to all youth and adults, especially those who have limited opportunities for structured learning, including learners with disabilities.
- b) Diversification and transformation of institutions that promote the goals and objectives of a progressive socio-economic agenda.
- c) Provision of good quality formal and non-formal education and training programmes.
- d) Provision of vocational training that prepares people for participation in both the formal and informal economy.
- e) Close partnerships with local communities, including local government, civil society organisations, employers’ and workers’ organisations and alignment of programmes with their needs.
- f) Partnerships with government’s community development projects.
- g) Local community participation in governance.
- h) Collaboration and articulation with other sections of the post-school system (DHET, 2019, pp. 18-19).

The document content also mentioned *The Community Education and Training College System: National Plan for the Implementation of the White Paper for Post-School Education and Training 2019-2030*. This plan states the following six points as the purpose of the CET college system or areas for change or what needed to be changed (DHET, 2019, p. 12):

- a) To expand youth and adults’ access to community education and training programmes.
- b) To improve the youth and adults’ success in community education and training programme.

- c) To improve the quality provision in CET Colleges.
- d) To Improve the institutional capacity and efficiency to provide quality CET programmed colleges.
- e) To develop and/or review the steering mechanisms for optimal performance of the community education and training system.
- f) To promote and ensure evidence-based continuous institutional planning, development, support, and accountability.

The policy further revealed a cluster of strategic levers as: vision; qualification, programme and curriculum; institutional planning development; funding and financing; advocacy; partnership; stakeholder engagement; monitoring and evaluation. These strategic levers must be used to steer the system and assess the effectiveness of the CET college system. These strategic levers are listed below and will be discussed in more detail in Chapter 7 which establishes how the leadership of the change management reflect the standardised criteria for the CET college effectiveness.

The above purpose and strategic levers formed a strategic policy direction that CET colleges must follow, and these are congruent with the CET college system vision as articulated in Section 22 of the National Plan for Implementation of PSET as that of:

A differentiated system that opens diverse, flexible, accessible quality lifelong learning opportunities for individuals and communities so that they can improve their quality of life, by progressively articulating into further learning, employment and sustainable entrepreneurship. (DHET, 2019, p. 13)

The most striking results from the above data are that there is varying understanding of the need for change. Stakeholders' understanding of the need for change at national level is consistent with that in the White Paper (2013), while at the CET college level the understanding is different from that of the policy. This variation in the level of understanding may have implications for the implementation of the desired change.

Once there is an agreement on the need for change and what is to change, the next logical step is how it has to be changed or implemented. The next section will report on who and how the proposed change was implemented. The degree of success regarding the implemented changes will be discussed in Chapter 7.

6.3.2 How and by whom it was to be Changed—Implementation Plan/Change Management Framework

To achieve the community college's system vision, the National policy on Community Colleges (DHET, 2015b) section 12.2 also explicitly states that the management staff of a CET college under the leadership of the principal has delegated authority to develop and implement the overall strategy at the college level. However, support and contribution by other CET college stakeholders, culture and work processes also contribute to the successful implementation of the desired change.

The National Plan for the implementation of the White Paper on PSET (2019) further provided strategic areas as alluded to in the previous section of this chapter. It further elaborated on what must be done practically to achieve the CET college vision and by whom; such as developing and implementation of the 5-year strategic plan, establishing conducive organisational culture and re-engineering work processes to support successful implementation of the desired change.

The results obtained from the content review revealed that both CET colleges under study have developed the five-year strategic plans. The CET colleges' vision as stated in the strategic plans is:

To be a community-oriented college of excellence. (Strategic Document 2, 2020)

A college that seeks to reduce illiteracy and unemployment rate through responsive skills development. (Strategic Document 1, 2020)

There is strong evidence of alignment between the CET college vision as stated in the National Plan for implementation of PSET and the visions stipulated in the strategic plan documents of both colleges.

The most striking observation that emerged from the strategic documents was the emphasis on the importance of the involvement of all stakeholders and the human element as key to the successful implementation of the vision. The direct quotes from the statements made in the strategic documents of CET colleges below illustrate the observation stated above:

Principal 1 stated in Strategic document 1 that the vision is attainable; however, "we will require a high level of commitment and determination to make it a reality".

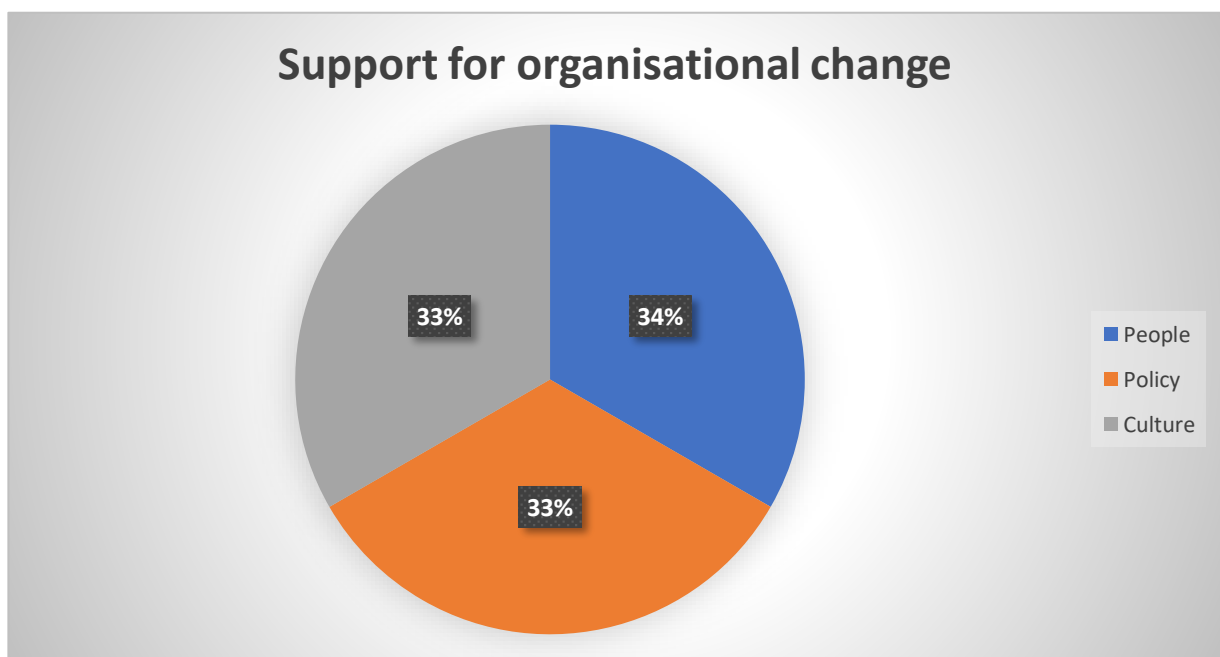
Principal 2 in Strategic document 2 stated that "the human element is critical in implementing the plans and in driving and implementing the organisation's strategy".

For the benefit of this study, this section of this chapter is only focused on the leadership/management contributions towards the attainment of the two CET colleges' visions under study. The leadership contributions include elements such as communication and/or rallying support for change from role-players, establishment of a conducive organisational culture to support change, and reengineering of work processes to support the desired outcomes.

There is evidence of the level of support for change from responses on the organisational assessment questionnaire. The organisational effectiveness questionnaire measured three concepts, that is, a) the level of support for change by stakeholders; b) whether there are robust policies to support change; and c) whether the organisational culture is conducive to support change. The data from questionnaires revealed low levels in all three areas as depicted in the pie chart below.

Figure 25

Support for Organisational Change



The chart shows that there is only a 34% level of support for change by stakeholders and 33% on both policy and organisational culture. These very low levels of support may affect the successful implementation of the desired change.

The data obtained from the strategic plans uncovered information relating to the organisational culture, this is embedded in CET colleges' mission statements and core values. The mission statements of the two colleges are:

by providing responsive education and training programmes in collaboration with relevant partners to address the socio-economic and developmental needs of our communities; by providing world-class education and training opportunities responsive to local needs and global markets. (Strategic Plan Document, 2020)

A model public community college providing quality, occupational and community-based programmes towards economic empowerment. (Strategic Plan Document 2, 2020)

The strategic plan also had core values that underpin and guide how the college staff are expected to demonstrate their dealings with internal and external stakeholders while executing their responsibilities. The core values for each of the colleges is presented below and it is clear that there is no obvious difference between the core values of the two colleges.

Table 9

Core Values of the Two CET Colleges

| College 1 | College 2 |
|---------------------------|-----------------------|
| Commitment | Commitment |
| Respect | Professionalism |
| Excellence | Ubuntu |
| Accountability | Accountability |
| Diversity | |
| Integrity | Integrity |
| Responsive | Batho Pele Principles |
| Innovative | Creativity |
| Openness and Transparency | Transparency |
| Teamwork | |
| Inclusive | |

How well these core values in Table 9 are adhered to by staff is dependent on the enforcement by the change agents. Some interviewees responded as follows:

Interview Participant 1 referred to the change as 'systematic'—meaning the external stakeholders look at CET colleges as a system and hence their approach is on the coordination and facilitation of areas of support. He mentioned that:

We are key to initiating partnerships; to change the image of the community because we are not bogged down by day-to-day running of the college. Whether we do or not, I am not willing to comment.

The respondents at the managerial level and dealing with the colleges' operations identified and emphasised concepts such as teamwork, empowerment, communication, and continuous learning as key to change management. During the interview, Participant 6 mentioned that he used to run workshops for staff and Interview Participant 5 said:

There are always contributions that one makes, whether it's in line with your job or not. For instance, we have no IT function in the college and monthly I assist educators with IT-related problems, be it connectivity or resetting passwords. I also intervene with finding venues and continuously communicate with others to ensure that operations are not adversely affected.

Interview Participant 3 stated that

The role of the regional unit is to support the college and make sure that the programmes that the college plans are implemented. We also play an oversight role on behalf of DHET.

An organisational effectiveness questionnaire was used to determine whether the CET colleges' work processes support the vision, mission statements and the core values in terms of availability of work procedures; whether the work process is clarified to staff and stakeholders and whether the staff and stakeholders have the capacity to implement and support change.

The study showed that 37% of the respondents agreed that there are internal procedures that support the vision. In comparison, 32% of respondents stated these internal work processes are clarified to staff and stakeholders, and 31% agreed that the staff and stakeholders have capacity to implement the CET colleges' vision and support for the desired change.

Interview Participant 4 identified himself as a change agent and referred to his contribution to change as those relating to organisational structure—'rationalisation'—reducing centres from 251 due to non-viability or enrolment. Other changes related to policies and procedures affecting work processes and staff changes such as creating additional pay points and

We are not terminating contracts for lecturers when enrolments in their centres drop below the minimum, but we transfer them to centres with high enrolment.

Interview Participant 6 mentioned that council, in consultation with the Minister of Higher Education, agreed to improve the conditions of service for lecturers in the CET and advocated and made proposals for an acceleration of budget allocation.

The low figures in work processes indicate a negative perception on how change was managed—how the work processes were re-engineered, and clarified to support the desired change.

The significant result from the data above is that although both CET colleges have strategic plans with regard to vision, mission and core values; however, there is lack of support, organisational culture is not adhering to core values and the work processes have not been redesigned to support the desired change.

In the next section, respondents were asked what perceived leadership styles and behaviours or change management techniques were used by the change agents to transition from PALCs to the community college model.

6.4 How CET Leadership Managed and Contributed to the Implementation of Desired Change

As discussed in the introduction of this chapter, several findings were established relating to inputs of the enabling environment in the change management process such as policy, strategy, and change management framework; resources including human resources, financials, and infrastructure; governance and management structures. I further mentioned and listed the CET college change agents as including principals, deputy principals; senior staff members at the regional offices; DHET director; CET union representatives and centre managers. These change agents occupy the top management on the CET colleges organogram and are responsible for implementing the function shift from PALCs to the community college model and day-to-day operations of the colleges.

This section of the chapter will discuss skill sets that the leaders possess and how they use them to guide and coordinate the process for successful implementation of function shift to the college model. I present data obtained from the questionnaire that assessed the Full Range of Leadership (FRL) model and the concepts of transformational leadership (Bass & Riggio, 2006). As elaborated in Chapter 4, the questionnaire consisted of two forms: the self-rating form, in which the leader rated him-/herself and the Rater, in which followers rated the leader. For this particular section in this thesis, data from the Rater and Leader forms will be used because the intention was to understand the perceived leadership styles and behaviours from a followers' and supervisors' view. The questionnaire used a 5-point rating scale,

with anchors ranging from 0 = *not* to, 4 = *frequently, if not always*, with prefigured coding from High to Low based on four elements of transformational leadership and three elements of transactional leadership. These forms were administered to 30 respondents (17 Rater and 13 Leader) staff to rate their immediate supervisors and their leadership style. The questionnaire had 21 descriptive statements, and the respondents had to choose the statement that most suited with their immediate supervisors' and themselves. Tables 10 and 11 identify participants' responses by initial codes, and the different keys to explain the abbreviations in the two tables below:

Key: Idealised Inspiration (II); Inspirational Motivation (IM); Intellectual Stimulation (IS); Individual Consideration (IC); Contingent Reward (CR); Management-by-Exception (ME) and *Laissez-faire* (LF)

Table 10

Participants' Perceptions of Transformational and Transactional Leadership (Rater)

| | Transformational | | | | Transactional | | |
|-------|------------------|----------|----------|----------|---------------|----------|----------|
| Rater | II | IM | IS | IC | CR | ME | LF |
| 1 | High | High | Moderate | Moderate | Moderate | High | Low |
| 2 | High | High | Moderate | Moderate | Moderate | High | High |
| 3 | High | High | High | High | Moderate | Moderate | Moderate |
| 4 | High | High | Moderate | Moderate | Moderate | High | Low |
| 5 | High | High | High | High | Moderate | High | High |
| 6 | Moderate | High | Moderate | Moderate | Moderate | Moderate | High |
| 7 | High | High | High | High | High | High | Moderate |
| 8 | Moderate | Moderate | Moderate | Moderate | Moderate | Moderate | Moderate |
| 9 | Low | Low | Low | Low | Low | Low | Low |
| 10 | High | High | Moderate | High | Moderate | Moderate | Moderate |
| 11 | High | High | High | High | Moderate | Moderate | Moderate |
| 12 | High | Moderate | Moderate | Moderate | Low | High | Low |
| 13 | High | High | High | High | High | High | High |
| 14 | High | High | High | High | High | High | High |
| 15 | Moderate | High | Moderate | High | High | High | Moderate |
| 16 | High | High | High | High | Moderate | High | Low |
| 17 | High | High | High | High | High | High | Moderate |

Score range: *High* = 9-12 (*strong support*); *Moderate* = 5-8 (*moderate support*); *Low* = 0-4 (*strong to moderate refutation*)

Table 11

Participants' Perceptions of Transformational and Transactional Leadership (Leader)

| Rater | Transformational | | | | Transactional | | |
|-------|------------------|----------|----------|----------|---------------|----------|----------|
| | II | IM | IS | IC | CR | ME | LF |
| 1 | n/a | n/a | n/a | n/a | n/a | n/a | n/a |
| 2 | n/a | n/a | n/a | n/a | n/a | n/a | n/a |
| 3 | n/a | n/a | n/a | n/a | n/a | n/a | n/a |
| 4 | High | High | High | High | High | High | Low |
| 5 | High | High | High | High | Moderate | High | High |
| 6 | High | High | High | High | High | High | High |
| 7 | High | High | High | High | High | High | High |
| 8 | Moderate | Moderate | Moderate | Moderate | High | High | High |
| 9 | High | High | High | High | High | High | High |
| 10 | High | High | High | High | High | High | Moderate |
| 11 | n/a | n/a | n/a | n/a | n/a | n/a | n/a |
| 12 | High | High | High | High | High | High | High |
| 13 | High | High | High | High | High | High | Moderate |
| 14 | High | High | High | High | High | High | High |
| 15 | High | High | High | Moderate | Moderate | High | Low |
| 16 | High | High | High | High | Moderate | High | Low |
| 17 | High | High | High | High | Moderate | Moderate | Low |

Score range: High = 9-12 (strong support); Moderate = 5-8 (moderate support); Low = 0-4 (strong to moderate refutation)

Data from Tables 10 and 11 are the results of the four elements of transformational leadership and the three elements from transactional leadership and are discussed below. These results concur with the previous finding: leaders rated themselves higher than their followers. The following section will discuss the thematic synthesis using the initial codes, and data sourced from interview questions 2.4 – 2.7 and Tables 10 and 11.

Interview
question 2.4

How do you stimulate interest among colleagues and followers to view their work from a new perspective?

Interview
question 2.5

How do you increase awareness (to others) of the mission or vision of the team and organisation?

Interview
question 2.6

How do you develop colleagues and followers to higher levels of ability and potential?

Interview
question 2.7

How do you use feedback and acknowledgement to inspire others?

6.4.1 Transformational leadership elements

Idealised Influence (II)

This element addresses whether a leader maintains subordinates' trust, faith, and respect; exhibits dedication to them; appeals to their ideals, hopes and dreams; and acts as a role model. Five of the 30 participants were perceived as noticeably less favourable in this element.

... indicated that she practices an open door policy. She advised that she lets her subordinates feel free to ask for assistance and input. She allows them to find solutions, and she does not come across as that her way is the only way, and she says this helps accomplish several things. (Interview Participant 8)

This is consistent with Raters 1, 2 and 11, who are her subordinates. They scored her high on this element and stated that they trust their leader and feel that she has faith in them and respects their ideas and views.

Inspirational Motivation (IM)

This element of transformational leadership pertains to how leaders articulate a compelling vision of the future and make others feel their work is significant. Interview question 2.5 was designed to solicit participants' perception in this category. Tables 9 and 10 show a high score of 82% from the Raters, as confirmed by the Leaders with 92%. This is the most highly scored amongst all four Transformational Leadership elements. Interview participants 7 and 9 support these perceptions and conceded as follows:

We have workshops at the beginning of each year where the college vision, mission and what needs to be achieved in that particular year is outlined. (Interview Participant 9)

However, participants from the focus group discussions felt that they were not fully aware of the vision and mission of the college. Other participants did not want to respond to the question and some participants were not clear as to the meaning of the term 'vision'.

Content of available documentation in the form of minutes and researcher observations revealed extensive evidence of lack of motivation and consideration of aspects of transformational leadership.

Intellectual Stimulation (IS)

This transformational leadership element relates to the degree that leaders expand the followers' use of their abilities and creativity by questioning assumptions, reframing problems, and approaching old situations in new ways. New ideas and creative problem solutions are solicited from followers, and they are encouraged to try new approaches. Their opinions are not criticised because they differ from the leader's ideas. The leader gets others to look at problems from many different angles.

Data from Tables 9 and 10 revealed contradictory evidence. The followers rated their leaders 48%, which is the lowest of all the four elements. In comparison, leaders rated themselves 92%. The difference between the two ratings is very high. This was similar to the study conducted by Duree and Ebbers (2012) which found that 80% of the respondents identified themselves as transformational leaders and therefore rated themselves highly for collaboration but their followers did not feel competent with their leaders' collaboration competency.

Responses from interviewees who are all leaders concurred with the 92% rating from the questionnaire. The interview question 2.4 was designed to elicit participants' perceptions of factors in this area: working relationships, decision-making and the environment for risk, creativity and critical thinking. When interview participants were asked about working relationships, several participants mentioned collaboration, sharing ideas, and teamwork, but said these principles and core values are not encouraged. Below are direct quotes from some of interview participants:

I encouraged cooperation, working as a team. That is why some deputy principals are assigned to do work that is not in their division. (Interview Participant 4)

I stimulate interest among colleagues and followers by encouraging weekly job rotation so that everyone can have an insight into what other jobs are about. I commend my subordinates for a job well done. (Interview Participant 8)

I give them a chance to think out of the box and come up with a plan. I provide them with independence and tell them that no one person is perfect. (Interview Participant 4)

In the focus group discussions, a probing question was posed as to whether participants were encouraged to offer new ideas. Focus Group 1 and 2 participants responded negatively and said that they do not get immediate support for the programmes they initiate.

This finding raises concern as it has an impact on the organisational culture and will be discussed in detail in the second section of this chapter.

Individualised Consideration (IC)

This is the fourth and final element of transformational leadership. It focuses on whether leaders pay special attention to each follower's needs, supporting the follower, mentoring and coaching. During the focus group discussion, most participants expressed negative feelings that their managers pay no particular attention to their needs.

Management and Council are not close to us. They are too far, and they don't see our pain. They make promises and not fulfil them...the leadership doesn't know what they are doing. The shoes are big for them. (Focus Group 1 participant)

No one has been trained since they took over, and we are eager to see what they are coming with for centre managers and educators. (Focus group 2 participant)

Interview Participant 8 stated that:

I pay attention to my subordinates' well-being by constantly observing if they are still coping. To prevent people from taking sick leave, one must monitor their well-being at all times.

6.4.2 Transactional leadership elements

Contingent reward (CR)

This is the first of the three elements of transactional leadership. It focuses on the active and positive exchange between leaders and followers, whereby followers are rewarded or recognised for accomplishing agreed-upon objectives. Thirty percent of the participants perceived their leaders noticeably less favourably in this element, and most responses were from the followers. Examples of these are in Tables 9 and 10 above. However, during one-on-one interviews with one of the leaders, Interview Participant 7 said that:

I send personalised emails to my subordinates to acknowledge their contribution. During face-to-face meetings, I share their contribution with the rest of the team, and I hope that it will motivate others to make meaningful contributions

Management-by-exception (ME)

This element of transactional leadership focuses on whether leaders tell others of the job requirements and watch for deviations from rules and standards, take corrective action and intervene only if standards are not met. Evidence from the data shows that 92% of leaders strongly support this element, meaning that they tell their followers of the job requirements and monitor continuously. However, only 64% of followers are in agreement. Below are two quotes to support the evidence.

People appreciate communication like, for instance, communicating with them on things that affect our operations. Then giving feedback on how the district has done and providing support and intervene where possible. (Interview Participant 9)

Management cannot just come when it's time for evaluation, but they must be involved throughout by sharing expectations and standards of performance. They must also support us throughout the process. (Interview Participant 4)

Laissez-faire (LF)

This is the last element of transactional leadership, and it measures whether leaders require little of others, abdicate responsibilities and avoid making decisions. Data revealed that there is agreement from both followers and leaders as they are shown relatively less favourably for this element, which means that leaders avoid making decisions.

Rater 8 scored his leader as moderate across all elements. When probed further, he mentioned resentment that his manager treats the team differently, and he is not proud to be associated with him. He said that he has a “cabal” and his favourites. Rater 9 scored his leader low across all elements and stated that his manager constantly changes things, it is challenging to work with him.

To summarise, it can be noted that amongst the four elements of transformational leadership, the followers perceive their leaders to be high on idealised influence and inspirational motivation, with 76% and 82% respectively, and low on intellectual stimulation and individual consideration, with 41% and 58% respectively. However, leaders rated themselves an average of 90% across all four elements. Yet, when they were asked (in Interview question 2.2) to describe their leadership styles, many interviewees could not respond to this question, and those who did respond made it clear that transformational leadership behaviours were prevalent in the college. The same is evident with the transactional leadership elements where leaders scored themselves higher than the followers. It was noticeable that there were low scores in the laissez-faire element, with 29% by the followers and 50% by leaders.

The next section of this chapter discusses each of the above categories in relation to implementing the desired change, and specific interpretive comments are made concerning the literature and the research questions that guided this research. The interpretive statements rely on the data and the theoretical reference frameworks developed in Chapter 3 to make sense of the findings.

6.5 Key Findings on the Implementation Phase for the CETC Model

The preceding section of this chapter presented both qualitative and quantitative data sets generated from multiple methods, including the organisational effectiveness questionnaires, full range leadership questionnaire, one-on-one interviews, focus group discussions, and document analysis. These produced respondents’ profiles and the category of stakeholders and a summary of respondents designated as leaders of the CET college. The data sets and the study had findings, trends, and assumptions worth further discussion. The findings were too similar across the cases and there was no distinguishing feature that could be found in terms of the research questions.

Some of the emerging results are consistent with previous results from Chapter 5, and these will be cited as I discuss the findings in this chapter. The findings are discussed under the same categories and headings and subheadings as the previous section of this chapter, for example, what to change (vision and mission), how it was to be changed (support for change vision, culture and work processes) and how it was altered (management and contribution by leadership). This section of the chapter summarises the emergent themes resulting from the case study data analysis in the previous section of this chapter.

Three major conclusions are drawn from the chapter, and these conclusions are interpreted from the relevant literature. They are informed by the conceptual framework, the research questions and the data analysis process.

6.5.1 Determining the Need to Change and What to Change

A strong relationship between the outcome for change and what is changed, how and when the change is implemented, who participates in the process and how much influence each participant has, has been reported in the literature (Yukl, 2013). It is apparent from the statement above in Yukl (2013) that before initiating changes in an organisation, there needs to be a good reason for what needs to be changed, followed by a change vision that entails how change is to be implemented. The organisational diagnosis or need for change can be conducted by the top management team or by a task force composed of representatives of the various key stakeholders in the organisation. Establishing and understanding what to change is crucial because an incorrect diagnosis or an inappropriate change programme may not provide the desired benefits.

This study presented a clear indication of the need to change, what to change, and the system's dynamics at a national level but varying interpretation and understanding at the provincial level. This finding supports the previous conclusions made in Chapter 5, that there is a fair amount of evidence suggesting that South Africa has well-written policies to drive the transition from PALCs to the CET college model, but there is a different interpretation that affects the implementation.

It seems possible that these results are due to the lack of involvement of all the stakeholders, not sufficient time spent on the planning phase and incorrect methodology used for analysis and design of a social system. Zeelan et al. (2011) have speculated that poor implementation is due to an ineffective agency's omission and weak disposition.

These findings suggest that CET colleges are implementing a generic change programme due to a lack of careful diagnosis of the respective CET college's problems. Checkland (1995) and Stowel (1995) have suggested a seven-step soft system methodology to diagnose the issues. These steps are clustered into a three-phased approach that begins with investigating a problem, then evaluating the holons (as explained in Chapter 4, section 4.8) of the system, and then comparing the conceptual models with the real-world situations to determine the changes that should take place to improve the situation. This methodology suggests that knowledge of systems dynamics is helpful both for identifying the nature of a problem and anticipating the likely effects of changes made to resolve it. It is also the third concept of systems theory.

I argue that there is a lack of understanding of what needs to be changed, thus affecting the implementation of the desired change. A recent study that sought to diagnose the problem is that of Lyster and Land (2019), but it only happened after the implementation of the plan.

6.5.2 The Change Vision and Understanding the Systems Dynamics

As referred to in the first section of this chapter, and as alluded to in Chapter 2, the National Plan responds to what the CET college sector plans to transform and states what must be done practically to achieve the CET college vision. It is further argued that change programmes often fail to solve organisational problems and sometimes worsen them (Beer et al., 1990) because change agents do not have or do not understand the vision for change and therefore cannot rally for support for change. On the other hand, understanding systems dynamics is equally crucial as the benefits obtained from changes made in one part of the organisation often fail to improve the organisation's overall performance and cause new problems for other subunits (Goodman & Rousseau, 2004).

As mentioned in the Literature Review, understanding the reasons for a problem and how to deal with it requires a good understanding of the complex relationships and systems dynamics that occur in organisations (Gharajedaghi, 2006; Goodman & Rousseau, 2004; Senge, 2006). Problems have numerous reasons, which may include actions taken earlier to solve other issues. If the diagnosis only identifies one of several problems, the changes may fail to achieve the desired outcome. In large systems such as organisations, actions have multiple consequences, including unintended side effects. Therefore, a change in one part of a system will eventually affect other components, and reactions to the change may cancel out the consequences.

In this study, vision and understanding of the systems dynamics seem to exist. Surprisingly, the findings in this section do not support the conclusions in the previous section on the level of understanding of the vision. It is difficult to explain this result, but it might be related to the source of information. In this current section, results were from the content review, and the latter included interviews and questionnaires. These results, therefore, need to be interpreted with caution as they suggest that vision and system dynamics are good on paper. An implication of this is the possibility of gamesmanship (manoeuvring) that may be going on during implementation, as noted by Zeelen et al. (2011). The consequence of this will be explored in the next chapter that focuses on the CET college effectiveness.

6.5.3 How and by Whom it was to be Changed

It has been mentioned in the Literature Review that top management are the change agents, but other members of the organisations are critical to contributing to its success. As alluded to earlier, the implementation of change was delegated to the CET college at the provincial level, and change agents include principals, deputy principals; senior staff members at the regional offices; the DHET director; CET union representatives and centre managers. These change agents occupy the top management of the CET colleges (Rule et al. (2015). These arguments are in line with the comments made by both principals in the CET college strategic plan documents that suggest that commitment and determination by all stakeholders are the determining factors in the successful implementation of the objectives of the strategic plans.

As already indicated, a strong relationship between the outcome for change and what is changed, how and when the change is implemented, who participates in the process and how much influence each participant has, has been reported in the literature (Yukl, 2013). Prior studies like that of Todnem (2005); Carter et al. (2005), Yukl (2013); and Carnall (2007) have argued that the goal of change management is to implement strategies for reflecting change and helping leaders and other people involved with adapting to change. Another study that was commissioned by the OECD (2019) confirmed that having the right people around the table to discuss complex issues, outline processes, and take ownership, are essential drivers for the change process. Roueche et al. (2014) argued that while many attributes were regarded as a requirement to bring about appropriate change, vision remained predominant and vital.

In this study, the espoused values consistent with transformational leadership emerged from the content review of the strategic documents. These core values of the CET colleges are: innovation, respect, integrity, teamwork, commitment, professionalism, and excellence, which represent the espoused cultural values. These core values are consistent with the tenets of transformational leadership as identified by Bass and Riggo (2006). One of the CET colleges has Ubuntu as one of the core values, and Ubuntu, according to Ncube (2010), is congruent with transformational leadership. However, this study did not find any evidence to support the use of Ubuntu and therefore this may create an opportunity for further study.

Three important and clinically relevant findings emerged from the data analysis. One conclusion that could be drawn is that CET college leadership and management are at the helm of change management. They have successfully managed to develop an organisational strategy with a clear vision, mission and core values for the CET colleges. The second finding is that they have not managed to rally support for change from all stakeholders and create internal work processes to support the vision. The third finding

is that there is a unanimous perception among all respondents that organisational values such as open communication, teamwork, empowerment in decision-making and continuous learning are noted; however, they are not adhered to. These values set up the culture of the organisation and it is therefore expected that the followers feel that it is not a conducive organisational culture and does not encourage them to offer new ideas. Alvesson (2012) defines organisational culture as the beliefs, values, assumptions, and ways of life resulting in a unique psychological and social environment that shapes how people interact and behave.. There are several possible explanations for these results:

Those entrusted with implementing change have a lack of experience and understanding of the sector and the need for change. If they do not understand what to change, they will not be able to rally support for change. Change agents' efforts are split between leading and managing the day-to-day running of the college, which means that they operate at two ends of the continuum that is focused on change and standardisation. "The ability to appreciate both ends of the continuum, the tension between standardisation and change is easier said than done. It requires the transformational leader to embrace two divergent mindsets (that is change and day-to-day operations)" (Hacker & Roberts, 2004, pp. 47-48).

The essential role of top management in implementing change is to formulate an integrating vision and general strategy, build a coalition of supporters who endorse the plan, then guide and coordinate the process by which the plan will be implemented. Therefore, developing and implementing a strategic plan is a reflection of leadership practices in the organisation. The 'how to implement change' involves three major components. The first one is to rally support from all role-players; the second, to create a conducive organisational culture; and, thirdly, to set up internal work processes that support the successful implementation of change.

These findings also resonate with our earlier observations, which showed that change depends on people who implement it, then one must ensure that those people possess the necessary skill. The findings also agree with the *White Paper on PSET* (2013b) that a new and exceptional calibre of leaders with a new way of thinking is required. These factors may explain the relatively good correlation between understanding what to change, the actual change, and the calibre of leadership amongst the leaders.

These results concur with the findings of other studies; for example, Carnall (2007) noted that managing change is demanding and tiring but not necessarily complex. This study has proved that the success of change management is not from resistance to change but rather how it is managed. Burns (2003) stated that transformational leaders are considered by their capability to identify the need for change, gain the agreement and commitment of others, and create a vision that guides embedment of the change. I, therefore, argue that managing change requires transformational leadership skills and mindsets.

6.5.4 How CET Leadership Managed and Contributed to the Implementation of Desired Change

In the literature review, Bass and Riggio (2006) argued that shining a spotlight on leadership should not be designed to expose leader deficits but to identify areas for improvement. Scholars like Aitchison and Land (2019) and Rule (2006) have raised concerns about the failure of adult education. Similarly, Aitchison and Land (2019), Simkins (2019) and Rule (2006) have touched on fundamental issues about what needs to be done to transform the CET college system into institutions fit for purpose. They identified characteristics for effective CET colleges' structures, resources, governance or leadership responsibilities. These arguments are also supported by Yukl (2013) who emphasised that leading change is one of the most important and most difficult responsibilities for leaders.

Hence, the second research question sought to determine how CET college leadership manage and contribute towards organisational change in relation to the interdependence of its overall structure. The *White Paper for Post-School Education and Training* (RSA, 2013b) noted that a new calibre of leaders with a new way of thinking is required to accomplish CET vision. This study revealed that transformational leadership scored higher than transactional leadership, although the difference was not significant and this was similar across the cases and there was no distinguishing feature that could be found between each case. This also accords with my earlier observation in Chapter 5, that 58% of the respondents indicated that the transformational leadership style is the most prominent amongst their leaders. The findings of this current study are consistent with those of other studies and suggest that transformational leadership can be found in all parts of the globe and from all forms of organisation (Bass & Riggio, 2006).

Successful implementation of change in organisations requires a wide range of leadership skills sets and behaviours. Some of the behaviours involve political and administrative aspects, including motivating, supporting, and guiding people. Chapter 5 provided some recommended skills sets as identified by respondents of the study. These included being visionary and strategic; having change management skills; strong communication and skills in putting together partnerships with relevant stakeholders; strong community engagement skills; understanding and passion for the sector. Respondents further added that leaders must lead by example and be prepared to involve others or collaborate with other stakeholders. Kotter (1995) argued that leaders need to convince about 75% of the management that the change is necessary. However, this study shows that only 70% of the participants are convinced and trust their leaders, resulting in a below 75% average support level as suggested by Kotter. The most logical explanation may be linked to the finding in Chapter 5 that there is poor communication and lack of meetings to discuss the vision and change related matters by leadership. The impact of this will be discussed in the next chapter.

Qualitative and quantitative data analysed demonstrated contradicting and appalling results. Quantitative data in Tables 9 and 10 are not supported by the qualitative data obtained from interviews and focus groups in examining whether transformational leadership present in the organisation motivated and stimulated members of the organisation to contribute to the organisational change. This suggests that only some elements of transformational leadership are present. According to Burns (1978), transformational leaders raise the level of human conduct and ethical aspiration of both leaders and led and therefore transform both.

The current study found that Idealised Influence and Intellectual Motivation were positively identified; but the contradiction is that they failed to rally support for change and the few respondents that were negative about the presence of these elements are noteworthy and are from those in lower levels of management. This is a possible indicator that these leadership behaviours have not yet cascaded throughout all levels of management in the CET college.

Another important finding was that Inspirational Stimulation and Individualised Consideration overwhelmingly received the negative responses from participants, much weaker support than the other two elements. These elements of transformational leadership pertain to how leaders articulate a compelling vision of the future and make others feel their work is significant, demonstrate a leader's interest in others' well-being, consider individual ability and preference, and promote involvement in the group. This also accords with my earlier observation that not all stakeholders understand and share the same vision. Therefore, the lack of shared vision suggests a weak link between the understanding and interpretation of the policy and change management. This finding has important implications that may be explained as a failure by the leadership to manage change. Duree and Ebbers (2012) identified collaborative competence which they say is linked to Individualised Consideration as crucial, because community college leaders need to work effectively with constituents. I argue that these transformational leadership factors have not yet found their way into most subordinates and lower levels in the organisation.

6.6 Chapter Summary

This chapter presented the analysis of the data and discussed findings of the implementation of the desired change process. This is the second phase of change management and incorporates the second and third concepts of systems theory—systems thinking and soft skills methodology. The first part of the chapter offered the summary of participants who make up the CET leadership. The second part of this chapter analysed data sets generated using organisational effectiveness questionnaires, leadership questionnaires, interviews, document analysis, and focus groups discussions—multiple methods. The

latter part of this chapter discussed the key actions that leaders undertake to manage organisational change.

The broad picture that emerged from this study was that transformation leadership is not fully inherent in the CET colleges. My observations and a content analysis of organisational documentation, including annual reports, minutes of board meetings and selected policy manuals, revealed varying levels of support for each of the four initial themes. While no additional major themes emerged from the data, the analysis revealed two noteworthy observations in addition to the major themes, which are the elements of both transformational and transactional leadership. These two leadership styles are very different approaches to leadership but can complement each other as one focuses on vision and the other on goals.

The quantitative data obtained through the leadership questionnaires support the preconfigured themes based on the four elements of transformational leadership identified by Bass and Riggio (2006). However, the evidence from the interviews suggests that creating a transformational organisational culture has resulted in developing a core of leaders at only one level. Still, the integration of transformational leadership has yet to be cascaded to all levels. Specifically, those who participated in focus groups suggested that transformational leadership has not yet cascaded to their level of leadership and the levels below. This could be attributed to several causes: individual attitudes, specific leaders or possibly that idealised influence simply has not been fully embedded at the lower levels in the CET organisational structure.

In this chapter I argued that transformational leadership culture is present in the organisation. However, some elements of transformational leadership—stimulation and consideration—have not developed throughout the organisation. This dynamic consists of the approach of cultural change beginning at the top levels in an organisation and cascading through the lower levels. In this, it is possible that this process has not yet had adequate time to focus on becoming incorporated into lower levels of the organisation. Hence the evidence that there is no support for the implementation of change.

However, using the results as a basis for organisational performance from the content review of the documents, it was noted that the CET college, although it has implemented some initiatives in their plans, including developing the five year strategic plans, setting out vision, mission and core values, there is still a lot that needs to be done to ensure successful implementation and realisation of the change. The findings of the current study do not support the previous research by Burns (2003) that states that transformational leaders are considered by their capability to identify the need for change, gain the agreement and commitment of others, create a vision that guides change and embed the change.

Given the degree of support in the data for the presence of transformational leadership in the organisation, the next step was to determine whether this presence has a significant impact on the effectiveness of the organisations. This will be discussed in the next chapter of this study.

Chapter 7

Effectiveness of Organisational Change Management on CET Colleges

This chapter discusses how the leadership of the change management reflects the standardised criteria for CET college effectiveness. The chapter presents data and analysis of the output element, the third phase of systems theory, and the change management process.

7.1 Introduction and Background

Chapters 5 and 6 presented and discussed the findings of the input and throughput elements of the systems theory and change management process. The previous two chapters sought to analyse and answer research questions one and two: 1) *How do various stakeholders understand the interdependence of the different parts of the CET college leadership in the organisational change?* 2) *How does the CET leadership manage and contribute to organisational change?* The study established in Chapter 6 that the outcome of the change management process can be judged in different ways, including commitment of people to the change processes, and successful implementation of the change process. Thus, the successful implementation of change is the extent to which the change results in the desired benefits and avoids negative consequences. Therefore, this chapter seeks to answer the third research question: *How does the leadership of the change management reflect the standardised criteria for CET college effectiveness?* This question will be discussed through the presentation, analysis, and discussion of data using literature presented in Chapter 2 and data collected through various data collection techniques.

In the previous chapters, the CET college system has been explored, and the documents that were analysed revealed that the CET college system has the following as its focus areas:

- a) Expansion of access to education and training to all youth and adults, especially those who have limited opportunities for structured learning, including learners with disabilities;
- b) Diversification and transformation of institutions that promote the goals and objectives of a progressive socio-economic agenda;
- c) Provision of good quality formal and non-formal education and training programmes;
- d) Provision of vocational training that prepares people for participation in both the formal and informal economy;

- e) Close partnerships with local communities, including local government, civil society organisations, employers' and workers' organisations, and alignment of programmes with their needs;
- f) Partnerships with government's community development projects;
- g) Local community participation in governance, and
- h) Collaboration and articulation with other sections of the post-school system. (DHET, 2019, pp. 18-19)

As explained in the previous chapters and detailed in Chapter 5, the document analysis further revealed a *National Plan for the Implementation of the White Paper 2019-2030* (DHET, 2019). This implementation plan provides the following points on the purpose of the CET college system (DHET, 2019, p. 12):

- a) To expand youth and adults access to community education and training programmes
- b) To improve the youth and adult success in community education and training programmes
- c) To improve the quality provision in CET colleges
- d) To improve the institutional capacity and efficiency to provide quality CET programmed colleges
- e) To develop and review the steering mechanisms for optimal performance of the community education and training system
- f) To promote and ensure evidence-based continuous institutional planning, development, support, and accountability

The implementation plan further revealed a cluster of strategic levers (qualification, programme, and curriculum; institutional planning development; funding and financing; partnership and linkages; advocacy and stakeholder engagement; monitoring and evaluation). These strategic levers form the standardised criteria for CET college effectiveness and are pillars that have been identified as critical for CET colleges to achieve their vision, which is: *a differentiated system that opens diverse, flexible, accessible quality lifelong learning opportunities for individuals and communities so that they can improve their quality of life, by progressively articulating into further learning, employment and sustainable entrepreneurship*' (DHET, 2019, p. 13). The results from the assessment of these strategic levers were used in this study as a measure of effectiveness of the CET colleges and how the change management reflects these six strategic levers as standard criteria for CET colleges' effectiveness was analysed.

The chapter is demarcated into two parts: the first part presents an analysis on the criteria are used to measure the success of the CET college model. The latter part of the chapter discusses the key findings

on whether the measure for success and leadership of change management reflect the standardised criteria.

7.2 Measurement of Organisational Change Management of the CET Systems

In the literature review, Pedraza (2014) alluded to the importance of having consensus on the criteria for measuring organisational effectiveness because no one size fits all. This section will explore three areas: What criteria are used to measure CET college models' effectiveness? Who is responsible for measuring CET colleges' effectiveness and how they are doing in their roles? How successful or effective are the CET colleges? Data used in this section are sourced from the content review of CET documents, interview questions, organisation effectiveness questionnaires, focus group discussions, and researcher observation.

7.2.1 What Criteria are used to Measure the Success/Effectiveness of Organisational Change Management of the CET Colleges?

Content document analysis revealed that the six clusters of strategic levers in the National Implementation Plan are the critical success factors for the realisation of CET college vision and, therefore, the success measures for the CET college effectiveness. Below is a list of the strategic levers or success factors as listed in the implementation plan (DHET, 2019) and identified as the measures of success.

- Qualifications, Programmes and Curriculum
- Advocacy and Stakeholders' Engagement
- Partnerships and Linkages
- Funding and Financing
- Institutional Planning and Development
- Monitoring, Evaluation and Research

Each of the strategic levers contains different elements. For example, the Qualifications, Programmes, and Curriculum cluster have the following components: a) increasing youth and adult access to community education and training opportunities; b) ensuring the delivery of responsiveness programmes that cater for the diversity of students and articulation outcomes; c) improving the youth and adult success in community education and training programmes and qualifications; and d) improving the quality of provision in CET colleges.

The content review of the *National Policy for the Monitoring and Evaluation of CET Colleges* (DHET, 2016), revealed the following areas as the three listed below as focal areas for monitoring and evaluation:

- a) Education, training, and development (teaching and learning management, student enrolment, and admission, qualifications, programmes, and curriculum; supply, adequacy, and quality of teaching and learning support materials; lecturer demand, supply, quality, development, and support; student performance; examination and assessment; student and community support; strategic partnerships and linkages)
- b) Planning, institutional development and support (functionality of the council; functionality of the academic board; functionality of the representative student council; functionality of other committees of council; advocacy and community mobilisation; infrastructure development, acquisition, and maintenance)
- c) Financial management capacity and systems (annual reports and audited financial statements)

The three focal areas above are congruent with the strategic levers from the National Implementation Plan. The CET colleges five-year strategic plans were reviewed for focus areas, and the following was established from the two documents:

Table 12

Key Focus Areas for both colleges

| College 1 | College 2 |
|---|---|
| Growth and expansion of access and articulation opportunities for adult and youth | Expanding access to CET opportunities |
| Improvement of quality and success in terms of the academic achievement and certification of students | Improved quality of provision in CET colleges |
| Systematic capacity building and efficiency | Improved responsiveness of the CET college system |
| Institutional governance, management, and leadership | Improved efficiency and success in the CET college system |
| Monitoring and evaluation of college performance | |

The data from Table 12 show that both CET colleges' focus areas were similar and there was no distinguishing feature that could be found in terms of the key focus areas. The above data also revealed that the measure for CET colleges' effectiveness could be sourced from three documents: the *National*

implementation Plan, National Policy for Monitoring and Evaluation, and the CET college's five-year strategic plans. Similarities and differences of focus areas in the three documents will be discussed in detail in the section 7.3.1 of this chapter.

A range of responses were elicited from the participants of this study about what they perceived as measuring the success of the organisational change management in the CET colleges. The first set of responses was from interviewees. Figure 26 below shows that 70% of the questionnaire participants indicated that operational inputs such as budget, infrastructure, personnel, and policies are used to measure success for the CET colleges. In comparison, 20% of the interview participants refused to comment or answer the question. This refusal to comment, as reflected in an example by Interview Participant 6 quoted below, could suggest that either they do not want to share, or they have no knowledge of the college performance.

I am not sure if I will be able to answer that question. (Interview Participant 6)

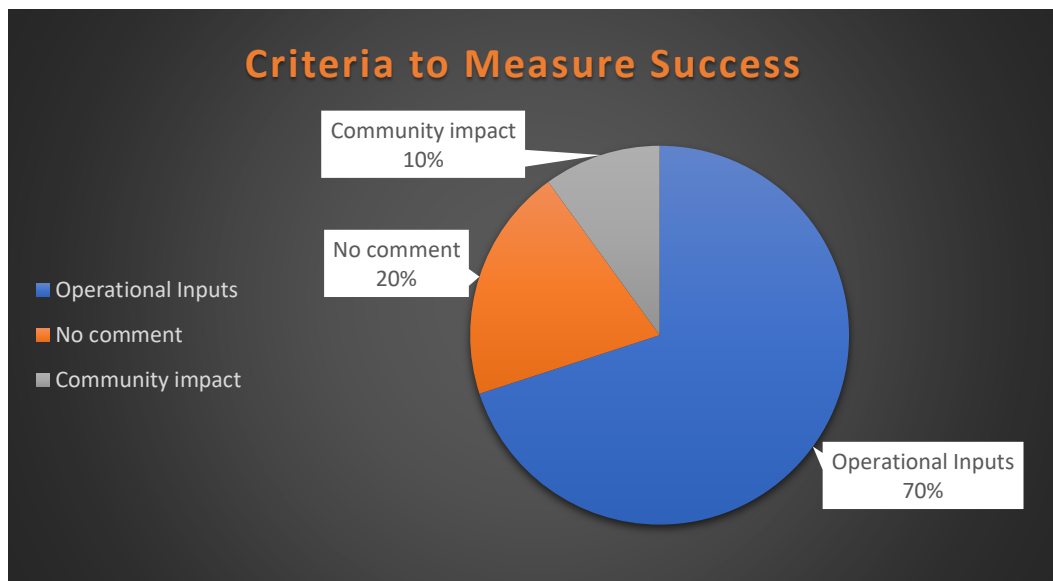
Various sections of this thesis have argued that CET colleges have been unsuccessful in impacting social change or fulfilling their mandate or vision. The finding in this study suggests that only 10% of the questionnaire participants mentioned community impact as a criterion to measure success. This is significant to this study because it impacts on the colleges' mandate to bring about social change to communities.

Interviewee Participant 1, who was one of the primary stakeholders, said

The measurement of CET college effectiveness must be based on the impact they make in their communities. Now I think they [CET colleges] use the old traditional measurement tools such as throughput or pass rate.

Figure 26

Criteria to Measure Success from Questionnaire Participants



Surprisingly, participants from the focus group discussions responded negatively and said that there were no criteria to measure success or effectiveness of the organisational change management of the CET college model because there was nothing to measure. When probed further, both focus groups' participants alluded to the non-availability of resources. This was consistent with the 70% of the interview participants who stated lack of operational inputs as the measure of success as alluded to above.

An organisational effectiveness questionnaire was also used to determine whether CET colleges have explicit core activities and success measures. The data from these questionnaires showed that 45% of the respondents said there were no core activities to measure success, while the other 45% said there were explicit core activities to measure success. However, the additional 10% of the respondents just did not answer this question, the same as the 20% of the interview participants, as shown in Figure 26 above.

What transpired is that those who agreed to the existence of measures are council representatives and those in management positions. At the same time, the other 45% who objected are secondary stakeholders. One of the participants of the organisational effectiveness questionnaire, when probed further, argued that *"DHET and CET want to claim when there is a success but don't want to take responsibility when there are failures."*

I conclude that only one out of the six strategic levers are used to measure CET colleges' effectiveness. This indicates a lack of understanding of what needs to be measured and poor performance on those entrusted with this responsibility, since they have been found to be unsuccessful and unable to contribute to social change or to fulfil their mandate or vision.

Having understood the criteria to measure organisational change management, CET college success or effectiveness, the next question to explore is who is responsible for measuring success or who is entrusted with the monitoring and evaluation and how well they are performing this role? The last part refers to how CET colleges are performing—are they successful or effective?

7.2.2 Monitoring and Evaluation of the Organisational Change Management of the CET College System

This section of the chapter discusses who is responsible for monitoring and evaluating CET colleges' organisational change management and how well they perform this critical role. *The National Implementation Plan of the White Paper* and the *National Plan for Monitoring and Evaluation of CET Colleges* and statements made on the CET Strategic Plans categorically state that monitoring and evaluation lie with DHET, council, and the college management. Below are the three interview questions posed to all interview participants to establish *who they perceived was responsible for the success of CET college and how their performance was in this role, and why?*

Interview
question 3.4
3.5 and 3.6

Who is responsible for ensuring the success of a CET college?

How do you think they are doing in their roles? And why do think so?

All interview participants in this study confirmed that DHET, council, and college management are responsible for ensuring the success of the CET college system, and this was consistent with the data from the content review. However, as stated earlier, there were different views on the measure of success or effectiveness. Some participants viewed effectiveness as a measure of the pass rate of learners; others considered effectiveness to reflect meeting community needs or achieving the organisational mission.

Interview participants were also asked how DHET, council, and the CET college management were doing to measure the success or effectiveness of change management. One hundred percent of the interview participants were not confident with the performance of the DHET, council and CET college management. Interview Participant 1 said the following:

DHET is not performing well at all, but the division is relatively new and hardly resourced, that is why their monitoring and evaluation is only outcomes-based. The department's focus is on student enrolment, programme offering, and how students perform.

Interview Participant 3 concurred with Interview Participant 1, believing that DHET is responsible for M&E and maintained:

In terms of their mandate, there is nothing that they have done.

However, Interview Participant 4 commented with frustration that as college management:

We are not getting the support, but we get lambasted; we have been lambasted on the quality of reports we submit. But for now, we are trying our best.

Another interview participant from the regional offices commented that

We are not so much on the monitoring. Still, we spent most of our time supporting the colleges and giving them assistance when and where it is required. (Interview Participant 3)

The logical explanation may be related to the next section's result that shows a lack of understanding of the mandate and inadequate staff and institutional capacity to report on change management performance. Below is the presentation of data extracted from the organisational effectiveness questionnaire. These questions in the organisational effectiveness questionnaire required respondents to give information on the six questions below:



- 4.1.1 Does the CET college have a mandate for M&E?
- 4.1.2 Is there an existing M&E system/framework/procedure for change management?



- 4.2.1 Are there institutional arrangements to report on CET college change management performance?
- 4.2.2 Is there adequate specialisation to perform M&E?

Staff Capacity

- 4.3.1 To what extent is the staff knowledgeable, adequately qualified, and competent in M&E of programmes and projects, monitoring financial resources allocated to adaptation, and investigating the impact of change and other policies?
- 4.3.2 To what extent does the CET college use its monitoring and evaluation system/framework/procedures to assess its performance on change management?

A graphical presentation of the responses to these six questions is illustrated in Figure 27 below. The answer for all questions is significantly low.

Figure 27
Monitoring and Evaluation of CET College System

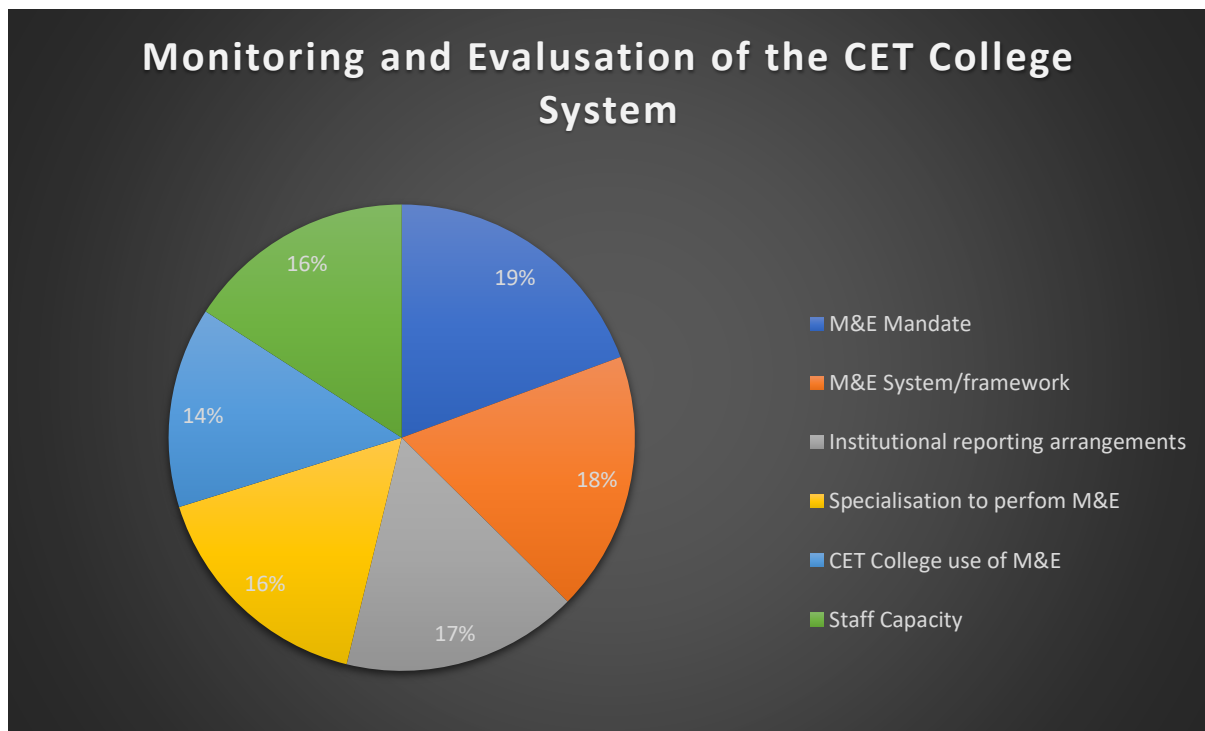


Figure 27 shows that 19% and 18% of the respondents stated that CET colleges have a monitoring and evaluation mandate and framework or procedures for change management respectively. While 17% agreed that there are institutional arrangements, 16% said the CET colleges have adequate specialisation and are competent to perform M&E. The data above suggest that stakeholders have very low confidence that the M&E function is understood and implemented as indicated in the implementation plan, and this concurs with the findings that the interview participants are not confident with the

performance of DHET, council and CET management in measuring the success or effectiveness of change management.

Another question from the organisational effectiveness questionnaire was posed to ascertain *To what extent does CET college use its M&E system/framework/procedure to assess its performance on change management?* Response to this question was expectedly low due to the responses on other questions around mandate and capacity of staff to perform M&E. As shown in Figure 27 above, only 14% of respondents agreed that the CET colleges use M&E frameworks and procedures to assess their performance on change management. The most striking observation was that the monitoring and evaluation system has no feedback loop that allows the stakeholders and the environment to assess or give input.

The following section will detail perceptions from respondents on how successful or effective CET colleges are.

7.2.3 How Successful or Effective are the CET Colleges in Organisational Change Management?

Pedraza (2014) has stated that organisational effectiveness measures the big-picture performance across a broad range of criteria. Financial performance, long-term planning, internal structure, and adherence to core values may all be critical components in understanding organisational effectiveness.

The qualitative data obtained from the interviews had varied views on the meaning of effectiveness. Some participants viewed effectiveness or success as the pass rate of learners; others considered effectiveness to reflect meeting community needs or achieving the organisational vision and mission. Most interview participants declined to comment on the success and effectiveness of the CET colleges, which suggests that they are not happy with the college effectiveness.

Interview Participant 7 from college 1 commented:

I can answer that question with passion and say we are successful since we've got an unqualified audit. But when it comes to other means of reaching the community, we are far from it.

This however, is no indication that there are significant differences between the two colleges to justify comparison of the two cases.

In addition, I asked the focus group participants to describe whether the college was effective and what factors contributed to this success? Most responses suggested that they do not believe the college is

effective. They argued that this is due to internal ineffectiveness and the low impact of the CET colleges on the community. Below is a startling response from Focus Group 1 discussion when asked to rate the CET College success or effectiveness, one participant said:

They [CET colleges] perform way below 40%. This [referring to change management] is taken as a game. Until someone at DHET takes the implementation of policies seriously, there will be no improvement.

All participants in the study agreed that there should be concerted efforts to strengthen the M&E sector. Some even suggested collaboration with universities to develop a comprehensive monitoring tool. Such suggestions and proposals for collaboration with universities are not a new phenomenon. Aitchison (2003) has mentioned that universities play a significant role in adult education and have been identified as critical stakeholders in the *National Implementation Plan* of the CET college model.

When analysing the minutes from the council meetings, what concerned me was the lack of discussion on assessment of college performance, and some of the issues being discussed were not relating to their strategic plans. Also concerning was the absence of management meetings, as alluded to in Chapter 5.

While most participants declined to comment on the success and effectiveness of the CET colleges, there was consensus on collaboration with universities to develop a monitoring tool with a view to strengthening CET colleges' effectiveness on monitoring and evaluation.

7.3 Key findings on the Effectiveness of Change Management on the CETC Model

The preceding section of this chapter presented quantitative and qualitative data sets generated from one-on-one interviews, organisational effectiveness questionnaires, focus groups discussions, researcher observation, and document analysis. These data generation techniques produced findings, trends, and assumptions that will be further discussed in this section. These findings are discussed under the same categories, headings and subheadings as the previous section of this chapter, namely: What criteria are used to measure success/effectiveness of organisational change management of the CET college model? Who is responsible for monitoring and evaluation and measuring success or change management effectiveness and how is their performance in this role? How successful or effective are the CET colleges in organisational change management? Where possible, linkages or references to the literature review or concepts from the theoretical framework will be made to justify or substantiate the findings.

7.3.1 Criteria used to Measure the Success/Effectiveness of Organisational Change Management of the CET Colleges

As alluded to in the literature review and as recommended by Todnem (2005), there is a need to identify critical success factors for managing change. This study produced results that corroborate the findings of a great deal of the previous work in this field. These studies were by Simkins (2019), OECD (2019), Land and Aitchison (2017), and Rule et al. (2015). All these scholars have highlighted governance (with solid capacity for oversight); administration, communication, resources, organisational culture (where staff need to work in an atmosphere of support and encouragement with critical reflection on their work, knowledge of how they can improve their practice and access to opportunities for development), professionalism, and staff competence as measures of effectiveness within CET colleges.

The current study revealed that six strategic levers are used to monitor and assess the effectiveness of CET colleges: 1) qualification, programme, and curriculum; 2) institutional planning development; 3) funding and financing; 4) partnership and linkages; 5) advocacy and stakeholder engagement; 6) monitoring and evaluation. These strategic levers form the standardised criteria for CET colleges' effectiveness and are pillars that have been identified as critical for CET colleges to achieve their vision. These strategic levers are stated in various policy documents such as the National Implementation Plan, National Policy for Monitoring and Evaluation of CET Colleges, the CET colleges' five-year Strategic Plans, the NDP, and the White Paper for PSET.

However, all these policies and the strategic documents have been unable to demonstrate '*contribution to social change*' as a measure of success and therefore did not support the previous research by Baatjes and Mathe (2004) and OECD (2019) that advocated and made a strong plea for effective institutions, that would play a significant role in contributing to citizens' well-being. This suggests no interrelationship or synergy between them and the mandate for the CET college model. This finding accords with the earlier result that there is a lack of understanding of the subparts of the CET college model/system.

The CET colleges' strategic plans used three of the six strategic levers, namely: a) qualification, programmes, and curriculum, b) institutional planning and development, and c) monitoring, evaluation, and research. A possible explanation for these results may be the varying understanding of the policies by those in leadership. This explanation supports the previous finding in Chapter 5 that there is an inconsistent interpretation of the policy frameworks by stakeholders at different levels. The leadership sees teaching and learning as a core function of the CET college model and thus only uses enrolments and programme offering to measure success. However, as mentioned in the literature review, the CET colleges' ultimate impact is to reduce unemployment, poverty, inequality, improve social cohesion, and

achieve social justice. This finding is concerning as it relates to the calibre of leadership and confirms what Zeelen et al. (2011) said about the weak dispositions of implementers as the reason for poor policy implementation.

I conclude that only three of the six strategic levers are used to measure CET colleges' effectiveness. This indicates a lack of understanding of what needs to be measured and poor performance of those entrusted with this responsibility.

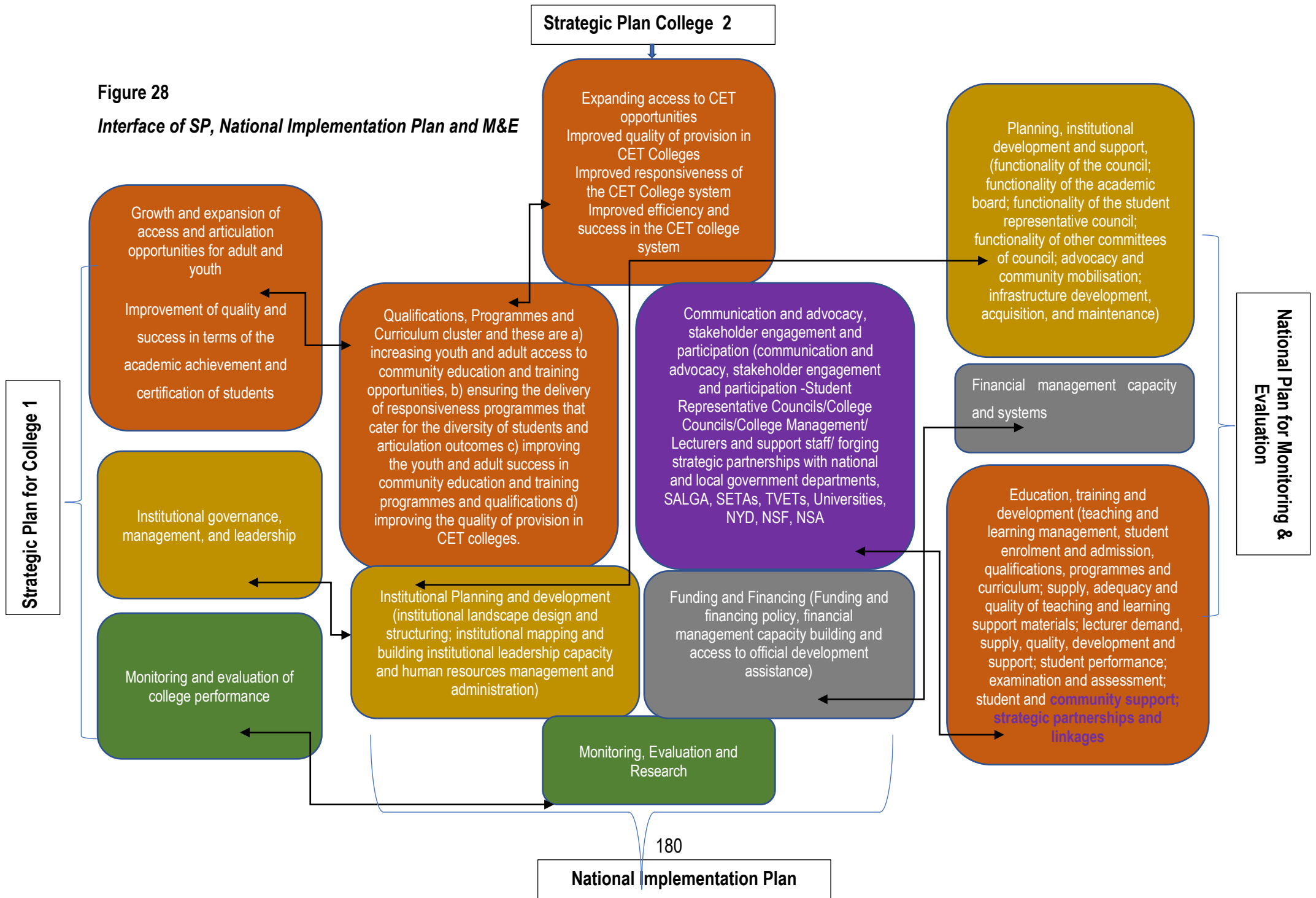
Further results that emerged from this study include that CET colleges have no feedback loops and therefore are treated as a closed system, as discussed in Chapter 3. CET college leadership may have a narrow view of the CET college mandate; they do not see it as part of a larger system. An implication of this is the possibility that CET is not open to their environment and, therefore, there will be no option of receiving and giving feedback. This is supported by Churchman (1968) and Ackoff (1971), who defined a system's environment as that part outside the system but where any change in the environment can produce a change in the system's state. These two definitions confirm that the environment determines in part how a system performs.

As mentioned in the literature, the importance of feedback loops was explained to confirm success or signalling those corrections that the system needs to make. Hence, feedback is a dynamic process where the pieces of the whole system are all connected. Kozirovsky (2017) concurred with the other scholars and stated that environment and feedback loops are essential for the system's health because systems change continuously.

Figure 28, below, is a chart that seeks to summarise the above conclusion and demonstrate how the data from the National Implementation Plan, National Plan for Monitoring and Evaluation of CET colleges, and the two five-year Strategic Plan documents interface with each other.

Figure 28

Interface of SP, National Implementation Plan and M&E



7.3.2 Monitoring and Evaluation of the Organisational Change Management of the CETC System

The current study revealed that six strategic levers are used to monitor and assess the effectiveness of CET colleges: 1) qualification, programme, and curriculum; 2) institutional planning development; 3) funding and financing; advocacy; 4) partnership; 5) stakeholder engagement; 6) monitoring and evaluation. These strategic levers form the standardised criteria for CET colleges' effectiveness and are pillars that have been identified as critical for CET colleges to achieve their vision. These strategic levers are stated in various policy documents such as the National Implementation Plan, National Policy for Monitoring and Evaluation of CET colleges, the CET college's five-year Strategic Plans, the NDP, and the White Paper for PSET.

These findings further support Todnem (2005), who argues that organisational change management tends to be reactive, discontinuous, and ad hoc. At the same time, Senge (2006) argued that understanding the complex interdependencies and implications of efforts to make changes requires cognitive skills and systems thinking. He further said that for organisations to be led effectively, leaders must think about relationships between and among departments instead of thinking about them as independent components. Consistent with the other scholars is Pedraza (2014), who concluded that highly effective organisations exhibit strengths across five areas: leadership, decision-making and structure, people, work processes and systems, and culture. This study has been unable to reveal any of the strengths mentioned above and thus deems the CET colleges ineffective.

The most logical explanation that also concurs with the previous findings in this study may be the lack of leadership skills set to drive the change management process, resulting in the lack of understanding of how to implement and manage change successfully. I conclude that CET leadership have not been successful or effective in managing organisational change because this accords with my earlier findings and conclusions that the outcome of the change process can be judged in different ways, including commitment of people to change, successful implementation of the change and the extent to which the change results in the desired benefits. This finding is also consistent with the previous observation alluded to in Chapter 5 on the competency of the people in the different leadership structures.

As a result, I agree with Kellis and Ran's (2013) notion that the adult education sector requires a new public leadership theory that combines aspects of authentic, transformative, and distributed leadership theories. They argued that leadership based on core values and using transformational approaches are more effective. This recommendation will be explored in more detail in Chapter 8.

7.3.3 How Successful or Effective are the CET Colleges in Organisational Change Management?

Systems tend to run down, deteriorate, and move towards disorganisation. Therefore, it is vital to maintain balance, energy, resources, and information coming into the system to help it reach its equilibrium or balance. This relates to the measurement of organisational change and its effectiveness. If CET colleges are not measured, then the whole system will deteriorate.

This study set out to understand how leadership manages organisational change in South African CET colleges. The study confirmed that the *Policy on Monitoring and Evaluation of CET Colleges* (DHET, 2016) had been developed to guide how this must be done. The policy is intended to provide purpose and guidelines on how monitoring and evaluation must be done and to confirm evidence of success in achieving the CET college system's set goals. Prior studies have critiqued these institutions, including the three renowned scholars, Land and Aitchison (2017) as well as Simkins (2019), who have raised fundamental issues about the purpose of community colleges and how these fit into the broader educational system as a whole. They have questioned what needs to be done to transform them into institutions fit for purpose, meaning whether these institutions benefit society.

The literature review has pointed out that understanding organisational effectiveness is essential for the following reasons. Firstly, it serves as a check-in to see how well internal procedures are meeting an initial vision. Secondly, it provides investors, donors, or employees with an idea of the organisation's strengths. Finally, it highlights areas of ineffectiveness that can be the focus of improvements. This means that organisations can make profits but still be regarded as being ineffective. Pedraza (2014) agreed with this statement and stated that meeting the core values, mission statement, and attracting and retaining talented workers may also cause the organisation to be regarded as ineffective. He further argued that organisational effectiveness measures the big-picture performance across a broad range of criteria such as financial performance, long-term planning, internal structure, and adherence to core values. Chapter 6 concluded that the CET college has implemented some initiatives in its plans, including developing the five-year strategic plans, setting out vision, mission, and core values. There is still a lot that needs to be done to ensure successful implementation and realisation of the change.

As mentioned in earlier chapters, the community college model in South Africa is relatively new, and it is in its pilot phase. It would be challenging, if not impossible, to use the first two approaches (i.e., direct market outcomes; measures of student progress). Therefore, for this study, the input approach was to be used as the measure of success. The quantitative and qualitative data obtained from three studies

conducted by Simpkins (2019); Aitchison and Land (2019), and Rule (2006) used eight critical factors for inputs to be used to measure the efficacy of community colleges, and they are:

- Financial/Budget allocation
- Number of CLCs
- Curriculum/Programmes offerings
- Community Engagement/Partnerships
- Personnel (qualification and salary)
- Infrastructure
- Enrolment/student attributes
- Governance and leadership

Data from the three scholars and preliminary discussions with some management of various CET colleges have been tabulated below. The table also reveals more details and scoring of each of the nine CET colleges.

Based on the table below, only three of the nine CET colleges have met 50% of the eight critical success factors. One of the three was selected for this study and has all three programmes mix and is located within TVET college thus enjoying the benefit of stability and resources. An added advantage is that there are already established relations with the local municipality and mines.

Table 13

CET Colleges Scoring per Critical Success Factors⁶

| Province | Enrolment as % of population | CLCs | | | % Budget allocation as at 2017 | Curriculum | CLC Staff with the above matric qualification | Infrastructure | Governance and Leadership | Community Engagement/ Partnerships |
|----------|------------------------------|---------|-------------------------------|---------------|--------------------------------|---|---|---|---------------------------|---|
| | | Current | Proposed post rationalisation | Pilot Centres | | | | | | |
| 1 | 0,87% | 47 | 47 | 12 | 33% | General academic; technical vocational and non-formal | 71% | Leased offices in JHB | 4 | Unknown |
| 2 | 0,77% | 1097 | 40 | 5 | 7% | General academic; technical vocational and non-formal | 64% | Leased offices in DBN | 10 | Service SETA |
| 3 | 0,91% | 304 | 30 | 5 | 7% | General academic; technical vocational and non-formal | 66% | Leased offices at Nelson Mandela University (NMU) | 9 | Unknown |
| 4 | 0,42% | 254 | 15 | 6 | 9% | General academic; technical vocational | 70% | Leased offices in Elsie's River | unknown | Duo Fruits; Community Work Programme (CWP); SKey |
| 5 | 1,02% | 204 | 15 | 6 | 7% | General Academic | 68% | DBE offices | 7 | VKB Group |
| 6 | 0,70% | 779 | 20 | 5 | 13% | General academic | 81% | Leased Offices | unknown | Unknown |
| 7 | 0,63% | 252 | 15 | 5 | 12% | General academic; technical vocational and non-formal | 75% | Nkangala TVET College | Six and interns | municipality and mines |
| 8 | 0,53% | 191 | 7 | 5 | 2% | General academic; technical vocational and non-formal | 68% | Municipal offices | unknown | Health and Welfare Sector Education and Training Authority (HWSETA) Okiep Mines |
| 9 | 0,61% | 148 | 11 | 5 | 13% | General academic; technical vocational and non-formal | 70% | Leased offices in Brits | unknown | Unknown |

⁶ Information is collated from study conducted by Durban University of Technology, CET College Gauteng's website and *The Community Education and Training College System: National Plan for the Implementation of the White Paper for Post-School Education and Training System (DHET, 2019)*.

The inputs of the CET college system were also identified in Chapter 5 as 1) policy and change management framework; 2) governance and management; 3) resources; 4) marketing and partnership. I came to make three conclusions:

- 1) The first conclusion is that there is a fair amount of evidence suggesting that the South African adult education system has excellent policies and strategies. What is needed is to ensure a shared understanding and interpretation of this frameworks by all stakeholders, especially those entrusted with the implementation.
- 2) Governance and management structure is not representing all sectors, and this needs to be addressed to ensure that the mandate is realised. Although ACET has a dedicated directorate, marketing and partnership are non-existent.
- 3) There is no coordinating structure for the sector's advocacy as a whole. The sector is not marketed, and the stakeholders do not understand their mandate to support the ACET initiatives. Therefore, there is no broad understanding of role-players to partner with.

Wolhuter and de Wet (2017) have concluded that CET colleges have managed to link education and employment in their research study. However, the results of this study do not support Wolhuter and de Wet's findings. The present study has been unable to show that leadership is successful or influential in transforming the CET college model and concurs with Burns (1978), who argued that effective leaders must be judged by their ability to make social change. At the same time, Carnall (2007) argued that leadership is central to the success of organisational change. Thus, effective and highly competent leadership is the most desirable as they can perceive the most beneficial shape of an organisation and address organisational change most appropriately. As stated in Chapter 6, the findings of the current study do not support the previous research by Burns (2003) that says that transformational leaders are considered by their capability to identify the need for change, gain the agreement and commitment of others, create a vision that guides change and embed the change. This study found that CET college leadership lacks an understanding of what needs to be changed and this has implications in contributing to citizens' well-being.

Based on the above evidence and the above conclusions on the input processes as a measure of success, I argue that the CET colleges are unsuccessful because the leadership of the change management does not reflect the standardised criteria for CET colleges' effectiveness as demonstrated in section 7.3.3 of this study.

7.4 Chapter Summary

This chapter aimed to present data and analysis of the output element, which is the third phase of systems theory and the change management process. Therefore, this chapter sought to answer the third research question: *How does the leadership of the change management reflect the standardised criteria for CET college effectiveness?*

Two issues emerging from this study are that 1) leadership of the change management does not reflect the standardised criteria for CET college effectiveness 2) the two CET colleges under study have not been successful or effective in organisational change management, as data suggest.

The strategic levers, namely Qualification, Programme, and Curriculum; Institutional Planning Development; Funding and Financing; Advocacy; Partnership; Stakeholder Engagement; Monitoring and Evaluation sourced from three policy documents (National Implementation Plan, National Policy for Monitoring and Evaluation and the CET colleges' five-year strategic plans) were identified as measures of success of CET colleges. These six strategic levers form the standardised criteria for CET colleges' effectiveness and are pillars that have been identified as critical for CET colleges to achieve its vision.

This study produced results that corroborate the findings of a great deal of the previous work in this field. These studies were by and Simkins (2019), OECD (2019), Land and Aitchison (2017), and Rule et al. (2015). All these scholars have highlighted governance (with solid capacity for oversight); administration, communication, resources, organisational culture (where staff needs to work in an atmosphere of support and encouragement with critical reflection on their work, knowledge of how they can improve their practice and access to opportunities for development) professionalism, and staff competence as measures of effectiveness within CET colleges. However, it has been unable to demonstrate '*contribution to social change*' as a measure of success and therefore did not support the previous research by Baatjes and Mathe (2004) and (OECD) (2019) that advocated and made a strong plea for effective institutions that will play a significant role in contributing to citizens' well-being. This suggests no interrelationship or synergy between them and the mandate for the CET college model. This finding accords with the earlier result in Chapter 5 that there is a lack of understanding of the subparts of the CET college model/system.

Further results that emerged from this study are that CET colleges have no feedback loops and therefore are treated as a closed system. An implication of this is that CET colleges are not open to their environment and thus, have no possibility of receiving and giving feedback. Churchman (1968) and Ackoff (1971) have confirmed that the environment determines how a system performs and that a change in one part of the system can produce a change in the system's state. Senge (2006) has agreed that for

organisations to be led effectively, leaders must think about relationships between and among departments instead of thinking about them as independent components. These findings further concur with Pedraza (2014), who concluded that highly effective organisations exhibit strengths across five areas: leadership, decision-making and structure; people; work processes and systems; and culture. This study has been unable to show any of the strengths mentioned above and thus deems the CET colleges ineffective.

This research backs up Todnem (2005)'s claim that organizational change management is reactive, discontinuous, and haphazard. The most plausible explanation is that there aren't enough leadership capabilities to drive the change management process, resulting in a lack of understanding of how to properly implement and manage change.

I conclude that CET leadership have not been successful or effective in managing organisational change because this accords with my earlier findings and conclusions that the outcome of the change process can be judged in different ways, including commitment of people to change, successful implementation of the change and the extent to which the change results in the desired benefits. This finding is consistent with the previous observation alluded to in Chapters 5 and 6 that made convincing arguments that deem the CET colleges ineffective in the change management processes.

The next and final chapter will provide the conclusions, recommendations for the CET college sector, and suggestions for future research. It will also explore the extent to which this research study answered the three research questions.

Chapter 8

Summary, Conclusions, Implications, and Recommendations

Concerning the thesis structure explained in Chapter 1, this chapter aims to present conclusions and recommendations regarding the South African CET college system's leadership style and change management framework. Finally, I propose suggestions for future research study and practical implications are presented.

8.1 Introduction and Background

This study was introduced in Chapter 1 in the context of a new adult education model, which is Adult Community, Education, and Training (ACET). The previous three chapters offered discussions and key findings of this study and some theoretical explanations on the key findings. In Chapter 5, I presented the initial analysis of the data and discussed critical results of the input into the first concept of the system within a system. These concepts are part of systems theory and are grouped into four categories, namely, policy and change management framework; governance and management; resources; marketing and partnership. Chapter 6 presented data and discussed vital findings of implementing the desired change process, which is the second phase of change management incorporating the second and third concepts of systems theory—systems thinking and soft skills methodology. Chapter 7 presented data and analysis of the output element, which is the third phase of the change management process. Therefore, this chapter seeks to answer the third research question: *How does the leadership of the change management reflect the standardised criteria for CET college effectiveness?*

This final chapter is demarcated into two sections; the first section provides a summary of the findings and results from the case evidence of the two cases and offers conclusions and recommendations for future research. In the last quarter of the chapter, I present the limitations of the study and contributions that this study makes to the research field of the leadership of CET colleges of the organisational change management.

8.2 The Background of the Study

The introductory chapter of this study introduced perspectives from the literature whereby scholars have concluded that a large and growing body of literature has been investigated to implement adult education. The scholars agree that from pre-1994 until 2013, South Africa was flooded with policies. These scholars have also concluded that poor implementation of the policies is caused by poor investment and lack of financial resources.

Zeelen et al. (2011) investigated the implementation of adult education policy on a local level. Their findings on the poor execution and the reasons behind it agreed with those of other researchers. They also found two other factors that contribute to poor policy implementation, which I believe are crucial for this research. The following are the reasons: 1) The lack of an effective implementing agency and the implementers' poor dispositions are related to leadership and their contributions, which is consistent with transformational leadership, which is the theoretical framework used in this study. 2) Task division between the national and provincial levels—this rationale emphasises the interdependence of the various parts of the organisation.

Land and Aitchison (2017), Simkins (2019), and Rule et al. (2015) have all highlighted basic questions regarding the purpose of community colleges, how they fit into the larger educational system, and what needs to be done to transform them into fit-for-purpose institutions. They have identified structures, resources, governance, and leadership roles as features of effective CET colleges. The variables listed above are similar to those discovered by Pedraza (2014), who conducted an organizational effectiveness research in Austria; however, he additionally underlined the relevance of the environment. To attain and sustain success, he argued that organizations must adapt to their dynamic environment.

The *National Implementation Plan of the White Paper on Post School Education and Training* (DHET, 2019) has also identified six strategic levers that should be used to measure CET effectiveness, and these are in line with the characteristics mentioned by these scholars. This demonstrates that effectiveness is critical for CET colleges. For this reason, leadership must ensure that change management is implemented successfully and effectively measured, especially since the CET college model in South Africa is relatively new and it is in its pilot phase.

Relevance of this study is presented with the need for information on the change management framework. Leaders may ensure that this new model does not struggle like other programmes and interventions in adult education. Leaders may also ensure that these institutions are meeting their intended objectives as set out in the national policy and are deemed fit for purpose. This study has

contributed to new knowledge by presenting findings using systems thinking and transformational leadership theories as conceptual framework.

8.3 Reviewing the Focus of the Study

This study sought to contribute new knowledge to this field by presenting findings that look at the leadership structure of community colleges and how the style of leadership is understood using systems thinking and transformational leadership theories as a conceptual framework that guides this study.

The overall goal of this research was to learn how different stakeholders see the interconnectedness of the various aspects of CET college leadership in organizational change, how change is handled, and how effective organisational change is. The following were the study's particular empirical research questions:

1. How do various stakeholders understand the interdependence of the different parts of CET college leadership in organisational change?
2. How does CET college leadership manage and contribute to organisational change in relation to the interdependence of its overall structure?
3. How does the leadership of change management reflect the standardised criteria for CET college effectiveness?

The literature review and empirical aims of the study were supposed to lead to the identification of the best leadership style for CET colleges and a change management framework for the sector. The specific goals would be to come up with recommendations for the change management process and leadership style.

It was envisaged that the literature study and the empirical objectives of the research would lead to the identification of the leadership style most suited for the CET colleges and the change management framework for the sector. The specific objectives would attempt to formulate recommendations concerning the change management process and leadership style.

8.4 Evaluation of the Methodical Approach

In Chapter 4, I presented an overview of the research paradigm design that guided the design of the data measuring instruments and the data collection process. The research design, instruments and data collection process were relevant to this study in that I did not aim to predict what the people would do but

instead sought to understanding and make sense of their worlds and how they make meaning of their actions, meaning that the participants informed the collaborative process (Creswell, 2014). This study aimed to fully understand how various stakeholders understand the interdependence of the different parts of CET college leadership in organisational change. Six general conclusions were recorded and are worthy of discussion in terms of methodology.

- 1) The use of qualitative with some quantitative measures greatly enhances the data and methodological triangulation process. Qualitative data helped to validate my conclusions.
- 2) Using online video communication tools like Zoom and WhatsApp allowed me to maintain in-person contact while respecting the pandemic regulations. It also helped to minimise the cost of travel for data collection.
- 3) The use of paper-based questionnaires was most favoured and offered me an option to conduct these telephonically for participants with limited computer skills or challenges with connectivity.
- 4) The timing of collecting data happened during the COVID-19 pandemic. Many of the participants changed their way of working, and this was challenging for many. Therefore, the priority was on meeting their organisational goals rather than participating in a research study.
- 5) The inclusion of the evaluation directorate could have added a different dynamic to the measure of success of the CET college model. Based on the nature of the sample, the findings cannot be generalised, other than to suggest that the findings may be transferable to similar study sites (especially since there seemed to be no distinctive differences in outcome between these two sites).
- 6) The findings in this study were similar across the cases and there was no distinguishing feature that could be found in terms of the research questions. I therefore, did not divide the two colleges into separate sites for comparison.

8.5 Conclusions on the Research Questions

This study revealed numerous findings, some of which are not new as they have been produced in previous studies, although the context and the methodologies used might have been different and these will be discussed in section 8.6 below. The following three sub-sections have been formulated based on the key research questions and will be addressed in terms of the extent to which they have responded to the three research questions mentioned above.

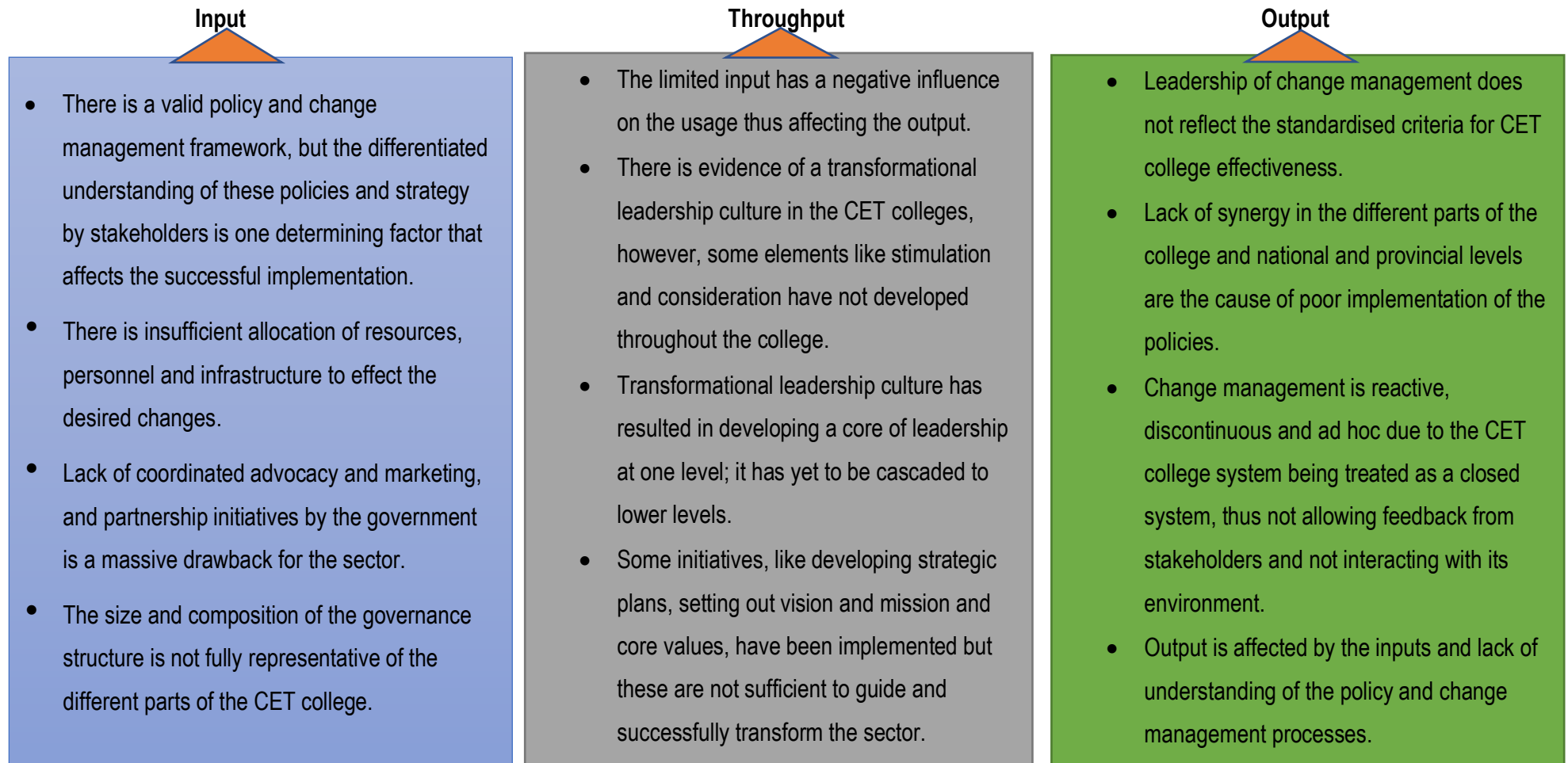
8.5.1 Research Question One: How do various stakeholders understand the interdependence of the different parts of CET College leadership in organisational change?

In addressing the first research question, the study found a varying understanding of the interdependence of the different parts of the community colleges leadership and the management of organisational change. The argument was drawn from the systems theory as systems theory emphasises the interrelatedness of parts of an organisation. Ackoff (2006) and Collins (2005) have both emphasised that the key to systems theory is holism. Systems theory looks at the whole organisation, and its goal is to describe how organisations work and how they pursue multiple ways of accomplishing various goals.

It became clear that the interdependence in this is at two levels. The first level is the relationship between CET colleges and the broader education system (national and provincial). The second level of interdependence is the elements or the subparts of the CET college. These two levels of interdependence talk to the holistic framework that views all the parts of a system in the context of and concerning other parts. In exploring this interdependence, this study revealed that due to the lack of understanding and interpretation of the change management framework discussed in section 5.4.2, various stakeholders do not understand the interdependence and the different parts of the CET colleges. Ackoff (1971) and Checkland (1981) both elaborated and identified three elements of the systems theory (input, throughput, and output) and investigated the interaction between the elements and the relationship of each component to the larger environment. The arguments presented in this thesis have adequately offered contextual factors which resulted in the claims made below.

Figure 29

Input, Throughput and Output of System Thinking



The basis for this argument is drawn from the fact that the above are all part of the CET college system, and they are all interdependent, meaning one will impose constraints and give directives to the next. For this reason, one can conclude that understanding the interdependence of these different parts will positively impact the success of organisational change.

This study showed that leaders do not view the CET college holistically, or there is no holism. The conclusion derived from the above is that a system is always more than the sum of its parts and that a system also forms part of a larger whole or system. Leaders in organisations may benefit from understanding and applying the systems approach to transform their organisations.

Earlier in the literature review of this thesis, Checkland and Scholes (1999) were used to argue for an idea of the system's survival. They stated that a system should survive in the environment, and this is possible only if the system has communication and control processes to adapt to changes in the environment. The paragraph below contextualises systems survival in a given environment. The world is constantly changing, and for any system to survive, the system must have the ability to cope with that kind of change.

Further results that emerged from this study were that CET colleges have no feedback loops and therefore are treated as a closed system. An implication of this is that CET colleges are not open to their environment and thus have no possibility of receiving and giving feedback. Churchman (1968) and Ackoff (1971) have confirmed that the environment determines how a system performs and that a change in one part of the system can produce a difference in the system's state. It is crucial that the CET colleges are aware of what their recipients and potential workforce require so as to contribute positively to social change; this can only be done if they operate as an open system and allow feedback from the environment.

Senge (2006) agreed that for organisations to be led effectively, leaders must think about relationships between and among departments instead of thinking about them as independent components. Lack of understanding of the subparts of the CET college model/system (community, local municipalities and general businesses) is detrimental to its success.

8.5.2 Research Question Two: How does CET College Leadership Manage and Contribute to Organisational Change in relation to the Interdependence of its Overall Structure?

In response to the second research question on how CET college leadership manage and contribute to organisational change in relation to the interdependence of its overall structure, the contribution to organisational change involves three major components. The first one is to rally support from all role-players, creating a conducive organisational culture and set internal work processes that support successful implementation of change. These factors explain the relatively good correlation between understanding what to change, the actual change, and the calibre of leadership. The study found that CET college leadership lack an understanding of what needs to be changed. If the diagnosis only identifies one of several problems, the changes may fail to achieve the desired outcome. Therefore, a change in one part of a system will eventually affect other components, and reactions to the change may cancel out the consequences.

I, therefore, argue that managing change requires transformational leadership skills and mindsets. This argument is supported by Yukl (2013) who emphasised that leading and managing change is one of the most important and most challenging responsibilities for leaders. The broad picture that emerged from this study was that transformation leadership is not broadly inherent in the CET colleges. The current study found that Idealised Influence and Intellectual Motivation were positive. Still, the contradiction is that they failed to rally support for change, and the few that were negative are significant and are from those in lower levels of management. This is a possible indicator that these leadership behaviours have not yet cascaded throughout all levels of management in the CET college.

Another important finding was that Inspirational Stimulation and Individualised Consideration overwhelmingly received the negative responses from participants, much weaker support than the other two elements. These elements of transformational leadership pertain to how leaders articulate a compelling vision of the future and make others feel their work is significant, as well as a leader's interest in another's well-being, consideration of individual ability and preference, and promoting involvement in the group. This also accords with our findings from the first research question that not all stakeholders understand and share the same vision. Therefore, the lack of shared vision suggests a weak link between the understanding and interpretation of the policy and change management. This finding has important implications that may be explained as a failure by the leadership to manage and contribute to change management.

The current study's findings do not support the previous research by Burns (2003) that stated that transformational leaders are evaluated by their capability to identify the need for change, gain the agreement

and commitment of others, and create a vision that guides embedding the change. If the diagnosis only recognises several problems, the changes may fail to achieve the desired outcome. In large systems such as organisations, actions have multiple consequences, including unintended side effects. Therefore, a change in one part of a system will eventually affect other components, and reactions to the change may cancel out the consequences.

8.5.3 Research Question Three - How does the Leadership of Change Management Reflect the Standardised Criteria for CET College Effectiveness?

Qualification, programme, and curriculum; institutional planning development; funding and financing; advocacy; partnership; stakeholder engagement; monitoring and evaluation were identified as measures of CET colleges' success based on three policy documents (National Implementation Plan, National Policy for Monitoring and Evaluation, and CET colleges' five-year strategic plans). These six strategic levers are pillars that have been identified as crucial for CET colleges to accomplish their mission and form the defined criteria for CET colleges' effectiveness.

The conclusions of this study corroborate the findings of a lot of earlier research in this sector like Simkins (2019), OECD (2019), Land and Aitchison (2017), and Rule et al. (2015). All these scholars have emphasised governance (with strong oversight capacity); administration, communication, resources, organizational culture (where staff need to work in an atmosphere of support and encouragement with critical reflection on their work, knowledge of how to improve their practice, and access to opportunities for development), professionalism, and staff competence as measures of effectiveness within CET colleges.

However, because this study was unable to demonstrate 'contribution to social change' as a metric of success, it did not support previous research by Baatjes and Mathe (2004) and the OECD (2019), which advocated and made a strong case for effective institutions that will contribute significantly to citizens' well-being. This implies that they have no linkage or synergy with the mandate for the CET college model. This study supports the preceding conclusion in Chapter 5 that the subparts of the CET college model/system are poorly understood.

These findings support Pedraza's (2014) conclusion that highly effective organisations excel in five areas: leadership, decision-making, structure, people, work processes and systems, and culture. Because this study was unable to demonstrate any of the aforementioned benefits, the CET colleges were deemed unsuccessful. These findings further concur with Pedraza (2014), who concluded that highly effective organisations exhibit strengths across five areas: leadership, decision-making and structure; people; work processes and systems;

and culture. This study has been unable to show any of the strengths mentioned above and thus deems the CET colleges ineffective.

The findings support Todnem's (2005) assertion that organizational change management is reactive, discontinuous, and ad hoc. The most plausible cause is a lack of leadership abilities to drive the change management process, which results in a lack of understanding of how to properly implement and manage change. This finding is in line with the prior observation made in Chapters 5, 6, and 7, which presented compelling evidence that CET colleges are poor in change management processes.

8.6 Association of the Study to Prior Research

This study supports previous research findings on the commitment by the South African government to professionalise the sector in terms of policies, allocation of resources, including financial resources, institutional arrangements, and restructuring of qualifications and programme offerings. On the other hand, it also supports previous findings on South African education policy implementation failures to yield the expected results, especially in the adult education sector. Numerous studies have shown that the most glaring reasons for poor implementation of policies are access to resources and funding, omission of implementation agency, and weak dispositions of the implementers.

This study further supports research findings on the positive effects of the four elements of transformational leadership identified by Bass and Riggio (2006). However, the evidence from the interviews suggests that creating a transformational organisational culture has resulted in developing a core of leaders at only one level. Still, the integration of transformational leadership has yet to be cascaded to all levels.

Kotter (1996) argued that it is crucial to spend enough time on the first phase of the change management, which Lewin (1997) called the unfreezing phase. This study supports this argument. This phase helps to identify where the market and potential crises or opportunities are, and uncertainties and anxieties can be levelled. It also helps to identify and form a group of people that will manage and lead the change, and set a vision because, without vision, it will be challenging to formulate strategies.

8.7 Limitations of the Study

I would like to reiterate that this study focused on two CET colleges in Mpumalanga and KwaZulu Natal. The analysis was only on the strategic level, not the operations of the colleges, and my findings were subsequently

restricted to the strategic leadership of the two CET colleges. The intention is that the conclusions can provide valuable insight into other CET colleges with similar environments and contexts in South Africa.

In this study, the main methodological limitations are data collection methods and sample, which caused by the fact that data collection happened during a National State of Disaster and personal interaction with respondents. The major limitation was related to the delay in receiving the documents because most documents were in hard copies. All participants were working from home and did not have access to electronic equipment for the timeous transmission of the documents. This demonstrated the importance of having computerised and paper filing systems in place because if this were a norm, this would not have been an issue. Another methodological limitation related to observation of management meetings and focus groups. These coincided with the end of the term for Council, and no Council meetings were held. The College principals indicated that they do not have management meetings regarding the management meeting, so none were observed. The sample size was also affected because, at the time of collecting data. Some positions were no longer in the organisational structure; for example, supervisors and others assumed dual roles. For instance (the principal and chairperson of the advisory committee were the same people) and were interviewed once but represented both roles.

8.8 Contributions to Knowledge and Significance of Research Results

I would like to highlight the main contributions to the body of knowledge and the areas of significance that have been uncovered as a result of this research study. Even though my findings cannot be generalised, but they offer solutions to some challenges affecting the adult education sector.

This study is significant to the CET college leadership as the change agents; it identifies that their weak disposition affects the implementation of the policies, resulting in ineffective colleges. The findings suggest that the transformational leadership style is a better choice for managers and leaders to adopt in the sector. Transformational leadership presents opportunities for higher adaptability, involvement, and consistency, thus a better fit for leading today's complex workgroups and organisations where followers want to be empowered and challenged. A CET college with this kind of leadership, will ensure that all its stakeholders and leaders work for the common good and are equipped for future.

The promotion of transformational leadership may also increase the possibility of attracting competent personnel. Potential employees may be attracted to dynamic, intellectually stimulating, charismatic leaders and positive public image organisations. The transformational leadership factors must also be cascaded to all levels in the CET colleges. MLQ tool can be used to assess a manager's current leadership style when the decision

of training and/or recruitment is considered. Bass (1985) has argued that leaders at all levels can be trained to be charismatic in both verbal and nonverbal performance. CET colleges further need to nurture and cultivate 'intellectual stimulation and consideration' as a way of life. Innovation should be fostered and not expected at all levels.

Another significant finding of this study concerns the CET colleges' effectiveness in managing organisational change. This can be judged in different ways, including but not limited to the commitment of people to change, successful implementation of the change, and the extent to which the change results in the desired benefits. This research study has revealed that change management is reactive, discontinuous, and ad hoc due to the CET college system being treated as a closed system—thus not allowing feedback from stakeholders and not interacting with its environment.

The study is also significant for policy experts in ensuring that the policy development processes involve all stakeholders and that there is synergy amongst all relevant policies and legislation. This synergy will assist in ensuring that the division of tasks between the national and the provincial levels and the interdependence of different parts are aligned. Once all policies are developed, the implementers or the change agents should spend sufficient time planning to ensure that all possible setbacks are resolved to ensure successful implementation.

8.9 Recommendations

Failures of South Africa education policies to yield the expected results, especially in the adult education sector, have received considerable critical attention. The concern is that we are not learning from our failures. Balogun and Hailey (2004) reported that the failure rate for all change programmes undertaken across most of the world's organisations stands at around 70%. Based on the findings and results of this research study, I would like to recommend the following areas of importance for policy experts, governance and leadership, change management. These recommendations are listed below:

Recommendations on Governance and Leadership

- 1) The size and structure of the governance structures.

I recommend that governance structures suitable for CET colleges other than replicating the TVET college model are set up to include representation of the communities in which the CET colleges are located. This will assist in ensuring that the community needs are taken into account, and that the colleges' strategic plans

respond to the community's needs. For the sector to partner, they need to embark on advocacy initiatives. This can be done by ensuring that transformational leadership behaviours and Ubuntu as an African paradigm are embedded at all levels to embrace stakeholder involvement and humanness.

2) Strong organisational leadership and management.

A strong leadership and management influence is needed if the change is to succeed and be effective. For this reason, it is fundamentally essential for the leadership and management to support and remain accountable through the organisational change process. Leaders must think about relationships between and among departments instead of thinking about them as independent components. Leadership that is visionary, courageous, competent, and passionate about the sector—committed to job, sector and community and people that s/he leads—are needed to challenge the prevailing paradigm. The leader must be prepared to sacrifice personal and organisational interests for systemic benefits, thus enhancing inter-organisational collaboration and advocate for change.

It is recommended that leaders should demonstrate transformational behaviours and styles. They should practice transformational leadership competencies more frequently and less of transactional competencies because transformational leadership encourages commitment and fosters change. Transactional competencies focus on the organisation's basic needs. Leadership roles need not be only for traditional heroic, charismatic individuals; leadership can and should be distributed throughout organisations over time. Workers at all levels of the system can be transformational leaders by challenging fundamental assumptions, mobilising around a shared vision, and elevating all stakeholders' values, vision, mission, and morals. An organisational culture that embraces such leadership is critical.

Recommendations on organisational change

3) Adopting and sharing of standard and long-term vision for organisational change.

Across the case studies researched, the central theme of a long-term vision and/or approach to organisational change has emerged. Arguably, change initiatives take time to refine, and the processes may require an adjustment for best fit. Organisations that manage and commit to this process can increase their chances of success. As such, organisations need to create room for dwelling and investing the time to understand and articulate both the problem and the objectives.

4) Agreeing on mutually accepted performance goals for organisational change.

Performance goals for change become key performance areas with which to measure the change process. These measurements help to provide a framework for benchmarking the overall change process during transition. However, the key performance indicators must consider the CET college environment and circumstances. Therefore, the CET college system should be open and allow feedback from its environment. This is especially important where the experience and ideology of stakeholders may affect participants' understanding of complex problems and their causes.

- 5) Commitment to the learning, growth, and development of employees throughout the organisational change.

Continuous learning will assist in reducing fear of failure and facilitate the overall success of the change process by educating the relevant persons affected by the change (systems theory). It is essential to involve all crucial parties and take them through the same learning journey.

- 6) The need for a clear organisational or interpretative framework to manage the change process.

The presence of a clear and well-defined structure with which to manage and facilitate organisational change is equally important. This is what Kotter (1996) termed the organisational change process.

However, using the results as a basis for organisational performance from the content review of the documents, it was noted that for the CET college—although it has implemented some initiatives in its plans, including developing the five-year strategic plans, setting out the vision, mission, and core values—there is still a lot that needs to be done to ensure successful implementation and realisation of the change. I believe that not enough time is being spent on planning and preparing for change—to ensure that the process is inclusive. Interdependence linkages are identified and considered during the planning phase.

The implementation phase should include feedback loops to allow continuous learning and improvement by the CET colleges and the stakeholders. This will give them a better understanding of how the different parts of the organisation connect and interrelate. The understanding will result in applying necessary skills that will contribute to the optimisation of the whole.

- 7) Critical success factors/measure of success

Strategic planning sessions operate on foundations that are 'best guesses' of some people, meaning that the underlying theoretical basis for the intervention is flawed, resulting in measures of success not aligned to the

policies. I suggest that the critical success factors be classified between high success factors and low success factors. Monitoring and evaluation should be tailor-made for each college and consider the environment and conditions of each college.

I also suggest that performance measures/or measures of success include the impact the CET colleges make on employability and poverty. One way is through meaningful engagement with all subsystems of the CET colleges to ensure an equal understanding of each subsystem's interdependence. Also, ensure that each subsystem contributes meaningfully for the ACET sector to meet its mandate of reducing unemployment, poverty, inequality, improving social cohesion, and achieving social justice.

Recommendations for Policy Experts

I recommend that policy experts within the ACET field be knowledgeable on how their policy systems work: who are the stakeholders and the possible causal relationships within the system? Even if this can never be precise, it is needed to understand the problems practitioners are working with and build up open-ended practices to gain helpful feedback from the stakeholders.

Recommendations for Future Studies

The research conducted provides a foundation for additional, more detailed research. The following recommendations are made for further study:

- 8) This research study only focused on the strategic level of the CET college model. It is recommended that future studies be done in the next five years that would include assessment of CET college effectiveness for both the strategic and operational level.
- 9) I also suggest that further research on Ubuntu as an African leadership paradigm in the ACET context be explored.
- 10) There is also a large gap around the issues of gender and leadership in South African community colleges and I recommend a study around this issue.

8.10 Final Research Conclusions

The broad picture that emerged from this study was that most of the enabling environment components are available, but some work still needs to be done. I make three major conclusions in this research study. The first

conclusion is that there is a need to ensure a shared understanding and interpretation of policies and frameworks by all stakeholders, especially those entrusted with the implementation. I further conclude that the governance and management structure does not represent all sectors; this needs to be addressed to ensure the mandate is realised. This may be impacting on the exclusion of 'impact of social change' as a measure of success for the CET college model/system. Lastly, there is no coordinating structure for the sector's advocacy as a whole; it is left to each of the respective colleges to market themselves. Although ACET has a dedicated directorate, marketing and partnership are non-existent. The sector is not marketed, and the stakeholders do not understand their mandate to support the ACET initiatives. Therefore, there is no broad understanding of role-players to partner with. With the differentiated understanding of the sector, this becomes a crucial factor to address. Below is my proposed three phase change management process for CET colleges in SA.

8.11 LLM Change Management Process for South African CET Colleges

Based on the research findings from this study, I recommend the following change management process for CET colleges in South Africa. The change management processes are in three phases aligned to the recommendations made in the section above.

The First Phase – Setting the Scene

This phase must include a detailed analysis of the problem using the soft systems methodology. Checkland (1995) argued its aim is to bring about improvement in areas of social concern by activating a learning cycle, ideally never ending, in the people involved in the situation. Part of this phase should also include identifying vested stakeholders. The policy experts must determine cause and effect relationships between and among stakeholders to ensure that all the stakeholders are clear and understand the interdependence of the different parts of the CET college from the onset. This phase also is where the anticipated issues in the interpretation of the policies are identified and clarified to avoid unnecessary confusion at the implementation phase.

The Second Phase - Planning for a Change

The change agents should spend more time in this phase to ensure that it is realistic and that the change management plan has considered the CET college contexts. The regional directorate should drive the planning for change, and it should involve all relevant stakeholders. A communication and feedback loop is necessary to encourage interactions and adaptation to changes in the environment. There are several and more detailed activities needed to ensure that all inputs to achieve the purpose are in place, and these are:

1. Conducting a thorough needs analysis followed by the setting of clearly articulated strategic goals and mission with realistic and measurable targets, timeline, and quality criteria so that these can be measured and evaluated against the identification and appointment of project stakeholders.
2. Agreeing on project scope and understanding the KPIs.
3. Creating a communication plan. The communication plan is crucial because having clear communication helps the upper management get frequent updates. The team involved in the change process feels that management heeds their feedback and concerns.
4. Detailing and substantial allocation of resources (financial, human resources, and infrastructural) to facilitate and manage change.
5. Selection of pilot sites. Pilot sites must be a combination of different contexts and be managed by permanent full-time staff.

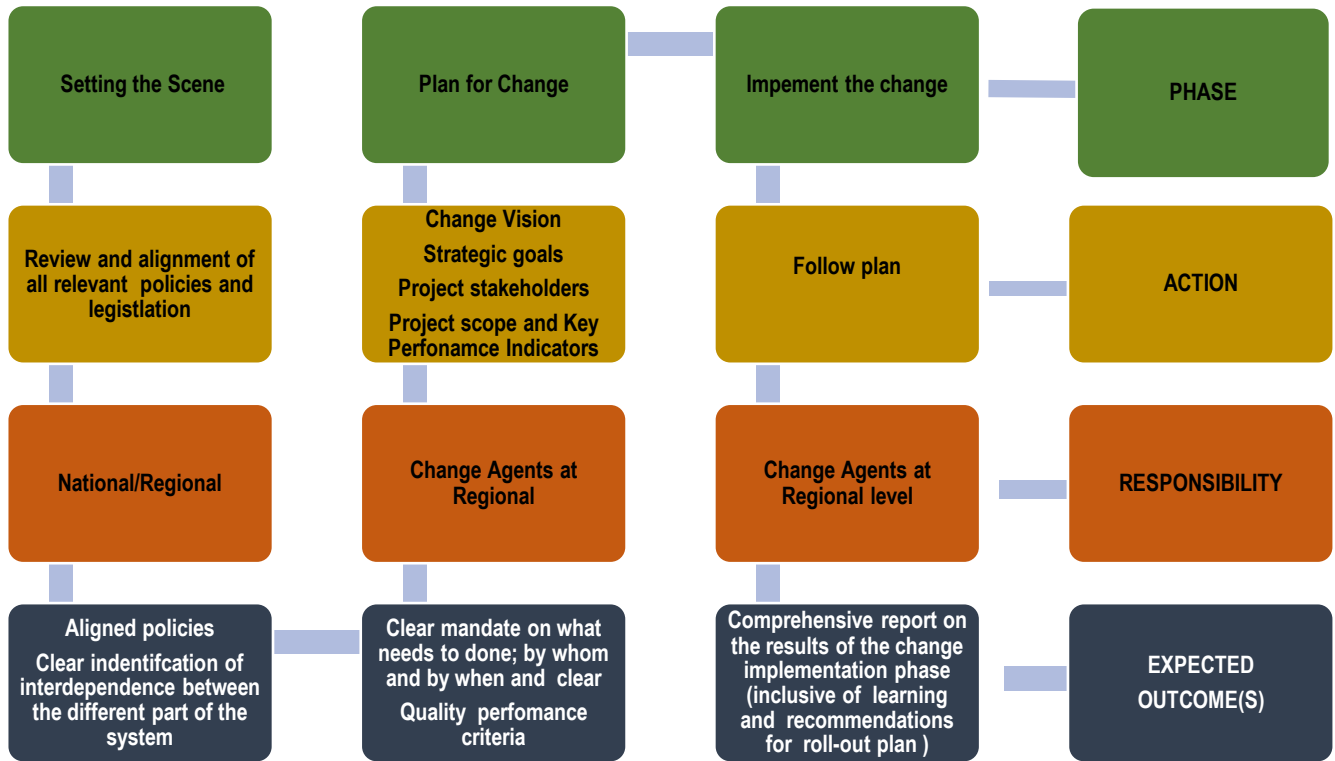
The Third Phase – Implementing the Change Plan

This phase should follow the steps defined in the previous stage. The change agents should ensure that the teams are empowered to take proper steps to attain the pre-set goals. During the change implementation process, it is common to expect barriers. The change agent must not ignore them (include additional and continuous training and upskilling), and must have a well-planned organisational structure, adopt new systems to accommodate new techniques, and update job descriptions relating to new workloads. When required, adjust the change process—record learnings and adapt the change process to fit into the CET college requirements. It is better to make slight changes than keep the same plan and fail to execute it. Changes must also be incorporated into the organisation's culture as this means that the goal has been reached. Incorporating the principle of continuous learning and improvement will help to involve further changes as there is always scope for improvement.

While the pilot is proceeding, other PALCS will continue operating as usual until the change management's final evaluation report followed by a wide rollout, dependent on the results of the pilots. Below is the graphical representation of the three phases.

Figure 30

Llm Proposed Change Management Process for CET Colleges



The above process needs to be laid on the solid leadership foundation that is supported by leaders with transformational leadership skills sets and that think in terms of relationships. Transformational leaders are considered by their capability to identify the need for change, gain the agreement and commitment of others, and create a vision that guides and embed the change.

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Annexure A – Transformational Leadership Questionnaire – Rater

Transformational Leadership (TL) Questionnaire - Rater

(Transformational Leadership Behaviour Inventory)

This questionnaire is based on standardised Multifactor Leadership Questionnaire Form 6S by Quenie Butalid and has been modified to suit the context of this study.

This inventory will be filled by subordinates on their perceptions on how they are led by their line managers. The subordinates are the following:

Tick one (1) box that is your most appropriate role in ACET

- Educators
- Supervisors
- Centre Managers
- Sectional Managers (specify)
- Vice-Principal (Academic)
- Vice-Principal (specify)
- Principal

Section 1: Bio Data

Province:

| | |
|-----|----|
| KZN | MP |
|-----|----|

 (tick the appropriate box)

District: _____

Name of Organisation: _____

Type of Organisation: _____

How long have you been associated with the CET college: _____

INSTRUCTIONS: This questionnaire provides a description of your perceived supervisor's leadership style. Twenty-one descriptive statements are listed below. Judge how frequently each statement fits with him or her. The word others may mean your fellow colleagues, clients, or group members.

KEY

0 = Not at all 1 = Once in a while 2 = Sometimes 3 = Fairly often 4 = Frequently, if not always

| No. | Statement | 0 | 1 | 2 | 3 | 4 |
|-----|--|---|---|---|---|---|
| 1 | My boss makes others feel good to be around me | | | | | |
| 2 | My boss expresses his/her views with simple words of what we could and should do | | | | | |
| 3 | My boss enables others to think about old problems in new ways | | | | | |
| 4 | My boss helps others develop themselves | | | | | |
| 5 | My boss tells others what to do if they want to be rewarded for their work | | | | | |
| 6 | My boss is satisfied when others meet agreed-upon standards | | | | | |
| 7 | My boss is content to let others continue working in the same ways always | | | | | |
| 8 | Others have complete faith in my boss. | | | | | |
| 9 | My boss provides appealing images about what we can do | | | | | |
| 10 | My boss provides others with new ways of looking at puzzling things | | | | | |
| 11 | My boss lets others know how s/he thinks they are doing | | | | | |
| 12 | My boss provides recognition/rewards when others reach their goals | | | | | |
| 13 | If things are working, my boss does not try to change anything | | | | | |
| 14 | Whatever others want to do is OK with my boss | | | | | |
| 15 | Others are proud to be associated with my boss | | | | | |
| 16 | My boss helps others find meaning in their work | | | | | |
| 17 | My boss gets others to rethink ideas that they had never questioned before | | | | | |
| 18 | My boss gives personal attention to others who seem rejected | | | | | |
| 19 | My boss calls attention to what others can get for what they accomplish | | | | | |
| 20 | My boss tells others the standards they have to know to carry out their work | | | | | |
| 21 | My boss asks no more of others than what is essential | | | | | |

SCORING

The MLQ-6S measures your boss' leadership on seven factors related to transformational leadership. Your score for each factor is determined by summing three specified items on the questionnaire. For example, to determine your score for factor 1, Idealized influence, sum your responses for items 1, 8, and 15. Complete this procedure for all seven factors.

TOTAL

Idealised influence (items 1, 8, and 15) _____ Factor 1

Inspirational motivation (items 2, 9, and 16) _____ Factor 2

Intellectual stimulation (items 3, 10, and 17) _____ Factor 3

Individual consideration (items 4, 11, and 18) _____ Factor 4

Contingent reward (items 5, 12, and 19) _____ Factor 5

Management-by-exception (items 6, 13, and 20) _____ Factor 6

Laissez-faire leadership (items 7, 14, and 21) _____ Factor 7

Score range: HIGH = 9-12; MODERATE = 5-8; LOW = 0-4

SCORING INTERPRETATION

Factor 1 – IDEALISED INFLUENCE indicates whether your boss holds subordinates' trust, maintains their faith and respect, show dedication to them, appeals to their hopes and dreams, and acts as their role model.

Factor 2 – INSPIRATIONAL MOTIVATION measures the degree to which your boss provides a vision, uses appropriate symbols and images to help others focus on their work, and tries to make others feel their work is significant.

Factor 3 – INTELLECTUAL STIMULATION shows the degree to which your boss encourages others to be creative in looking at old problems in new ways, creates an environment that is tolerant of seemingly extreme positions, and nurtures people to question their own values and beliefs of those of the organisation.

Factor 4 – INDIVIDUALISED CONSIDERATION indicates the degree to which your boss shows interest in others' well-being, assigns projects individually, and pays attention to those who seem less involved in the group.

Factor 5 – CONTINGENT REWARD shows the degree to which your boss tells others what to do in order to be rewarded, emphasises what you expect from them, and recognises their accomplishments.

Factor 6 – MANAGEMENT-BY-EXCEPTION assesses whether your boss tell others the job requirements, is content with standard performance, and is a believer in "if it isn't broke, don't fix it."

Factor 7 – LAISSEZ-FAIRE measures whether your boss requires little of others, is content to let things ride, and let others do their own thing.

Transformational Leadership (TL) Questionnaire - Leader

(Transformational Leadership Behaviour Inventory)

This questionnaire is based on standardised Multifactor Leadership Questionnaire Form 6S by Quenie Butalid and has been modified to suit the context of this study.

This inventory will be filled in by CET college leadership on how they provide leadership to their subordinates: The following leadership will complete the inventory.

Tick one (1) box that is most appropriate role in ACET

- Supervisors
- Centre Managers
- Sectional Managers (specify)
- Vice-Principal (Academic)
- Vice-Principal (specify)
- Principal

| |
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| <input type="checkbox"/> |
| <input type="checkbox"/> |
| <input type="checkbox"/> |
| <input type="checkbox"/> |
| <input type="checkbox"/> |
| <input type="checkbox"/> |

Section 1: Bio Data

Province:

| | |
|-----|----|
| KZN | MP |
|-----|----|

 (tick the appropriate box)

District: _____

Name of Organisation: _____

Type of Organisation: _____

How long have you been associated with the CET College? _____

INSTRUCTIONS: This questionnaire provides a description of your leadership style. Twenty-one descriptive statements are listed below. Judge how frequently each statement fits with you. The word others may mean

your fellow colleagues, clients, or group members.

KEY

0 = Not at all 1 = Once in a while 2 = Sometimes 3 = Fairly often 4 = Frequently, if not always

| No. | Statement | 0 | 1 | 2 | 3 | 4 |
|-----|---|---|---|---|---|---|
| 1 | I make others feel good to be around me | | | | | |
| 2 | I express my views with simple words of what we could and should do | | | | | |
| 3 | I enable others to think about old problems in new ways | | | | | |
| 4 | I help others develop themselves | | | | | |
| 5 | I tell others what to do if they want to be rewarded for their work | | | | | |
| 6 | I am satisfied when others meet agreed-upon standards | | | | | |
| 7 | I am content to let others continue working in the same way always | | | | | |
| 8 | Others have complete faith in me | | | | | |
| 9 | I provide appealing images about what we can do | | | | | |
| 10 | I provide others with new ways of looking at puzzling things | | | | | |
| 11 | I let others know how I think they are doing | | | | | |
| 12 | I provide recognition/rewards when others reach their goals | | | | | |
| 13 | If things are working, I do not try to change anything | | | | | |
| 14 | Whatever others want to do is OK with me | | | | | |
| 15 | Others are proud to be associated with me | | | | | |
| 16 | I help others find meaning in their work | | | | | |
| 17 | I get others to rethink ideas that they had never questioned before | | | | | |
| 18 | I give personal attention to others who seem rejected | | | | | |
| 19 | I call attention to what others can get for what they accomplish | | | | | |
| 20 | I tell others the standards they have to know to carry out their work | | | | | |
| 21 | I ask no more of others than what is essential | | | | | |

SCORING

The MLQ-6S measures your boss leadership on seven factors related to transformational leadership. Your score for each factor is determined by summing three specified items on the questionnaire. For example, to determine your score for factor 1, Idealised influence, sum your responses for items 1, 8, and 15. Complete this procedure for all seven factors.

TOTAL

Idealised influence (items 1, 8, and 15) _____ Factor 1

Inspirational motivation (items 2, 9, and 16) _____ Factor 2

Intellectual stimulation (items 3, 10, and 17) _____ Factor 3

Individual consideration (items 4, 11, and 18) _____ Factor 4

Contingent reward (items 5, 12, and 19) _____ Factor 5

Management-by-exception (items 6, 13, and 20) _____ Factor 6

Laissez-faire leadership (items 7, 14, and 21) _____ Factor 7

Score range: HIGH = 9-12; MODERATE = 5-8; LOW = 0-4

SCORING INTERPRETATION

Factor 1 – IDEALISED INFLUENCE indicates whether you hold subordinates' trust, maintain their faith and respect, show dedication to them, appeal to their hopes and dreams, and act as their role model.

Factor 2 – INSPIRATIONAL MOTIVATION measures the degree to which you provide a vision, use appropriate symbols and images to help others focus on their work, and try to make others feel their work is significant.

Factor 3 – INTELLECTUAL STIMULATION shows the degree to which you encourage others to be creative in looking at old problems in new ways, create an environment that is tolerant of seemingly extreme positions, and nurture people to question their own values and beliefs of those of the organisation.

Factor 4 – INDIVIDUALISED CONSIDERATION indicates the degree to which you show interest in others' well-being, assign projects individually, and pay attention to those who seem less involved in the group.

Factor 5 – CONTINGENT REWARD shows the degree to which you tell others what to do in order to be rewarded, emphasise what you expect from them, and recognise their accomplishments.

Factor 6 – MANAGEMENT-BY-EXCEPTION assesses whether you tell others the job requirements, are content with standard performance, and are a believer in "if it isn't broke, don't fix it."

Factor 7 – LAISSEZ-FAIRE measures whether you require little of others, are content to let things ride, and let others do their own thing.

Annexure C- Organisational Effectiveness Questionnaire

Organisational effectiveness questionnaire

This questionnaire is based on institutional capacity assessment adapted from United Nations Institute for Training and Research and has been modified to suit the context of this study.

Tick one (1) box that is most appropriate to your role in ACET

- ACET Sector Education
- ACET Educator Union representative
- Community members
- SETAs
- Local and District Municipality
- Local Businesses representative
- Educators
- Other (please specify)

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| <input type="checkbox"/> |
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| <input type="checkbox"/> |
| <input type="checkbox"/> |
| <input type="checkbox"/> |

Section 1: Bio Data

Province:

| | |
|-----|----|
| KZN | MP |
|-----|----|

 (tick the appropriate box)

District: _____

Name of Organisation: _____

Type of Organisation: _____

How long have you been associated with the CET college: _____

Section 2:

This questionnaire has four (4) areas, these areas look at various aspects of the CET College, looking at its long-term vision, planning and implementation, coordination and monitoring and evaluation. Please select the most appropriate rating from 1 to 5 indicating how you rate the College's performance in terms of the four areas that have been identified.

| 1 - Very low capacity or none 2 - Low capacity 3 - Moderate capacity, with less than 50% compliance 4 - High capacity, 75% compliance 5 - Full capacity, 100% compliance | | | | | | Recommendations for improvement |
|--|---|---|---|---|---|---------------------------------|
| Main elements | 1 | 2 | 3 | 4 | 5 | |
| Area 1 : Long-term vision | | | | | | |
| 1.1 Enabling Environment | | | | | | |
| 1.1.1 Is the CET college model supported by robust policy frameworks, strategies and policies at national or provincial level? | | | | | | |
| 1.1.2 Is there alignment among the short-, medium- and long-term objectives and actions of the existing policy frameworks, strategies, policies? | | | | | | |
| 1.1.3 Is there political commitment and willingness to ensure that partners and stakeholders have adequate access to the college's information and knowledge necessary to support the implementation of the change management? | | | | | | |
| 1.1.4 Is the CET college supported by robust governance at the provincial or local level? | | | | | | |
| 1.1.5 To what extent is the current situation in understanding and use of the above structures? | | | | | | |
| 1.1.6 Is there a clear process and commitment for resource allocation? | | | | | | |

| 1 - Very low capacity or none 2 - Low capacity 3 - Moderate capacity, with less than 50% compliance 4 - High capacity, 75% compliance 5 - Full capacity, 100% compliance | | | | | | Recommendations for improvement |
|--|---|---|---|---|---|---------------------------------|
| Main elements | 1 | 2 | 3 | 4 | 5 | |
| 1.2 CET College | | | | | | |
| 1.2.1 Is there clarity of mandate, vision and mission within the college concerning migration planning? | | | | | | |
| 1.2.2 Does the CET model have the staff capacity and operational procedures to ensure appropriate priorities for the sector, as well as integrate migration into the planning process? | | | | | | |
| 1.2.3 Are there clear core activities and measures of success? | | | | | | |
| 1.2.4 How effective is coordination with all levels of management? | | | | | | |
| 1.2.5 How well are resources managed and allocated to various functions? | | | | | | |
| 1.3 Individual/CLCs and satellites | | | | | | |
| 1.3.1 To what extent is the staff knowledgeable, adequately qualified and competent to monitor resources, including financial resources allocated? | | | | | | |
| 1.3.2 To what extent is the governance leadership/staff competent and adequate for the task at hand? | | | | | | |
| 1.3.3 To what extent do staff understand the proposed changes? | | | | | | |
| 1.4 Skills and Gaps | | | | | | |
| 1.4.1 What additional skills will be needed to manage change effectively? | | | | | | |
| 1.4.2 What are the capacity strengths and/or gaps? | | | | | | |

Area 2: Planning and Implementation

2.1 Enabling Environment

2.1.1 Are resources, including financial resources, available, managed so that planned change objectives can be met?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
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2.2 Organisation/Institution/CET college

2.2.1 Is there adequate specialisation in the CET college to support implementation of the change?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
|--|--|--|--|--|--|

2.2.2 Does CET college have the staff capacity and operational procedures to support national and provincial change and implementation to respond to the challenges faced by the country and communities?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
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2.2.3 Is there sufficient and appropriate expertise on change management approaches in the CET college?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
|--|--|--|--|--|--|

2.3 Individual/CLC and satellites

2.3.1 To what extent is the staff knowledgeable, adequately qualified and competent in planning and implementation and risk reduction responses, leveraging opportunities and appraising and identifying adaptation options?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
|--|--|--|--|--|--|

2.4 Skills and Gaps

2.4.1 What additional skills will be needed to perform effectively?

2.4.2 What are the capacity strengths and gaps?

Area 3: Coordination and Partnering

3.1 Enabling Environment

3.1.1 To what extent do the policy frameworks and existing institutional arrangements support the CET college role in engagement with stakeholders?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
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3.1.2 Is there political commitment to ensure that partners and stakeholders have adequate access to the CET college?

| | | | | | |
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| information and knowledge necessary to support the implementation of the national policy? | | | | | | |
| 3.1.3 Are there clear functions, processes that coordinate the core activities? | | | | | | |
| 3.1.4 Is the CET college part of the national coordination body, networks or partnership to support the sector? | | | | | | |
| 3.2 Organisation/Institution/CET COLLEGE | | | | | | |
| 3.2.1 To what extent does the CET COLLEGE coordinate and collaborate with actors and stakeholders at national and provincial levels to change management planning and implementation? | | | | | | |
| 3.2.2 To what extent is stakeholder engagement and partnership building a priority for the CET college in supporting implementation of the national plan's priorities? | | | | | | |
| 3.2.3 Does the CET college have the staff capacity and operational procedures for mobilising and engaging stakeholders and partners? | | | | | | |
| 3.2.4 Are functions, processes that coordinate the core activities clear and are there measures of success in place? | | | | | | |
| 3.3 Individual/CLC and satellites | | | | | | |
| 3.3.1 To what extent is the staff knowledgeable, adequately qualified and competent in coordinating and partnering with stakeholders at national, provincial and local level? | | | | | | |
| 3.3.2 Are staff knowledgeable, adequately qualified and competent to implement decisions about change activities? | | | | | | |
| 3.4 Skills and Gaps | | | | | | |
| 3.4.1 What additional skills will be needed to perform effectively? | | | | | | |
| 3.4.2 What are the capacity strengths and gaps? | | | | | | |

Area 4: Monitoring and Evaluation

4.1 Enabling Environment

4.1.1 Does the CET college have a mandate for M&E?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
|--|--|--|--|--|--|

4.1.2 Is there an existing M&E system/framework/procedure for change management?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
|--|--|--|--|--|--|

4.2 CET College

4.2.1 Are there institutional arrangements to report on CET College change management performance?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
|--|--|--|--|--|--|

4.2.2 Is there adequate specialisation to perform M&E?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
|--|--|--|--|--|--|

4.2.3 To what extent does the CET college use its M&E system/framework/procedures to assess its performance on change management?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
|--|--|--|--|--|--|

4.3 Individual/CLC and satellites

4.3.1 To what extent is the staff knowledgeable, adequately qualified and competent in M&E of programmes and projects, monitoring financial resources allocated to adaptation and investigating the impact of change and other policies?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
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4.3.2: To what extent does the CET college use its monitoring and evaluation system/framework/procedures to assess its performance on change management?

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
|--|--|--|--|--|--|

4.4 Skills and gaps

4.4.1 What additional skills will be needed to perform effectively?

4.4.2 What are the capacity strengths and gaps?

Annexure D – Interview Schedule

Interview – Semi-structured

Interviewee Name: _____

Pseudonym: _____

Province: _____

District: _____

Organisation: _____

Job Title: _____

Province: _____

Date of interview: _____

Duration of interview: _____

| No. | Focus Area | Examples of questions and probes |
|-----|--------------------------------------|---|
| | General | What is your job role and how does it link to the CET colleges? How long have you been in this position? What is your association with the CET college? How long have you been associated with the CET college? |
| 1 | Management of organisational change? | 1.1 What are the current changes that have affected/influenced change in adult education in South Africa? 1.2 How do you think the CET college model/system was conceived? 1.3 What do you feel is the main problem that needs to be addressed by CET colleges? 1.4 What were other solutions considered to solve the problems mentioned above? 1.5 Do the CETs have capacity and support to implement change? Or what kind of training was offered for this task? 1.6 Is there a change framework to manage the transition from PALCs to CET colleges? 1.7 Who are the stakeholders of the CET college? 1.8 What is their involvement? 1.9 How do stakeholders understand the CET college model and its different parts? 1.10 How does the CET college interact with other parts of the education system? 1.11 How do you think the new CET college arrangement is affecting or influencing other parts of the education system? |

| | | |
|---|-----------------------|---|
| | | 1.12 How are CET colleges supported by various stakeholders to meet their objectives? |
| 3 | College effectiveness | 3.1 What do you think are the main criteria for ensuring a CET college functions effectively? |
| | | 3.2 How should a CET college be measured? |
| | | 3.3 How would you determine if the CET college is successful or not? |
| | | 3.4 Who is responsible for ensuring the success of a CET college? |
| | | 3.5 How do you think they are doing in their roles? |
| | | 3.6 And why do you think so? |
| 2 | Leadership | 2.1 What leadership behaviours and skills do you think are required to manage change within the CET college? |
| | | 2.2 How would you describe your own leadership style? |
| | | 2.3 What is your role in the organisational change of the CET COLLEGE and what contribution have you made towards organisational change in CET college? |
| | | 2.4 How do you stimulate interest among colleagues and followers to view their work from a new perspective? |
| | | 2.5 How do you increase awareness (to others) of the mission or vision of the team and organisation? |
| | | 2.6 How do you develop colleagues and followers to higher levels of ability and potential? |
| | | 2.7 How do you use feedback and acknowledgement to inspire others? |
| | | 2.8 How do you monitor performance of individual team members and the CET college as a whole? |

Annexure E - Focus Group Themes

Focus Group Themes

Job role: Supervisors/Centre Managers

Date: _____

Duration: _____

Venue: _____

Province: _____

No. of attendees: _____

No. of absentees: _____

Reasons for absenteeism: _____

1. What is the main problem to be addressed by the CET colleges?
2. What do you think is the CET vision?
3. What must be done practically to achieve the CET Vision?
4. What is the measure for success and how is it measured?
5. How would you rate your CET college success?
6. What skills, knowledge and levels of competence do you think are needed to manage organisational change?
7. To what extent do you believe the CET college prepared you to deal with change?

Additional notes:

Annexure F – Document Analysis Worksheet

Document Analysis Worksheet

1. Document title: _____
2. Date of the document: _____
3. Author of the document: _____
4. Type of document:
 - Government departmental reports
 - National surveys
 - Publications
 - Policy documents
 - Virtual documents (such as websites)
 - Institutional documents (such as minutes of council and academic boards, senior management groups, middle management meetings, working groups, staff meetings)
 - Annual strategic plan
 - Learner information (attendance registers, learner registration, learner performance, throughput rate, learner retention rate etc.)
 - Staff information (staff lists and qualifications, staff development)
 - Performance feedback reports by the CET colleges
 - Newspaper articles
 - Journals
5. Audience: _____
6. Document information: _____
7. Summary, _____

8. Context (historical event/trends/beliefs):

9. Any other relevant documents or information:

Annexure G – Meeting Observation Checklist

MEETINGS OBSERVATION CHECKLIST

Date of Meeting: _____

Intended Participants: _____

No. of Participants: _____

Venue: _____

Time and duration: _____

Frequency: _____

| ASSESSMENT AREAS | NOTES |
|--|-------|
| <p>Structure</p> <ul style="list-style-type: none"> <input type="checkbox"/> Did the meeting start at the scheduled time? <input type="checkbox"/> Is there an agenda? <input type="checkbox"/> Was the agenda sent out on time and ahead of meeting? <input type="checkbox"/> Is the agenda following a meeting structure? <input type="checkbox"/> Do attendees seem to have come prepared for the meeting? | |
| <p>Content</p> <ul style="list-style-type: none"> <input type="checkbox"/> Is there an opportunity to report back on progress from previous meeting? <input type="checkbox"/> Are matters that are part of the agenda in line with the strategic plan or monitoring and evaluation structure? | |
| <p>Dialogue and discussion</p> <ul style="list-style-type: none"> <input type="checkbox"/> Are attendees engaged and effective participants? <input type="checkbox"/> Do participants challenge each other? <input type="checkbox"/> Do they express differences of opinions and is it acceptable to others? <input type="checkbox"/> Do they ask each other about their areas of expertise? | |
| <p>Decision making</p> <ul style="list-style-type: none"> <input type="checkbox"/> Is the team focus on agreement or commitment? <input type="checkbox"/> How does the collective style of the group impact problem solving decision making? <input type="checkbox"/> Is the team closing out on decisions? <input type="checkbox"/> Are the decisions summarised at the end of the meeting? | |
| <p>Team dynamics</p> <ul style="list-style-type: none"> <input type="checkbox"/> Do people generally respect each other, enjoy each other's company, work and act as colleagues? <input type="checkbox"/> Are there any signs of mistrust/trust - asking for help, offering to help, apologising, and being vulnerable? <input type="checkbox"/> Do they act like a first team? Focused on overall goals versus individual responsibilities, agendas, and egos etc.? | |

| ASSESSMENT AREAS | NOTES |
|--|-------|
| <input type="checkbox"/> What individual habits impact conversation (laughing, exaggerated words, body language and reactions, rambling, too many stories etc.)? | |
| Chairperson/Leadership dynamics <input type="checkbox"/> What is the chairperson/leader doing to encourage discussion? <input type="checkbox"/> What is the chairperson/leader doing to blunt conversation? | |
| Any other significant observation | |

Annexure H - Letter of Introduction and Informed Consent Form

LETTER OF INTRODUCTION AND INFORMED CONSENT FOR PARTICIPATION IN ACADEMIC RESEARCH

Title Of The Study:

Stakeholder Perceptions of Leadership and Organisational Change Management in two Community Education and Training Colleges in South Africa.

Researcher:

Ms Lynette Lulama, University of KwaZulu

Landline: +27 33 260 5339, Mobile: +27 72 596 2767, email: mbathaL5@ukzn.ac.za

You are cordially invited to participate in an academic research study due to your experience and knowledge in the research area, namely Community college (adult education).

Each participant must receive, read, understand and sign this document before the start of the study.

Purpose of the study: The purpose of the study is to understand how various stakeholders understand the interdependence of the different parts of CET college. The results of the study may be published in an academic journal. You will be provided with a summary of my findings on request. No participants' names will be used in the final publication.

Duration of the study: The study will be conducted over a period of 2 years and its projected date of completion is June 2022.

Research procedures: The study is based on document analysis, observations, interviews, questionnaires and focus groups. Semi-structured one-one-one interviews will be used.

Your rights: Your participation in this study is very important. You may, however, choose not to participate and you may also stop participating at any time without stating any reasons and without any negative consequences. You, as participant, may contact the researcher at any time in order to clarify any issues pertaining to this research. The respondent as well as the researcher must each keep a copy of this signed document.

Confidentiality: All information will be treated as confidential; data will be kept confidential, your details and that of your organisations will be kept anonymous, only my supervisor will have access to the raw data. The relevant data will be destroyed, should you choose to withdraw. For further Information on this research, please feel free to contact my supervisor: Dr Jeffrey Sipiwe Mkhize using mobile number 0843539590 OR office number 033 260 5071 as well as email: MkhizeJ3@ukzn.ac.za

In the event of any problems or concerns/questions you may also contact the UKZN Humanities & Social Sciences Research Ethics Committee, contact details as follows:

HUMANITIES & SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION

Research Office, Westville Campus

Govan Mbeki Building

Private Bag X 54001

Durban

4000

Tel: 27 31 2604557- Fax: 27 31 2604609

Email: HSSREC@ukzn.ac.za

WRITTEN INFORMED CONSENT

TITLE OF RESEARCH STUDY: Stakeholder Perceptions of Leadership and Organisational Change Management in two Community Education and Training Colleges in South Africa.

Please answer the following questions by ticking the response that applies

- | | YES | NO |
|--|--------------------------|--------------------------|
| 1. I have read the Information Sheet for this study and have had details of the study explained to me. | <input type="checkbox"/> | <input type="checkbox"/> |
| 2. My questions about the study have been answered to my satisfaction and I understand that I may ask further questions at any point. | <input type="checkbox"/> | <input type="checkbox"/> |
| 3. I understand that I am free to withdraw from the study within the time limits outlined in the Information Sheet, without giving a reason for my withdrawal or decline to answer any questions in the study without any consequences to my future treatment by the researcher. | <input type="checkbox"/> | <input type="checkbox"/> |
| 4. I agree to provide information to the researcher under the condition of confidentiality set out in the Information Sheet. | <input type="checkbox"/> | <input type="checkbox"/> |
| 5. I wish to participate in the study under the conditions set out in the Information Sheet. | <input type="checkbox"/> | <input type="checkbox"/> |
| 6. I consent to the information collected for the purposes of this research study, once anonymised (so that I cannot be identified), to be used for any other research purposes. | <input type="checkbox"/> | <input type="checkbox"/> |
| 7. I consent to audio-visual recording and photographs of any part of or all research activities (if applicable) | <input type="checkbox"/> | <input type="checkbox"/> |
| 8. I consent to publication of results from this study on the condition that my identity will not be revealed. | <input type="checkbox"/> | <input type="checkbox"/> |

I consent that I am free to withdraw at any time.

Participant's name: _____ (please print)

Signature: _____ Date: _____

Researcher's name: _____ (please print)

Signature: _____ Date: _____

Annexure I – Gatekeeper’s Permission 1

1



Enquiries: Mr. KM Mokone – PRINCIPAL MPUMALANGA CET COLLEGE
Contact no: 072 865 7752
E – Mail Address: mmotse.mokone@yahoo.com

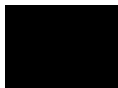
TO : LYNETTE LULAMA MBATHA

**FROM : Mr KM Mokone
Principal - Mpumalanga CET College**

DATE : 02 MARCH 2020

SUBJECT : PERMISSION TO CONDUCT RESEARCH AT MPUMALANGA CET COLLEGE

1. The above subject refers.
2. Mpumalanga CET College hereby grant you Lynette Lulama Mbatha, a permission to conduct research at the College for your studies.
3. Hoping you will find this in order.



**MOKONE KM
PRINCIPAL – MPUMALANGA CET COLLEGE**

02 / 03 / 2020

DATE

Transforming Communities into vibrant Learning Centres of excellence

Annexure J - Gatekeeper's Permission 2



TO: Jeffery Sipiwe Mkhize (*PhD*)

Date: 18/02/2020

Dear Dr JS Mkhize

Re: **PERMISSION TO CONDUCT RESEARCH**

I have pleasure in informing you, on behalf of the College Council, that your request to conduct research in the Community Learning Centres of KwaZulu-Natal Community Education and Training College, has been granted.

You will be required to adhere to the following:

1. Give feedback to the Senior Management of the KZN CET College regarding the research undertaken at the identified centres.
2. Respect the operations of the Centres and therefore comply with the rules and regulations of the centre, when conducting the research.
3. Share the final research outcome with the Community College management after completion.

Should you have any enquiries or require assistance please contact Miss N Nkosi
Email Nkosi.Nondumiso@DHET.gov.za Phone 031 350 4377.

Yours sincerely



Dr BSV Mthethwa, PhD
KZN CET PRINCIPAL

Date: 18/02/2020

Annexure K – Editing Certificate

Tel: 011 787 0797
Cell: 076 389 3246
gill.hannant@outlook.com

Mrs G Hannant
28 Hillcrest Avenue
CRAIGHALL PARK
2196

6 October 2021

TO WHOM IT MAY CONCERN

I certify that I have edited the PhD dissertation:

The Experiences of Community Education and Training (CET) College Stakeholders on the Leadership of Organisational Change Management: A Case Study of two CET Colleges in South Africa

by

Lynette Lulama Mbatha

However, the correction of all errors/missing information remains the responsibility of the student.


G.C. HANNANT
BA HED