

**Language and legitimation of the intended and lived  
curriculum in public service leadership development**

**By**

**Audrey Millicent Paile**

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**Supervisor: Prof Rinelle Evans**

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## Declaration of originality

I, Audrey Millicent Paile (Student number 14352053), hereby declare that this thesis, *Language and legitimation of the intended and lived curriculum in public service leadership development*, is submitted in accordance with the requirements for the Doctor of Philosophy degree at University of Pretoria. It is my own original work and has not previously been submitted to any other institution of higher learning. I further declare that I have given due recognition to the institutional policy on plagiarism and copyright.

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**INVESTIGATOR**

Ms A M Paile

**DEPARTMENT**

Humanities

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– that everyone should eat and drink and find enjoyment for all his  
[or her] hard work. It is the gift of God. ~ Ecclesiastes 3:13

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## **Abstract**

The Senior Management Service in the South African public service was established as a leadership tier made up by development-oriented individuals who are able to make government's vision of a better life for all a reality. The purpose of this research study is to explore and interpret how public service leadership is understood, communicated and legitimated in design and in practice. The study aims to gain deeper and critical understanding of issues from individuals' perspectives, and is premised on the view that language has not been given sufficient attention in public service curriculum design and leadership development programmes. Yet, language and discourse express and constitute the values and beliefs underpinning structures and practices of communication, learning, and work. Participant samples are drawn from curriculum designers who guide the development of public service education, training and development interventions; and managers who have participated in the Executive Development Programme (EDP) of the National School of Government.

This qualitative study applies Norman Fairclough's critical discourse analysis, with interest in the intended curriculum and the lived, and the local and distributed contexts of social practices of public service leadership. The study highlights some of the linguistic turns in the discipline of Public Administration, and the interdisciplinary intersections in the d/Discourses of public service. Taken-for-granted worldviews are noted in how leadership is construed and the context in which it is practised, with implications for curriculum and policy critique. The study makes recommendations about ways in which subordinate and dominant worldviews may be reappraised, while also building bridges across the multiple worlds of situational practitioner knowledge and language, and those of scientific theory and methodology. Moreover, the study brings a critical discourse perspective to the languages and texts through which leadership development endeavours may be recontextualised, legitimated or deligitimated to accomplish particular purposes in the public service.

**Key words:** public service, public administration, leadership development, intended curriculum, lived curriculum, critical discourse analysis

## Kakaretšo

Tirelo ya karolo ya taologolo mo ditirelong tša setšhaba tša Afrika Borwa di thomilwe bjalo ka tatelano ya boetapele yeo e dirilwego ke batho bao ba ratago tlhabollo, ba kgonago go dira pono ya mmušo ya bophelo bjo bokaone go batho ka moka go ba nnete. Maikemišetšo a thuto ye ya nyakišišo ke go utolla le go hlatholla ka moo boetapele bja ditirelo tša setšhaba bo kwešišwago ka gona, bo tsebišwago le go lokafatšwa ka moakanyetšo le ka tirišo. Nepo ya nyakišišo ye ke go kwešiša ka go tsenelela le go sekaseka ditaba go tšwa dikgopolong tša batho, gomme e theilwe kgopolong ya gore polelo ga se ya fiwa šedi ye e lekanego mo moakanyetšong wa lananeothuto la ditirelo tša setšhaba le mananeo a tlhabollo ya boetapele. Le ge go le bjalo, polelo le poledišano di tšweletša le go hlama mehola le ditumelo tšeo di thekgago dibopego le ditirišo tša kgokagano, go ithuta, le mošomo. Dišupo tša mokgathatema di tšewa go baakanyetši ba lananeothuto leo le hlahlago tšwetšopele ya thuto ya ditirelo tša setšhaba, tlhahlo le ditsenogare tša tlhabollo; le balaodi bao ba kgathilego tema mo Lenaneong la Tlhabollo ya Balaodi la Sekolo sa Setšhaba sa Mmušo.

Nyakišišo ye ya boleng e diriša tshekatsheko ya poledišano ye e tseneletšego ya Norman Fairclough, ka kgahlego go lenaneothuto le le akantšwego le leo le phelwago, le maemo a leago ao a phatlaladitšwego a ditirišo tša leago tša boetapele bja ditirelo tša setšhaba. Nyakišišo e tšweletša tše dingwe tša diphetogo tša polelo ka thutong ya Taolo ya Setšhaba, le dikgahlano tše mmalwa mo dipoledišanong tša ditirelo tša setšhaba. Dikgopolo tša lefase tšeo di amogetšwego di lemogilwe ka moo boetapele bo tšewago le maemo ao bo dirišwago ka gona, ka dikakanyo tša lenaneothuto le tshekatsheko ya dipholisi. Nyakišišo e dira ditigelo ka mekgwa yeo dikgopolo tša lefase tše dinnyane le tše dikgolo di ka lekolwago gape, mola di dira mellwane go ralala le mafase a mmalwa a polelo le tsebo ya ditsebi tša maemo, le a teori ya saense le thutamoruto. Gape, nyakišišo e tliša pono ya poledišano ye e tseneletšego mo dipolelong le dingwalong gore maiteko a tlhabollo ya boetapele a ka fiwa tikologo e mphsa, a lokafatšwa goba a se lokafatšwe go fihlelela nepo ye e itšego mo ditirelong tša setšhaba.

**Mantšu a motheo:** ditirelo tša setšhaba, taolo ya setšhaba, tlhabollo ya boetapele, lenaneothuto le le akantšwego, lenaneothuto leo le phelwago, tshekatsheko ya poledišano ye e tseneletšego

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## List of abbreviations and acronyms used

<b>AAPAM</b>	African Association for Public Administration and Management
<b>ACPA</b>	African Consortium of Public Administration
<b>ADP</b>	Accelerated Development Programme
<b>AMDP</b>	Advanced Management Development Programme
<b>ASSADPAM</b>	Association of Southern African Schools and Departments of Public Administration and Management
<b>CAS</b>	Complex adaptive systems
<b>CAQDAS</b>	Computer assisted qualitative data analysis
<b>CDA</b>	Critical discourse analysis
<b>CMC</b>	Core management criteria
<b>CORE</b>	Code(s) of remuneration
<b>DHET</b>	Department of Higher Education and Training
<b>DPME</b>	Department of Planning Monitoring and Evaluation, previously Department of Performance Monitoring and Evaluation
<b>DPSA</b>	Department of Public Service and Administration
<b>EDP</b>	Executive Development Programme
<b>EMDP</b>	Emerging Management Development Programme
<b>ETD</b>	Education, training and development
<b>ETQA</b>	Education and Training Quality Assurance Body
<b>EXCO</b>	Executive committee
<b>FGI</b>	Focus group interview
<b>FMDP</b>	Foundation Management Development Programme
<b>HEI</b>	Higher education institution
<b>HRD/HRMD</b>	Human resource development / human resource management and development
<b>IASIA</b>	International Association of Schools and Institutes of Administration
<b>IMDM/P</b>	Integrated Management Development Model / Programme
<b>JMS/JMMS</b>	Junior Management Services/ Junior and Middle Management Service
<b>LDMSF</b>	Leadership Development Management Strategic Framework
<b>LMX</b>	Leader–member exchange
<b>MANCO</b>	Management committee

<b>MLD</b>	Management leadership development
<b>MMS</b>	Middle Management Service
<b>MPAT</b>	Management Performance Assessment Tool
<b>MPSA</b>	Ministry for Public Service and Administration
<b>NPAI</b>	New Public Administration Initiative
<b>NASPAA</b>	National Association of Schools of Public Affairs and Administration
<b>NDP</b>	National Development Plan
<b>NQF</b>	National Qualifications Framework
<b>NPG</b>	New public governance
<b>NPM</b>	New public management
<b>NPS</b>	New public service
<b>NSG</b>	(The) National School of Government
<b>ODL</b>	Open and distance learning
<b>OSD</b>	Occupation specific dispensations
<b>PA</b>	Public Administration (the discipline / field of study)
<b>PALAMA</b>	Public Administration Leadership and Management Academy
<b>PAM Act</b>	Public Administration Management Act
<b>PDP</b>	Personal development plan
<b>PERSAL</b>	Personnel salary system
<b>PMDS</b>	Performance Management Development System
<b>PSA</b>	Public Service Act
<b>PSC</b>	Public Service Commission
<b>PSLDP</b>	Presidential Strategic Leadership Development Programme/Portfolio
<b>PSR</b>	Public Service Regulations
<b>PSTF</b>	Public Sector Trainers' Forum
<b>PSTI</b>	Public Service Training Institute
<b>RD</b>	Reconstruction and Development Programme
<b>SAAPAM</b>	South African Association of Public Administration and Management
<b>SAMDI</b>	South African Management Development Institute
<b>SAQA</b>	South African Qualifications Authority
<b>SETA</b>	Sector Education and Training Authority
<b>SLP</b>	Short learning programme
<b>SMS</b>	Senior Management Service

<b>SoP</b>	Standard Operating Procedures
<b>Stats SA</b>	Statistics South Africa
<b>Unisa</b>	University of South Africa
<b>ToR</b>	Terms of Reference
<b>WPHRMPS</b>	White Paper on Human Resource Management in the Public Service
<b>WPPSTE</b>	White Paper on Public Service Training and Education
<b>WPRD</b>	White Paper on Reconstruction and Development
<b>WPTPS</b>	White Paper on Transforming Public Service Delivery (Batho Pele)
<b>WTPSD</b>	White Paper on the Transformation of the Public Service



## CONTEXT AND OVERVIEW OF THE STUDY

*Mphago wa go butšwa ga o robe*<sup>1</sup>

*[One undertaking a long journey benefits from a weight of provisions]*

### 1.1 Introduction

In the pursuit of meaningful social transformation and multipronged national development, repeated calls for credible leadership and demonstrable capability are inevitable. South Africa as a state – like many others world over – depends considerably on a sound public service sector for the realisation of national goals and related priorities. The extensive work of public service makes it imperative that senior managers are appropriately equipped to fulfil their leadership obligations. In general, structured education, training and development (ETD) remains the main way in which leadership capacity is nurtured. Leadership development curricula arguably reflect, propagate and simultaneously mediate the shifting strands of leadership discourses in the dominant knowledge of academic texts, social and public service policies, guidelines, strategies, concept documents, reports, and conversations. Therefore, what leadership is and what a leadership development curriculum does are important questions which necessitate a closer look at the language and discourse practices of leadership in the public service.

This chapter introduces the background and context of the study, its purpose and rationale, and its research questions. I describe my personal and professional interests, and reveal my subjectivity and implication as research instrument. I then provide an overview of the theoretical and methodological orientation of the study in light of the complexity of social realities and constructions of language, leadership, and curriculum. Mindful of the many contestations about the value and limitations of research in the social sciences, I postulate the potential contributions of this study to the field of education and its relevance to the public service.

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<sup>1</sup> Five out of the six African proverbs used are in Sepedi and IsiZulu, my home languages. The proverbs convey my key reflections on each chapter, linked to the stream of thoughts and interactions throughout the research and writing project.



## 1.2 Research problem

Managers at the Senior Management Service (SMS) level in the public service have a responsibility to lead and to create enabling conditions for their institutions and others to thrive. We are viewed as leaders with a duty to influence thinking, support and expand capabilities of individuals and teams, and shape values and overall institutional culture (Labuschagne 2016; Mafunisa 2013; Weick 2009; Mintzberg 2006; Schwella & Rossouw 2005; Yukl 2002, 2008; Martin 2002; Senge 1990; Kotter 1990). Importantly, we are regarded as an “important layer of the public service” made up by development-oriented individuals who “must walk the talk” in order to “concretise government’s vision of a better life for all” (Department of Public Service and Administration, DPSA 2000; Public Service Commission, PSC 2008). Today, it is the realisation of Vision 2030 of South Africa’s National Development Plan (NDP) and associated priority outcomes of government strategic plans that concern us.

The role of executive leadership and SMS commitment is noted in special programmes that generate the kind of change that results in improved management practices and institutional renewal (Department of Planning Monitoring and Evaluation, DPME 2012a:2). Consequently, operational efficiencies are benefiting the public in areas such as tax filing and revenue services, and the issuing of identity documents. However, such large scale systems reform should not be necessary for or expected from all institutions. The successful planning and implementation of relevant social development initiatives and service delivery programmes will continue to depend on the commitment to serve, supported by ongoing capacity development.

Once appointed and confirmed in specific positions, the rest of our work life is spent in-service. Thus the greatest education, training and development (ETD) effort is devoted to meeting existing and future learning and development needs of employees throughout their careers. In supporting SMS leadership capacity, it is acknowledged that public service ETD should not only focus on management competency areas for the job, but also contribute to the development of a common service ethos aligned to constitutional values and principles (Medium Term Strategic Framework 2014-2019; Constitution of the Republic of South Africa, Act 108 of 1996).

Following its initial design and introduction as the Presidential Strategic Leadership Development Programme (PSLDP) in 2000, the **Executive Development Programme** (EDP) was piloted in 2005-2007, followed by its approval as a short learning programme (SLP) in 2008-2009. It was promoted as a flagship programme that is specifically designed to develop in-service leadership capacity of public service senior managers. The EDP curriculum and its learning materials make the Constitution, national goals and envisaged outcomes, and service values the core elements of learning for public service work. Matters of legislation and policy are explicitly addressed, along with their underlying transformation impetus. The programme has generally received positive reviews from participants, as confirmed in two evaluation studies (PALAMA 2012; PSC 2014).

While steady investment is made in ETD, there is still lament about its real impact on individuals, institutions and the services they deliver. A concern is reiterated (DPME 2012b:43; PSC 2009:17) that in comparison to other middle-income countries, public service departments in South Africa are relatively well resourced and public servants are relatively highly paid and qualified, yet their work does not always meet the expectations of citizens. Trends in public service practices moreover suggest that not all public servants are embracing the *Batho Pele* spirit of “belonging, caring and serving”, and that there is a need “to foster positive attitudes” toward service (PSC 2014:24; 2010:63). Undoubtedly, there are many other factors that contribute strongly to the development of attitudes and entrenched practices than just curricula and formal learning programmes generally, or the EDP particularly. However, what curriculum sets out to accomplish is a critical part of the complex picture of what should, can, and does happen, how and why. The consideration of values and attitudes requires, among other things, consciousness about the kind of **discourse** – i.e. language as a social practice and way of interacting, socially situated and with social implications, and as carrier and shaper of meanings and values in contexts of use (Martín Rojo 2001:47; Fairclough 2013:180; 2001a:20; 2001b:234; Jørgensen & Phillips 2002b:61-62; Gee 2004:19; Hall 2001:79) – that is promoted by the curriculum and learning programmes, and workplace activities. As language is inherent in the interactions through which leadership knowledge and values are created and shared, the communicative function and relational dynamics of leadership development must not be downplayed (Busch & Murdock 2014:86-95; Uhl-Bien 2006:668-669). Nevertheless, only a handful of studies in education and in Public Administration (PA) studies can be found that make leadership discourse their clear focus (e.g. Anderson & Mungal 2015; Ehrensals 2015; Fairhurst & Connaughton 2014; Endrissat

& von Arx 2013; Spicker 2012; Maserumule & Ghutto 2008; Kerr 2008; Berkhout 2007; Humes, 2000).

Even though the curriculum planning, design and development activities for public service have become more dynamic over time, the work demands far greater capacity than has been afforded to date. In the last five years, the NSG has had a curriculum design unit of only five managers, complemented by a transversal team of fifteen to twenty colleagues who manage the delivery of their cluster of learning programmes. Many of these managers are not subject matter specialists for the learning programmes they oversee, so the NSG has relied on a range of external partners to augment in-house curriculum design and learning programme development. The partners include higher education institutions (HEIs), individual independent contractors, and practitioners from within the public service. The design and development activities are led by the NSG as projects, often with time and cost constraints. Under the circumstances, it is almost impossible to involve prospective or current programme participants properly as active design partners, or to gain first-hand experience of what form the curriculum application takes at work.

Pertinent challenges that contribute to the *status quo* include the following:

- Absence of an established public service *curriculum framework with an agreed discourse*.
- Reliance on a network of HEIs, with different *disciplinary traditions and discourses*, for the implementation of public service leadership development programmes.
- Proliferation of *policy and strategy documents and statements* (some written from different positions) which are used for ETD and curriculum design direction.
- Little access to and situated use of work based activities for authentic curriculum design and purposeful learning.

### 1.3 Background to the study

Central to the realisation of the ideals of a democratic state are relevantly qualified and skilled individuals and efficient institutions. In South Africa, the total government sector accounts for 24.9% of the employed population, over 1.8 million of whom are in *public administration*, i.e. at national, provincial, and local spheres of government (National Treasury 2014:177-178; Stats SA 2015:6.8-6.12). *Public service* is limited to national

departments and their components; and provincial departments, their components and offices of premiers. This public service and administration population (referred to in various contexts as public sector employees, public servants, government officials, cadres, human resource) constitutes a significant proportion of the state capacity to deliver public services.

The occupational classification of the public service and administration is linked to job profiles and remuneration scales. The Department of Public Service and Administration (DPSA 2002) has developed codes of remuneration (CORE) which provide a detailed set of occupational categories, with inherent variance and continuity in some task ranges and scales, for example between professional and management occupations. However, job and salary levels for occupation specific dispensations (OSD), such as nurses, teachers and the police, are different from those used on the public service Level 1 to 16 range. Also, DPSA statistics based on the personnel salary system (PERSAL) database of appointments does not include the Department of Defence and the Safety and Security sector. Nonetheless, estimates of the present number of employees at national and provincial spheres, which may be duplicated in certain cases where an employee is appointed or seconded at more than one department, are as follows (DPSA 2017):

**Table 1: Public service appointments as on 28 February 2017**

<b>Occupation levels</b>	<b>Totals</b>
Senior Management Service at Levels 13–16	10 326
Middle Management Service and OSD classifications at Levels 11–12	62 933
Junior Management Service and OSD classifications at Levels 9–10	216 237
A combination of occupation classifications up to Level 8	1 152 348
	<b>1 441 844</b>

Regardless of rank, occupation or location, all public servants are expected to care for the citizens they serve and to embody the values and principles enshrined in the Constitution (1996, s195(1)):

- a) A high standard of professional ethics must be promoted and maintained.
- b) Efficient, economic and effective use of resources must be promoted.
- c) Public administration must be development-oriented.
- d) Services must be provided impartially, fairly, equitably and without bias.

- e) People's needs must be responded to, and the public must be encouraged to participate in policy-making.
- f) Public administration must be accountable.
- g) Transparency must be fostered by providing the public with timely, accessible and accurate information.
- h) Good human resource management and career-development practices, to maximise human potential, must be cultivated.
- i) Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

Whereas the constitutional principles governing public administration apply to every sphere of government, two departments under the Ministry for Public Service and Administration (MPSA) are specifically charged with establishing and promoting adherence to conditions and standards for public service institutions (departments, centres, institutes) as workplaces. These are the Department of Public Service and Administration (DPSA) and the Public Service Commission (PSC). In addition, the importance of capacity development for a transformed and professional public service is underscored in legislation which makes provision for a dedicated institution for public service ETD.

### **1.3.1 Public service in the context of the Public Service Act (1994)**

The Public Service Act (Act 103 of 1994 as amended by Act 30 of 2007) states that there shall be a training institution listed as a national department under the Ministry for Public Service and Administration (MPSA). Section 4 (3) of the Act reads:

Such institution—

- (a) shall provide such training or cause such training to be provided or conduct such examinations or tests or cause such examinations or tests to be conducted as the Head of the institute may with the approval of the Minister decide or as may be prescribed as a qualification for the appointment or transfer of persons in or to the public service;

(b) may issue diplomas or certificates or cause diplomas or certificates to be issued to persons who have passed such examinations.

Appropriately, the White Paper on Public Service Training and Education (1998) has as its vision:

The development of a dedicated, productive and people-centred public service staffed by public servants whose performance is maximised and whose potential is fully developed via the comprehensive provision of appropriate and adequate training and education at all levels.

This institution originated as the South African Management Development Institute which replaced the pre-1994 Public Service Training Institute (PSTI). It has evolved in name and character over the years as schematically presented at **Annexure A**:

- The South African Management Development Institute (SAMDI) in 1996 and 1999;
- The Public Administration Leadership and Management Academy (PALAMA), launched in August 2008; and
- The National School of Government (NSG), launched in October 2013.

The legislative mandate of this department under the MPSA has nonetheless remained the same. For example, in its role of developing the capacity of managers at all levels, the NSG continues to implement an Integrated Management Development Model (IMDM), shown at **Annexure B**, with four mainstay programmes:

- The *Foundation Management Development Programme* (FMDP) is considered the first building block in management and leadership development, and lays a solid foundation for further development. The FMDP targets first line supervisors;
- The *Emerging Management Development Programme* (EMDP) is intended for junior managers and supervisors;
- The *Advanced Management Development Programme* (AMDP) is designed for middle managers; and
- The *Executive Development Programme* (EDP) is intended for SMS, particularly Directors and Chief Directors. The programme has also been open to middle managers, favouring women and persons with disabilities, to prepare them for entry into SMS. Apart from other learning programmes and interventions offered by the NSG and different providers, it is through the EDP curriculum that a

specially mandated School formally develops and strengthens competences of senior managers in the public service. The original structure of the EDP, which would be later challenged and revised, is depicted at **Annexure C**.

The working population for which the NSG directs its ETD services is mainly located at national and provincial spheres of government. Members of sectors with occupation specific dispensations use their specialised professional development frameworks and Sector Education and Training Authority (SETA) provisions. This means the NSG is not directly responsible for the provision of ETD services to all public service employees. Still, the local government and specialist sectors have taken interest in the generic management and leadership development programmes offered by the NSG and its predecessor institutions, albeit in low numbers. Coinciding with the establishment of the NSG in 2013, there is a renewed call for the professionalisation of public servants primarily through mandatory induction and structured in-service ETD (Sisulu 2012, 2013; DPSA 2016). This urge can be traced back to the strategic intents of earlier public administration and public service policy documents:

- White Paper on Reconstruction and Development (1994);
- White Paper on the Transformation of the Public Service (1995);
- White Paper on Human Resource Management in the Public Service (1997);
- White Paper on Transforming Public Service Delivery (Batho Pele) (1997);
- White Paper on Public Service Training and Education (1998).

### **1.3.2 New legislative and policy directions**

In the last few years, higher education and training legislation has brought about certain requirements for programme and qualification design and approval. The DPSA has also introduced new requirements for entry into SMS and for in-service ETD. Even greater changes are implied in the Public Administration Management Act (PAM Act) (Act 11 of 2014). Section 3 of the Act states that the objectives of the Act, among others, are to:

- Provide for the setting of minimum norms and standards to give effect to the values and principles of section 195(1) of the Constitution;
- Promote a high standard of professional ethics in the public administration;
- Provide for the establishment of the National School of Government as a higher education institution contemplated in the Higher Education Act (Act 101 of 1997).

The latter provision, if brought to effect, would mean that certain sections of the Public Service Act are repealed for the NSG to take some form and function of an HEI as set out by the Department of Higher Education and Training (DHET). This is becoming increasingly unlikely under current fiscal constraints and new priorities for higher education provision. Even so, the desire behind these developments is the creation of a unified public administration that displays a distinct set of attributes in all three spheres of government. There are direct implications, among others, for the way the EDP has been designed and delivered thus far. In the meantime, opportunities to reflect and delve are presented and must be seized.

#### 1.4 Purpose of the study

SMS members at Director and Chief Director levels, as well as Deputy Directors as aspiring senior managers, have participated in stable numbers in the EDP year after year since 2009. Each of the enrolled cohorts can be viewed as a community of public service learners in common work spaces, especially where a class is made up of participants from the same department as it often happens. Against the backdrop of a shift toward meaningful and value-adding capacity development, I see a need to advance our understanding of the conditions and practices that shape public service leadership, and the *language* through which they are manifest and advanced. Bakhtin (1981:271) puts it more appositely:

We are talking language not as a system of abstract grammatical categories but rather language conceived as ideologically saturated, language as a world view...

Thus, the study seeks to understand and interpret the relationship between the language and discourse used in the design of curriculum and that used in workplace practices, and how the practices come to be legitimated. I share the view of the NSG about curriculum as inclusive of all planned and unplanned activities, as well as the hidden, philosophical and organisational aspects (NSG 2015b:11). I further take the view of *curriculum as a living ideological text in which different actors participate with partially shared interests and unequal power relations*. Accordingly, understanding curriculum is tied with understanding the processes of production and distribution of knowledge and discourses, and their practices.



### 1.4.1 Research questions

The main research question is:

***How is public service leadership understood, communicated and legitimated in design and in practice?***

Ensuing from the identified challenges, the following sub-questions guide the scope and focus of the study:

- i) How is an understanding of leadership and associated attributes conveyed in public service leadership development curriculum design? (Is there a particular *language and discourse* that conveys the desired leadership attributes?)
- ii) What role does the workplace play in the way public service leadership is understood and communicated? (Are there known forms of speaking, writing and acting that represent the desired kind of leadership?)
- iii) How best can congruence be engendered in the way that the desired public service leadership orientation is *learned and lived*?

### 1.4.2 Assumptions

The above questions are raised with the following assumptions in mind:

- Language has not been given sufficient attention in public service curriculum design and leadership development. Yet, language and discourse express and constitute the values and ethos that are at the heart of communication, learning and work.
- The disciplinary worlds of education and pedagogy on the one hand, and human resource management and development on the other, cannot exist in parallel. They both have much to contribute to the joint project of capacity development, toward the realisation of the same national goals.
- Curriculum represented by pre-packaged learning materials is inadequate as a means of bridging what is pedagogically intended and what is actually experienced and practised. An alternative view of curriculum is required for an ETD approach that advances discourse for quality learning and leadership.

I hope that understanding our taken-for-granted language, communication, traditions and validations concerning leadership development may open up to us certain discourse(s) that could better facilitate the realisation and strengthening of worthy leadership.

## 1.5 Personal and professional interest

With the dream of being a scientist in a white lab coat out of the way, I found use for my favourite subjects – English and Physical Science – as a secondary school teacher. I did not have a clear career plan but I loved learning and personal development as much as being a contributor to the development of others. There were tensions and affirmations along the way, all adding to a modest measure of wisdom gained over the years. Some details of my life story and the experiences shaping my professional choices are documented in a chapter in a book (Daweti 2009). After leaving the classroom, my public service career proceeded to include roles of subject advisor for English as a Second Language and head of teaching and learning services at Central District II of the Gauteng Department of Education. At this point, I had completed a Bachelor of Arts degree with Psychology and Communication as majors, followed by a Bachelor of Education degree through the University of South Africa (Unisa), and a Masters' degree in Education as a full time student at the University of Johannesburg (UJ). I was happy to have my *alma mater* become my employer in 2000. As internal Unisa curriculum advisors and instructional design consultants, we were classified as professional staff with a job grading equivalent to that of an associate professor. The HEI and open and distance learning (ODL) environment nurtured my interest in research, teaching and learning, and curriculum studies, which inevitably stimulated a critical view of the work we did and role of higher education broadly.

I returned to public service when I joined the SAMDI in 2007 as a manager of curriculum and quality assurance. There was ample room to introduce and institutionalise some of the curriculum insights I had acquired from teacher development and higher education. When the SAMDI transformed and grew, I became a Chief Director in the Curriculum Management Branch of the new PALAMA. I have therefore led and participated in all phases, to varying creative and consultative degrees, of the full cycle of planning, design, development, delivery, review and improvement of curriculum and learning programmes. Owing to internal reorganisation in 2011, I moved to the Leadership Training Unit in the Training Management and Delivery Branch. My responsibilities include stakeholder and

project management for the delivery of the IMDM programmes and other shorter interventions for leadership development. Perhaps my career path in the public service could be seen in the light of a problem identified in the National Development Plan (2012:416, 419): “The public service should attract highly skilled people and cultivate a sense of professional common purpose and a commitment to developmental goals [...] but staff are often promoted too rapidly, before acquiring the experience needed for senior posts”. However, I consider my entry into SMS as proportionate to my job level at Unisa for work governed by similar legislative and bureaucratic protocols, and contending with similar social concerns as the public service does. As a senior manager, I am judged on the contribution I make in the achievement of institutional performance objectives which are aligned to greater inter-governmental outcomes.

At the SMS level, I participate in collaborative strategy formulation, review and reporting activities and I am keenly aware of the influence that senior managers have on their teams and the rest of the organisation. Small as the SMS population may be, we bring to the public service diverse competences, personal philosophies and work styles that may be emulated by those we lead and those with whom we come into regular contact. The effect of our thoughts and attitudes, decisions and doubts, courage and fears, presence and distance, and strengths and weaknesses, can be far reaching. Even weightier is our responsibility to ensure that our peers receive relevant interventions to meet their learning and leadership capacity development needs. It is this awareness that largely prompted my line of inquiry for the study of leadership, accompanied by my interest in language – not as elements of grammar with their set of rules but as discourse; a system with sub-systems of relationships and practices. Jørgensen and Phillips (2001b:61) aptly clarify:

[...] discourse is a form of social practice which both *constitutes* the social world and is *constituted* by other social practices. As social practice, discourse is in a *dialectical* relationship with other social dimensions. It does not just contribute to the shaping and reshaping of social structures but also reflects them.

## 1.6 Theoretical orientation of the study

Language, learning and leadership are central to this study from the perspective of public service institutions and workplaces, professional practices, and implications for curriculum. As Freeman, deMarrais, Preissle, Roulston, and St. Pierre (2007:29) point

out, “the social, material, political, and theoretical contexts of research” cannot be separated and are ever present. I take into account political and social imperatives as macro-structures of power and influence in the public service lifeworld (*Lebenswelt*) and worldview (*Weltanschauung*) (Habermas 1987; Bruner 1996; Van den Aardweg & Van den Aardweg, 1988; Ritzer & Stipensky 2014). Shifts and overlays of dominant worldviews about public administration (e.g. Maserumule 2014; Pauw & Louw 2014; Basheka 2012; van der Waldt 2012, 2014; Lægreid 2011; Denhardt & Denhardt 2000, 2003; Henry 1975, 2013; Kaufman 1956) provide a critical backdrop to the *ideological* and *discoursal* lens (Fairclough 1991:114; 2001a:24-25) by which public service and leadership are viewed, coupled with pedagogical and political themes (Evans & Cleghorn 2012:64). I link Bakhtin’s notion of language as a worldview stratified by various social factors (Bakhtin 1981:271, 293) with Gee’s description of discourse as social language used by social groups in specific contexts to accomplish specific work (Gee 2014:23).

To the extent that it is important to develop and sustain a competent, professional and service-driven SMS, I problematise whether there is a distinct kind of *leadership* in, and for, public service (Busch & Murdock 2014; Latib 2014; Nkwana 2014; Hambleton & Howard 2013; Getha-Taylor, Holmes, Jacobson, Morse & Sowa 2011; Shokane, Stanz & Slabbert 2007; Yukl 2012; Amyot 2007; Ramaite 2002). I draw on studies about leadership and leadership development (e.g. Lord, Day, Zaccaro & Avolio 2017; Raelin 2016; Iwowo 2015; Northouse 2013; Avolio 2007; Uhl-Bien, Marion & McKelvey 2007; Uhl-Bien & Arena 2017; Senge 1990; Bass 1985, 1990), and forms of knowledge and discourse produced and valued in different *domains* and different *communities* of social practice (Bernstein 1999, 2000; Maton 2007, 2009; Muller 2000; Mbigi 2005; Lave & Wenger 1991; Wenger 1998; and Apple 1971, 1990a, 1990b, 2004). Moreover, I take critical interest in the acquisition and use of discourse “with a little d”, in contrast with ideologically powerful Discourse “with a big D” (Gee 2001:719, 2014:23; Fairclough 2001a; van Dijk 1993, 2001; Berkhout 2007; Humes 2000; Kerr 2008), and associated *languages of legitimation* (Maton 2000; Maton & Moore 2010; Habermas 1976) in the intersections of the *intended curriculum* and the *lived curriculum* (Lovat & Smith 2003:14-16; Glatthorn, Boschee & Whitehead 2006:6-15; Kelly 2004:6-7; Goodlad, Klein & Tye 1979:58-61; Aoki 1993:257; 1986/2005:159, 1996/2005:413; 2000/2005:328; Higgs & van Wyk 2007; Letseka 2000).

## 1.7 Concept clarification and conceptual framework

Most concepts, especially as constructs, are best understood in their context of use. I explain my use of key concepts of this study within the theoretical perspectives that follow. I have already introduced the concepts *language*, *discourse* and *curriculum* at sections 1.2, 1.4 and 1.5 above.

At sections 2.2 and 2.3 of Chapter 2, I continue to use bold text when I introduce and clarify my use of concepts related to worldviews, public administration and public service, namely: *lifeworld*, *worldview*, and *paradigm*; lower case *public administration* and title case *Public Administration*; *state*; *government*; and *public service*.

At section 3.3.3 of Chapter 3, I explain the understandings held about *capacity*, *capability*, *capacity development*, *competence*, *competencies*, and *legitimation*. I also distinguish between the *intended curriculum* and the *lived curriculum* at sections 3.5.2 and 3.5.3.

Based on the main themes from literature and my understanding of the public service context, a conceptual framework of the study takes form as depicted in *Figure 1* below. I use this framework to guide the emergence and expansion of concepts and theoretical perspectives, and revisit them in the analysis and interpretation phase of the research.

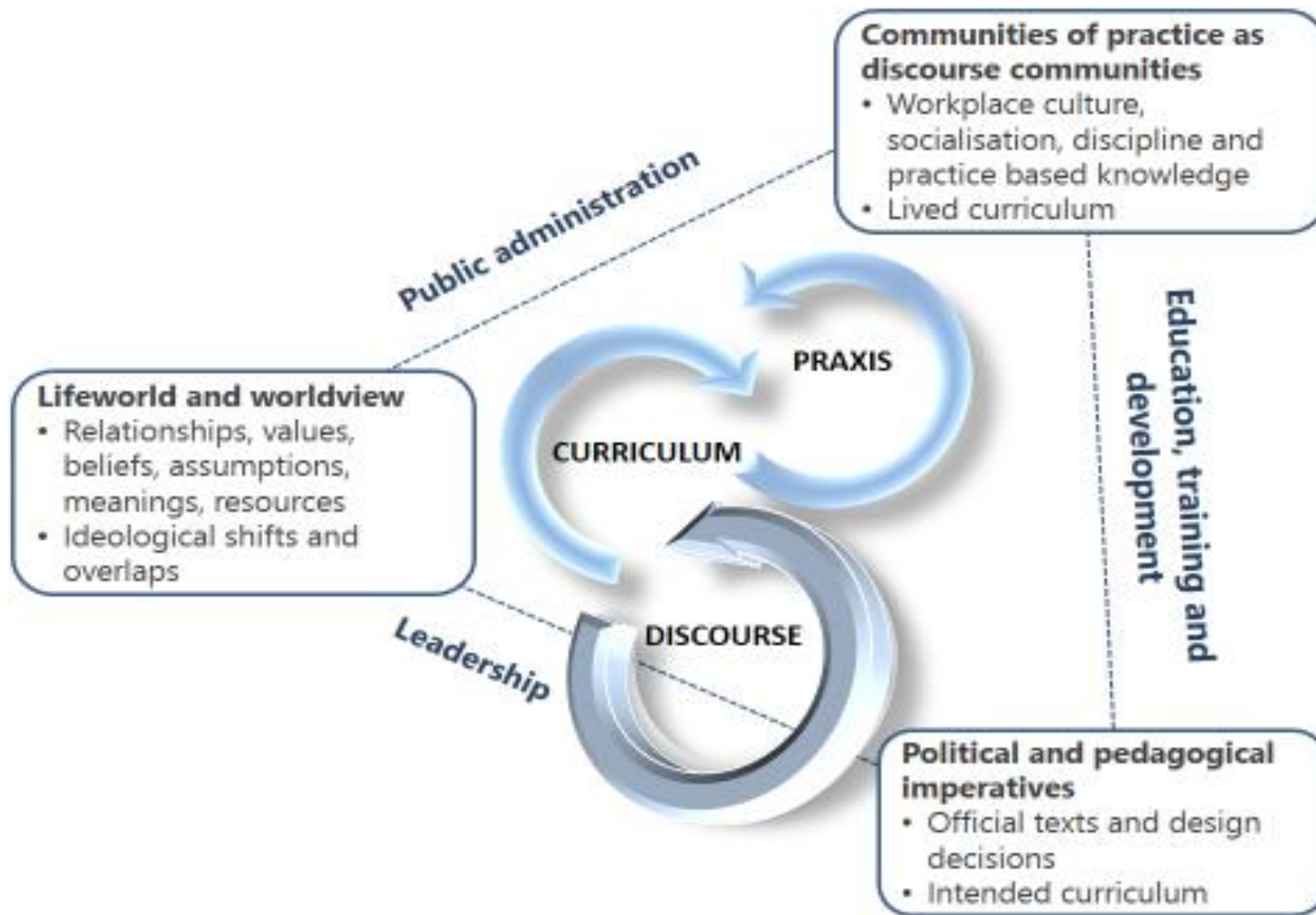


Figure 1: Conceptual framework of the study

At the centre of this study I place discourse, curriculum and critical reflection on perspectives and practices relating to public administration, leadership and ETD. I see the influences of our lifeworld and worldviews as a driving force in the constitution, legitimation and reconstruction of the curriculum lived in communities of practice and discourse, and the curriculum intended in political and pedagogical pursuits. Furthermore, each element of the framework has a bearing on the other and the ongoing interchange is alive with contestations of language and knowledge claims. Overall, understanding curriculum as both discourse and lived experience frames the manner in which I approach the main research question and make meaning of theoretical and empirical insights.

## 1.8 Methodological orientation of the study

I locate this research project in the interpretive paradigm but extending toward the radical humanist paradigm (Burrell & Morgan 1979:25-35; Cohen, Manion & Morrison 2007:19,27; Flick 2009:94; Denzin & Lincoln 2011:7; Hammersley 2012:24-26). The study aims to gain deeper and critical understanding (*verstehen*) of issues from the standpoint of those who constitute the case (Stake 2005:444; Yin 2003:13-15). Insofar as it intends to bring out individuals' experiences of workplace systems, structures and discourses, the study makes public some of the unspoken leadership practices and paradoxes. Ontologically and epistemologically, the research proceeds from the perspective that there are realities and there are multiple 'knowledges' which are constituted and subjectively understood from our particular situation (Nieuwenhuis 2007:58-61; Flick 2009: 77; Merriam 2009:10).

Consistent with its purpose, the study departs from a qualitative research approach, with the understanding that the creation and sharing of knowledge and discourse are always social, arising in and out of interaction with a human community (Creswell 2009:8; Leedy & Ormrod 2005:133-135; Creswell, Hanson, Plano Clark & Morales 2007:238-239; Gavin 2008:246; Staller 2010:1159-1160). Whereas Denzin and Lincoln (2011:7) state that "qualitative researchers stress the socially constructed nature of reality, the intimate relationship between the researcher and what is studied, and the situational constraints that shape inquiry", I value the research participants as co-creators and co-interpreters of discourse. Their importance is linked to the very purpose of this qualitative study, namely, "to capture the social world from the perspective of or *through the eyes of* the social actors themselves" (Auriacombe & Mouton 2007:441). The study also relies on

analysis of texts – the field text consisting of field notes and data transcripts, as well as the learning material and related documents that constitute the formal curriculum of the EDP. The social construction of knowledge, its selection for teaching and learning purposes, and its expression through language, stand at the core of curricular discourses and their analysis. Similarities and contradictions in pedagogic intentions, assumptions, possibilities, realities and relationships are brought to light when attention is paid to power, ideology and the work that language does (Fairclough 2013:180; Denzin & Lincoln 2011:14; Lim 2014b:61,72; 2015:15-16). The data collected and generated are analysed by means of Fairclough's critical discourse analysis (CDA) methodology. This model involves three phases: textual analysis; discourse practice analysis; and social practice analysis (Fairclough 2001a:21-22; 2001b; 2003).

### **1.9 Delimitation and limitations of the study**

For manageability, this qualitative study only extends to a sample of national departments, and to curriculum designers who are members of staff at the NSG. The study hinges on obtaining approval, entry, consent and commitment from identified departments and participants. Individuals are selective about who they open up to and what they recall, emphasise or make public. Besides, I am presented with people's socially constructed meanings and articulated experiences, not the experience itself; and I am interpreting individuals' interpretations of their world. The methods and tools used are not perfect and do limit the data available for analysis. My taking an *emic* perspective and presence as researcher-as-participant (Merriam 2009:124; Schurink 2009:807) both facilitates and limits the study. Over and above these constraints, the sample size, localised nature of the study, and limited time spent at research sites preclude generalisability of results.

### **1.10 Anticipated contribution of the study**

As will be evident in the next two chapters, there is ample literature on the subjects of public service, leadership, and curriculum. Locally, for example, pertinent questions arise in connection with transformation and national development (Kotzé & Venter 2010; Gumede 2009; McLennan & Orkin 2009; Qwabe & Pillay 2009); leadership development and curriculum frameworks (Naudé 2016; Seidle, Fernandez & Perry 2016; Buschlen & Guthrie 2014; Lethoko 2014; van der Waldt 2012, 2014; van Dijk & Thornhill 2011). Little,



however, emerges noticeably on the discourse of leadership (Clifton 2012; Anderson & Mungal 2015; Ehrensals 2015; Maserumule 2013; Berkhout 2007; Hosking 2006).

One of my duties in this research project, as du Preez and Simmonds (2014:12-13) and Pinar (2007:xx) advise, is to enhance the intellectuality of nuances of curriculum and leadership development discourse. I concur with Hammersley (2002:72-80) and Wessels (2014:145-150) that research in the social sciences and interdisciplinary fields should contribute to the bridging of knowledge across the multiple worlds of everyday practitioner knowledge and those of scientific theory and methodology (Mouton 2001:138-141). I therefore anticipate that this study will:

- Contribute to the repertoire of knowledge and discourse of leadership from a public service perspective;
- Begin a journey toward deeper understanding of discourse(s) of public service work and learning in South Africa; and
- Signal ways of harmonising curriculum ideals and lived leadership experiences.

### **1.11 Structure and outline of chapters**

Having introduced the study and its setting, I turn to theoretical perspectives and arguments, using the conceptual framework, to shed light on the research problem. Chapter 2 foregrounds PA worldviews and knowledge bases that engender scholarship and social practices for the benefit of the public service. The discussion is extended to Chapter 3, which looks at the predominant discourse of leadership and leadership development in general and the public service in particular, and the way curriculum and its intentions are construed and conveyed. In Chapter 4, I state the philosophical assumptions that govern the qualitative approach to my research design. Focus then falls on the methods and tools to address the research question and its sub-questions, as well as procedures to analyse the data. In Chapter 5 I present the data gathered and the case records generated in a manner that incorporates the description, interpretation and explanation phases of CDA. I conclude the study in Chapter 6, with a discussion of the findings, conclusions drawn, and recommendations for practice and further research. The structure of the thesis is illustrated in *Figure 2*.

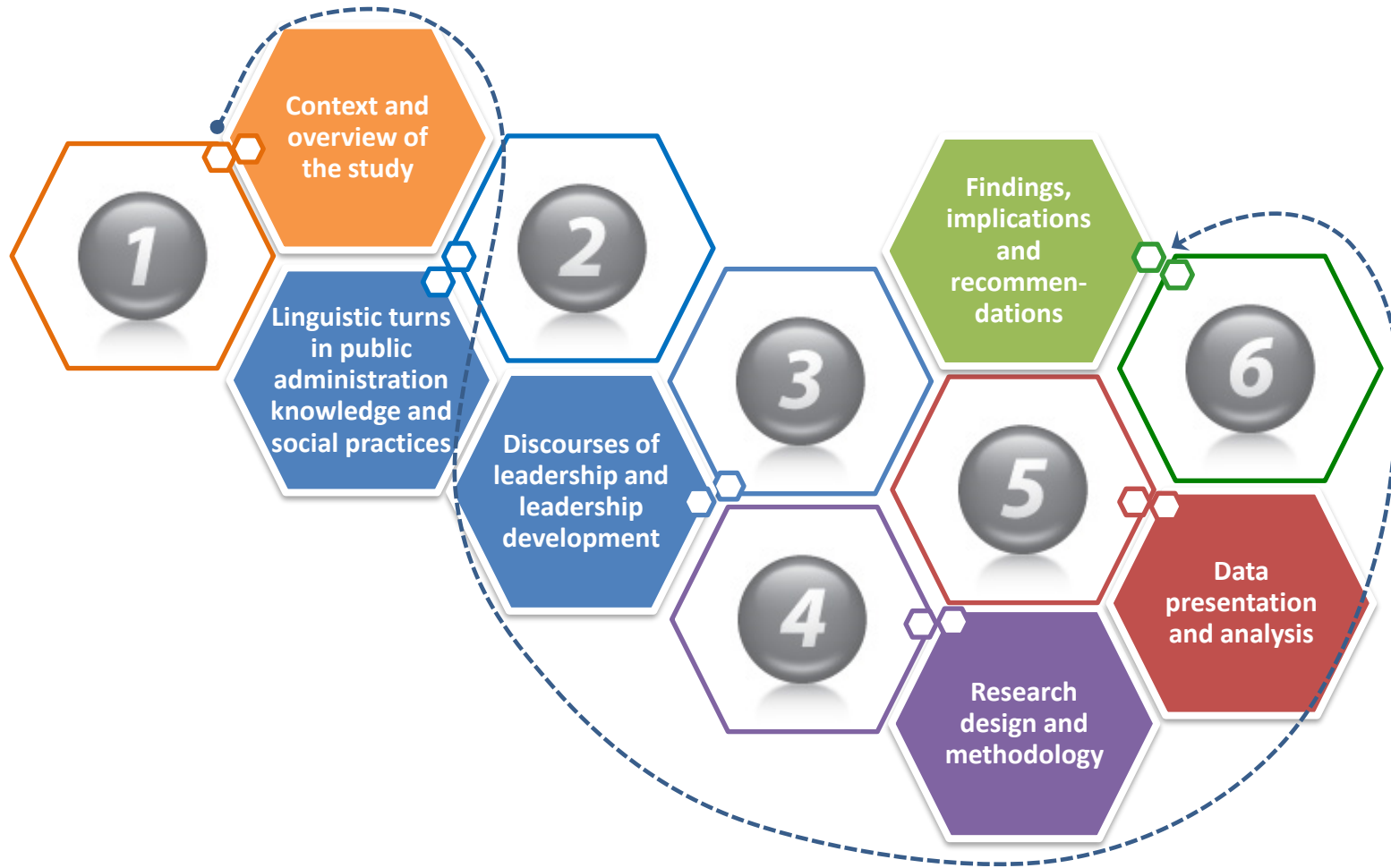


Figure 2: Structure and flow of the thesis

## 1.12 Conclusion

In this chapter I introduced the public service work context and the background to structural and occupational factors that have shaped current conditions. I described the purposes for which the Senior Management Service (SMS) was established and the leadership role that senior managers are expected to play in supporting the national development agenda and realising associated policy objectives. I mentioned some of the concerns raised about the little impact of education, training and development (ETD) initiatives, particularly on attitudes toward service delivery. I briefly highlighted the importance of the Executive Development Programme (EDP) and the history of the National School of Government (NSG) as a state institution that is mandated to be the ETD service provider for the public service. I stated my personal interest in leadership development from a discourse perspective. After presenting the main research question, its sub-questions, and my assumptions about the necessity for this research study, I outlined my theoretical and methodological choices. I also declared the scope, limitations and possible contribution of the study.

The next chapter is the first of two in which I analytically engage extant literature to gain theoretical perspectives on relevant Public Administration (PA), public service and leadership dynamics.



## LINGUISTIC TURNS IN PUBLIC ADMINISTRATION KNOWLEDGE AND SOCIAL PRACTICES

*Batho re meriti re a fetoga*

*[Our views and interests today may be different tomorrow]*

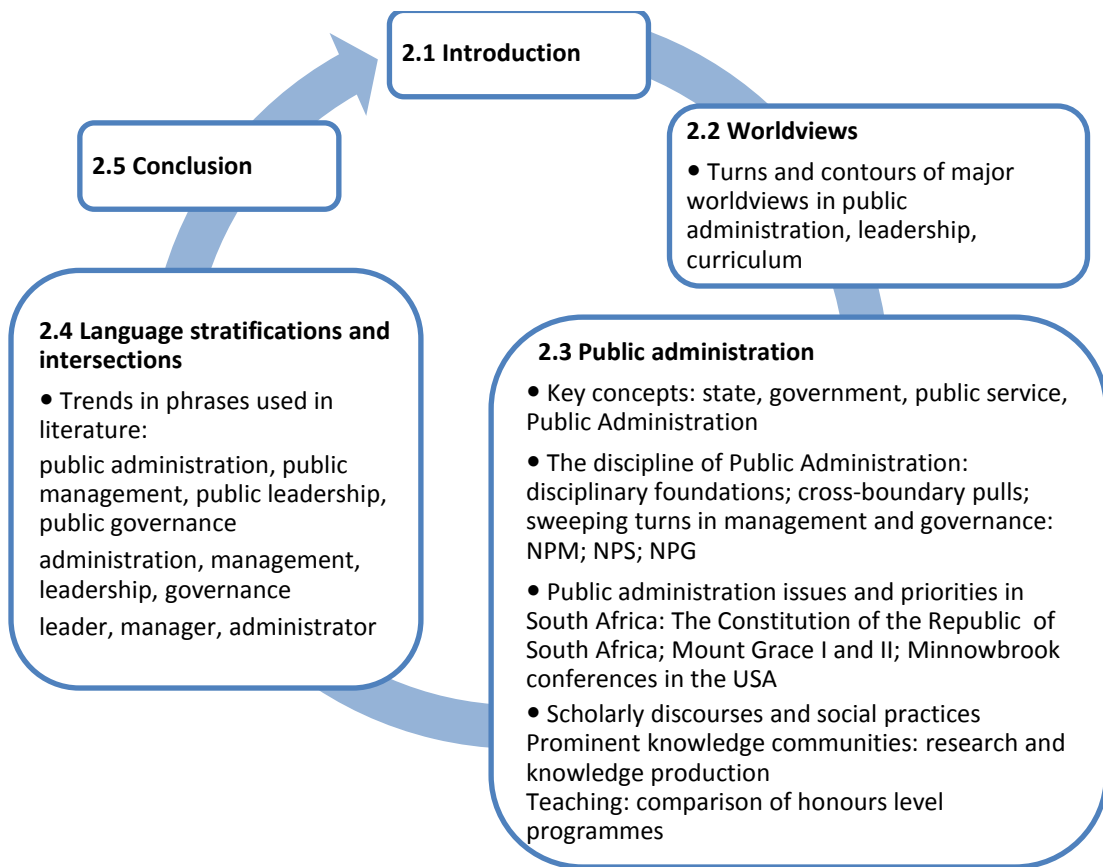
### 2.1 Introduction

I argue that leadership in the context of education is a label of the managerialist project of the state and a historical analysis of the rise of managerialism in public administration and the emergence of leadership as the label of choice (as opposed to the previous labels of administration and management) supports such a claim. ~ Eacott 2013:92

*Leadership* is a widely used concept that has been systematically, and sometimes hurriedly, given specialist meanings aside from its general, lay person's usage (Alvesson 1996:458; McLaren 2013:37; Ehrensals 2015:73). How we know about the existence of leadership, and how we go about understanding and practicing leadership depends on the worldviews we embrace. Because public service work and its education, training and development (ETD) initiatives are situated within the domain of Public Administration (PA), it is fitting to draw theoretical insights from this discipline. In this chapter, I consider the area of "public administration and management history, theory, research and learning" (Wessels 2013:81) to find explanations for the following issues, insofar as they relate to the main questions of this study: Whence the focus on leadership originate; How the knowledge, language and social practices (i.e. discourse) of public service leadership have been advanced; What role ETD plays in mediating leadership discourse in the public service.

For socio-historical background, I begin by tracing constellations of trends and 'turns' in public administration, leadership theory and curriculum perspectives. I link these paradigmatic trends to the academic discipline of PA and the work context of public service, as related domains of discourse creation, out of which and in response to which leadership understandings and practices develop. I conclude this chapter by pointing out ideological and discursal/discursive (Fairclough 1991:120; 2001a:24; Martín Rojo

2001:49) overlaps and divergences in the social practices of public administration. A synopsis of the discussion points of this chapter is presented below:



**Figure 3: Synopsis of Chapter 2**

## 2.2 Worldviews

The concepts *lifeworld* (*Lebenswelt*) and *worldview* (*Weltanschauung*) have their phenomenological and hermeneutic roots in the German philosophies of Edmund Husserl, Wilhelm Dilthey, Martin Heidegger and Hans Georg Gadamer in the nineteenth and early twentieth centuries (New World Encyclopedia 2014). These ideas were elaborated upon and given new meanings by later philosophers such as Pierre Bourdieu (1977) on *habitus* and *field*; and Jurgen Habermas (1984 & 1987) on *lifeworld* and *system* which are differentiated and interconnected through structure, communication and action (Ritzer & Stepnisky 2014:524-526; 530-532; Blackburn 2014). The set of people, objects, relationships, attitudes, forces, and everything to which we attribute meaning forms our *lifeworld*. This is the basis for our shared human experiences as well as an integrated structure of interacting relations that we have constituted uniquely for ourselves (Van den

Aardweg & Van den Aardweg 1988). It is a dynamic, ever increasing and changing environment, and shapes our *worldview*, i.e. our general comprehension and assumptions about what kinds of things do or can exist, their conditions of existence, and how they relate to others and us.

In scientific practices, as will be explained in Chapter 4, worldviews take very decisive meanings as *paradigms*. As encapsulated by van de Ven (1997:2 in Martin 2002:50):

A paradigm is a world-view, a general perspective, a way of breaking down the complexity of the real world. As such, paradigms are deeply embedded in the socialization of adherents and practitioners, telling them what is important, what is legitimate, what is reasonable.

At the outset, it should be noted that the methodical articulation and documenting of paradigms is generally biased toward Euro-American societies. Eastern and African value systems and worldviews have been acknowledged and are given expression as the worlds of science and knowledge open up. Still, the African voice is the least heard, for various historical, social and epistemological reasons. Without indiscriminately seeking to discredit prevailing contributions to the understanding of human life and social conditions, I do see it as the task of every research project to cast light on the ways in which dominant texts and worldviews perpetuate the *status quo*. This task entails, among other things, probing the kinds of definitions, concepts and meanings that are privileged over 'others', and the preservation of scientific traditions that promote utilitarian ends over inclusive participation in knowledge creation and dissemination. I take note that correcting and replacing Eurocentric and normative assumptions that have marginalised non-Western knowledge systems is a demanding and necessary undertaking (Nyamnjoh 2004:179; Teffo 2011:25,32; Maserumule 2014:239).

As I reflect 'aloud' I bear in mind that one of the homogenising and hierarchicising (Bakhtin 1981:425) effects of dominant, naturalised (Fairclough 1995:27; 2001a:27,76) worldviews is that they perpetuate their concealed underlying ideology. In so doing, their social practices are legitimised or certified as "part of the Common Ground" (van Dijk 2006:117,130). For Lovat and Smith (2003:27), ideology is so synonymous with worldview that they state: "Broadly speaking, 'ideology' may be defined as a worldview, as a way of making sense of the world and giving meaning to the events, actions, relationships and phenomena in the world." And, according to Bakhtin (1981:271),

language is “conceived as ideologically saturated”, “as a world view” and it is “in vital connection with processes of socio-political and cultural centralization”. These related elucidations increase the realisation that paradigms, as worldviews and as languages, are sets of ideologies advanced by powerful groups or communities at a given time and situation, the influence of whom could be irretrievable. Therefore, before narrowing the discussion to public service leadership and curriculum issues, I take a retrospective look at the ideological ‘waves’, ‘movements’, and ‘turns’, in the historiographical context used by Surkis (2012), Clarke & Clegg (2000), and Peters (2013), among others.

The coexistence of some of the known worldviews has been ascribed to the surge of inquiry and exploration during the European Enlightenment years. The phrase ‘linguistic turn’ in the field of Analytic Philosophy is credited to Richard Rorty (1967), who adopted it from Gustav Bergmann. As Peters (2013:35-36), Surkis (2012:701-703) and Koopman (2011:63,71) explain, the linguistic turn was foremost a shift toward accepting the contextual and normative place of language in philosophical inquiry. By extension, the turn ushered in a series of movements or waves away from traditionalist, positivist perspectives to understandings that would be called anti-foundationalist, post-structuralist, post-modern and social constructionist. These turns and their contours would spread through various disciplines, including anthropology, psychology, sociology and education. So, the turns not only imply directional movement, but also carry connotations of conversion and revolution (Surkis 2012:704). They consequently do disruptive and constitutive work in ontological and epistemological forming and reforming.

*Figure 4* below presents a broad-stroke mapping of ‘waves’ of worldviews from which some of the prominent forms of knowledge and discourses have arisen. The top two rows plot the major paradigms, and their view of language, which have influenced nearly all disciplines and their underlying schools of thought over time. The three subject areas that relate to this research study share in the influences of the major paradigms as well as their own internal movements at different periods of their knowledge advancement. This mapping prefigures the detailed discussion of Public Administration at 2.3.1 – 2.3.3 of Chapter 2, and Leadership theorisation discussed at 3.3.1 – 3.3.3 of Chapter 3.

<b>Formal logic and objective idealism</b> (e.g. Kant)	<b>Analytic philosophy and scientific methods</b> (e.g. Wittgenstein)	<b>Hermeneutics and interpretivism</b> (e.g. Dilthey)	<b>Critical theory</b> (e.g. Bakhtin)	<b>Post- structuralism and post-modernism</b> (e.g. Lyotard)
<b>Thought and concepts are superior to and independent of language</b>	<b>Language about reality can be logically and reductively analysed</b>	<b>The social world is understood subjectively and through interaction</b>	<b>Languages are political; sites of ideological struggle and victory</b>	<b>Grand narratives of scientific progress are rejected in favour of multiple texts</b>

**Public Administration**

- Politics –Administration dichotomy (1887 – 1926 )
- Principles of Public Administration (1927 – 1937)
- Era of Challenge (1938 –1947)
- Identity Crisis (1948 –1970) and Public Administration as Political Science (1950 – 1970)
- Public Administration to Public Management (1970 – 1990)
- New Public Management to Governance (1990s – 2008) and Global Crisis (2008 – 2010)
- New Public Governance (2010 – present)

**Leadership theories**

- Early theories and approaches: Traits; behaviour; leadership styles (Pre-1948)
- Contingency theories and situational leadership (1940s and 1980s)
- Social exchange; transactional leadership; transformational leadership (1970s to date)
- Transcendental leadership; servant leadership; stewardship; authenticity (1970s to date)
- Complexity and integrative leadership (1990s to date)

**Curriculum perspectives**

- Traditional: Transmission of a stable body of knowledge
- Experiential and apprenticeship: Participation in a knowledge community
- Developmental and nurturing: Development of cognitive abilities and self-concept
- Constructivist: Negotiated meaning making and reflection
- Critical: Access to and challenging of powerful knowledge to bring about social reform
- Post-modernist: Reconstructionist quest for new wholeness in plurality and uncertainty

**Figure 4: Turns and contours of major worldviews**



In PA, Thornhill (2006), Suwaj (2011), Basheka (2012), and Uwizeyimana and Maphunye (2014) corroborate the periodisation by Henry (1975; 2010:27; 2013:36-47). Similar patterning can be found in leadership studies. Bryman (1986), Northouse (2012, 2013), and Dickson and Biermeier-Hanson (2015), for example, categorise leadership paradigms and theories by era and focus. Notably, interest in management and leadership theorising also coincides with the social, economic and political events and concerns that propelled PA. Concurrently, educationists were growingly contending with what really matters in curriculum and teaching and learning practices, in view of ever-changing social circumstances. In Apple's observation (1990b:529), "More often than not, curriculum people have been carried along by social movements as followers, not leaders". Others still offer critical encouragement away from transmission and instrumentalist perspectives, toward more constructionist and integrative standpoints (Koutselini 1997; Slabbert & Hattingh 2006; Young 2008; Magrini 2015). Leadership and curriculum are discussed greater detail in Chapter 3.

A few points are worth mentioning: First, much remains outside the brief representation of these movements, especially knowledge forms and systems that organised early societies and those in the southern hemisphere. Second, the paradigmatic mapping presented here is not intended to mean that worldviews and practices of public administration, leadership and curriculum studies move in perfect alignment; neither is their periodisation meant to be understood as technically linear or only one-directional. Third, trans- and inter-disciplinary boundaries have become porous enough to assure a degree of influence by one worldview on, and rejoinder to, another. Languages and ideologies are appropriated, and knowledge is recontextualised all the time.

Thus at any given moment of its historical existence, language is heteroglot from top to bottom: it represents the co-existence of socio-ideological contradictions between the present and the past, between differing epochs of the past, between different socio-ideological groups in the present, between tendencies, schools, circles and so forth, all given a bodily form. [...] Therefore languages do not *exclude* each other, but rather intersect with each other in many different ways [...] (Bakhtin 1981:291)

## 2.3 Public administration

Public administration is both a field of work and a field of study. As shown in the previous chapter, South Africa has no less than 1.8 million employees in public administration, who are governed by the Public Service Act and related occupation-specific legislation, and by the constitutional provisions for public service and administration. What necessitates this kind of state capacity and the mode in which it is deployed can be traced to the origin of public administration. For clarification and use in this study, the terminology is differentiated as follows:

- **State:** Often written with upper-case 'S', it refers to sovereign status of a country or nation. A state executes its power and policies through a particular form of government. The Republic of South Africa is one, constitutional and democratic state. Distinct powers are given to three authorities – the legislative, executive, and judiciary (Constitution of the Republic of South Africa 1996, s1).
- **Government:** This refers to the systems made up of people, bodies and structures serving as the “administrative apparatus” (DPSA 2003b:11) of the state. The South African government is made up of three distinctive, interdependent and interrelated spheres – the national, provincial and local – and the organs of state situated in those spheres (Constitution of the Republic of South Africa 1996, s40(1)). Sometimes, ‘government’ is also used to refer only to the “political executive, namely the President and his [or her] Cabinet at the national level; and Premiers and Executive Councils at the provincial level” (DPSA 2003b:11; World Bank Glossary of Key Civil Service Terms, 2016). In this study ‘government’ is used in its inclusive form, which entails that public servants, as they account to the executive, are a non-political part of government.
- **Public service:** An employment category for employees in all state departments and their components. In the strict sense of the Public Service Act, public service spans national and provincial spheres of government. When widened to include to local government, state-owned enterprises, and agencies whose budget comes directly from the state, this entirety of the *public sector* is referred to as the *public administration*. Thus, the Ministry for Public Service and Administration in South Africa sets norms, standards, code of conduct, and policies that regulate the work of all public servants generally. Even so, these apply only so far as they are not contrary to employment laws of specialised services (intelligence, secret, defence,

correctional and police services); sectors with specific dispensations (such as health and education); and the local sphere of government (Public Service Act 2007; Public Service Regulations 2016). Public service is moreover the composite set of facilities and outputs of government that are due to citizens and other beneficiaries recognised by the state. These services are rendered by public servants, upon whom responsibility is bestowed for the advancement of state interests and achievement of government goals.

- **Public Administration** (PA) as an academic discipline, different from but related to Politics, is concerned with the study of the system of structures, processes and non-political executive functions of the state in their social and political environment (Schwella 2004:2; Pauw & Louw 2014:16). In this way, the discipline is delimited without displacing it from its surroundings. Deliberations continue about the correctness of defining PA in this manner.

### 2.3.1 The discipline of Public Administration

All nations and continents broadly have always had systems of government and structures of public administration. However, the documented account of PA in the United States of America (USA) is overwhelming. It has greatly influenced the conceptualisation, influence and practice of the discipline.

#### i) Disciplinary foundations

While patchy and incremental in its early form, the development of PA is associated with Woodrow Wilson (1887) who argued for a clear separation between politics and administration, a position referred to as the *politics–administration dichotomy* (Henry 2013:37). Wilson (1887:209-210) contended: “The field of administration is a field of business. It is removed from the hurry and strife of politics [...]. Administrative questions are not political questions.” The main interest of this orthodox was in the establishment of “universal administrative principles” in order to ensure technical superiority, discipline, professionalism and efficiency in the execution of the will of the state expressed through public laws and policies (Yeboah-Assiamah, Asamoah & Kyeremeh 2015:3). Hence, Yeboah-Assiamah *et al* (2015:3) maintain that bureaucracy has been the mainstay and foundation of the contemporary state, and an affliction of public administration. In the

European legal tradition, public administration as a bureaucracy arose principally as the formalisation of the function of implementing public law.

Although initially regarded as an offshoot of political science, the advancement of PA was accompanied by contributions from management theory and practice. Perspectives were borrowed from management scholars such as Frederick Taylor (1911), Henri Fayol (1916) and Max Weber (1946), with a view to integrating *management principles* for private sector organisations into public administration. Naturally, the scientific and bureaucratic approaches to the study of PA were driven by more mature disciplines at that time, such as statistics, accounting, business management, law, political science and psychology. Focus then quickly shifted past the political (policy making) – administration (execution) dichotomy to continuity (Kaufman 1956:1067) and the *principles of administration*. By putting forward a case for principles of public administration, William F. Willoughby (1927) in effect opened up a way of seeing PA as a science, just as Taylor had done for management. This shift also sought to elucidate the scope of PA by naming the generic tasks of a public administrator by means of a catchy acronym: POSDCORB. Coined by Gulick and Urwick (1937) on the basis of Fayol's work, this short form stands for planning, organising, staffing, directing, coordinating, reporting, and budgeting. Implied in the study of PA, therefore, are management issues, organisational structures and activities, finance and budget procedures, and staff matters (Suwaj 2011:27; Basheka 2012:26; Thornhill & van Dijk 2010:101).

Heavy criticism was launched on the shortcomings of this offer. Among the failings highlighted were the unclear theoretical goals and methodological approach; poor understanding of decision making factors; and disregard of the role and interest of employees in policy formulation and organisational processes. According to Lu (2013:310), these challenges and the intellectual crisis they spelled for PA were fuelled by the increase of opposing theories, viewpoints, and research methods from surrounding disciplines. But the same circumstances brought PA temporarily back to the political science umbrella, thereby blurring the policy–execution divide. This *new public administration* was marked by greater openness to related disciplines and nurturing of interest in comparative and development administration (Suwaj 2011:28; Basheka 2012:49; Uwizeyimana & Maphunye 2014:93).

ii) Cross-boundary pulls

Cross-continental events and relations contributed much to the disenchantment of American citizens with their government as did domestic affairs. Unsettling circumstances during the 1960s to 1980s involved costly military projects, high taxes, inefficient bureaucracies, and economic crises that spilled over to many countries. The age of modern prosperity was soon marred by deep cracks in the political, economic and administrative spheres, resulting in diminished public trust. Labour unions, market dynamics and technological improvements made it possible for different interest groups and citizens to question government decisions and programmes. State power was no longer intact and the grip of government as sole policy custodian for society was weakening. At the same time, this was an era of waves of independence among African states. By and large, they had an urgent task of establishing their national identity and stature as worthy sovereign states (Yeboah-Assiamah, *et al* 2015:5; Denhardt & Denhardt 2003:3,5; Mboup 2008:95). Basheka (2012:51-52) points out that many of these countries had, on the one hand, inherited colonial administrative systems that were not suitable to the new local conditions. On the other hand, those new in power were not always well qualified or ready for the complex work ahead. Instability and flares of protest were common features of the early post-independence public administration. However, as there was now scepticism toward a Western model of rational administrative authority, an alternative approach for the achievement of nation building had to be found elsewhere.

In the midst of these global developments, business management scholars were making strides in advancing the discipline. Among leaders in the field during the 1970s to 1990s are Peter Drucker (1973, 1989), Tom Peters and Robert Waterman (1982); Michael Potter (1990); Peter Senge (1990); and David Osborne and Ted Gaebler (1992). Related studies and new understandings around leadership, organisations, strategy, change, and human resources, emerged vigorously through scholars such as Henry Mintzberg (1973); Chris Argyris and David Schön (1978, 1996); Karl Weick (1985, 1993); Geert Hofstede (1991) and Edgar Schein (1992, 2004). The abundance of this knowledge provided viable administrative options for new states that were making a clean break from pre-independence models, and for established states that had to 'renew' themselves to regain public trust.

iii) Sweeping turns in management and governance

The allure of a business-like approach to public administration, together with the urge to break away from the 'old' Wilsonian type of state dominated public administration, contributed to the emergence of what became known as the ***new public management*** (NPM) in the 1980s (Denhardt & Denhardt 2003:5; Lægreid 2011:1700; Basheka 2012:53; Maserumule 2013:488). Hood (1995:94) highlights that NPM ideas were "couched in the language of economic rationalism, promoted by new 'econocrats' and 'accountocrats' in high public office". Early adopters of NPM were Anglophone countries – the USA, United Kingdom (UK), Australia and New Zealand. Based on Osborne and Gaebler (1992), the NPM movement has been largely characterised by noticeable ideals and practices: emphasis on accountability, with connotations derived from accounting and counting; measurability of performance and use of consultancies and private sector models for performance management; entrepreneurial flexibility and results-orientedness; excellence coupled with competition within government units and between government and external agencies; reorganisation, downsizing and privatisation; inclusion of more actors in political and public affairs; and portrayal of citizens as customers with choice and voice.

Based on *managerialism* or *neomanagerialism* (Burnham 1941; Denhardt & Denhardt 2000:550; 2003:5), these attributes were intended to catalyse government efficiency, effectiveness and economy – paradoxically the same as what bureaucracy seeks to achieve. In differentiating the two, Savoie (2011:23) asserts that *management* in NPM infers decisiveness, action orientedness, and vibrancy whereas in the 'old' PA, the word conjures up images of rules, regulations, boring processes and sluggish decision-making. Through NPM, public administration saw the rise of the manager (Basheka 2012:54) who has greater discretion and accountability like his/her private sector counterpart. The public administrators-as-managers 'steer' their organisations, i.e. state departments, by giving direction and ensuring productivity. According to Osborne and Gaebler's widely held metaphor (1992:32), "those who steer the boat have far more power over its destination than those who row it". Even though driven primarily by a market based mind-set and economic ideals, Lægreid (2011:1701) remarks that NPM is so fluid and multidimensional that it incorporates a wide scope of diverse administrative doctrines. It proposes a kind of 'shopping basket' of various aspects for champions of public administration. So, depending on the country's overarching political reform priorities,

NPM approaches could be implemented to serve economic and technical interests, openness to public participation and accountability, and/or democratisation and decentralisation.

In light of the flawed assumptions of NPM about the transferability of private sector models to public administration, the conflation of citizens with shareholders, and the exaggerated opinion that bureaucracies are intrinsically inept, Denhardt and Denhardt (2000; 2003) proposed the **new public service** (NPS). Recognising that NPM risks throwing out the baby with the bathwater, Denhardt and Denhardt (2000:551) admit that there are features of public administration theory and practice that appear to serve as a guiding thoughts or a normative model that is now largely associated with the 'old' public administration. The NPS concepts and values include serving more willingly than steering, by empowering citizens to become meaningful contributors in society; responsiveness to citizens' needs, collaboration and building of trust; concern for collective gain rather than individual self-interest; and attention to policy, legislation, professional norms and standards – not just market dictates. Of top value in NPS, according to Yeboah-Assiamah *et al* (2015:9), are people, service and citizenship.

In tandem with NPM, and sped up by the global economic crisis later, **governance** came to the fore in a manner connected to economic development. The concept, which is as old as human societies, was promoted to higher status in the context of the 1989 World Bank Study, titled 'Sub-Saharan Africa – from Crisis to Sustainable Growth'. The World Bank (1992:1) defined governance as “the exercise of political power to manage a nation’s affairs”. Subsequently, this definition was modified to refer to “the manner in which public officials acquire and exercise the authority to shape public policy and provide public goods and services” (World Bank 2007:1). In both these definition, there is no obvious stress on economic development but the context of use was exactly that. World Bank policy researchers such as Kaufmann, Kraay and Zoido-Lobaton provide an expanded definition which includes “the processes by which governments are selected, monitored and replaced; the capacity of the government to effectively formulate and implement sound policies; and the respect of citizens and the state for the institutions that govern economic and social interactions among them” (Kaufmann, Kraay & Zoido-Lobaton 1999:1). The World Bank, International Monetary Fund, and related entities such as the United Nations Development Programme and Human Rights Watch exerted considerable influence behind the meanings of governance. Not unlike the NPM trend,

the necessity for the observance of the rule of law was coupled with the technician requirement for measurement of processes and outputs (Kaufmann & Kraay 2008:4; Suwaj 2011:28; Uwizeyimana & Maphunye 2014:96). Technology came handily as a useful tool for globalised movements in e-governance and the facilitation of greater transparency and monitoring.

With the urging of environmentalist and human rights advocates, 'good governance' was invented, which entailed values and practices for combating corruption and human rights violations, in addition to maximising efficiency, effectiveness and economy. These became part of the preconditions attached to the technical assistance and financial aid for programmes in developing countries. The prescriptive approach by which developed countries define and impose requirements for governing for economic development could not be disguised, neither could they be totally disallowed (Cloete & Auriacombe 2007:198). Instead, a humanist line of thought was advanced to bring people back to the centre as key role players in development, and thus tame the liberal economic dimension of governance (Maserumule 2014:980,987).

By the ***new public governance*** (NPG), Osborne (2006; 2010) envisions a more integrated approach that bears understandings which are truly rooted in the context of public services, rather than persist in directions of 'sterile' theorisation. NPG is therefore more like NPS in rejecting the assumptions, ambitions and the 'aberrant logic' of NPM, while still using the strengths of the 'old' PA and NPM. The NPG recognises plurality in the service environment and proposes "a relational and public-service-dominant approach that emphasizes three elements: building relationships across the public service delivery system; understanding that sustainability derives from the transformation of user knowledge; and professional understanding of the public service delivery process which is predicated upon the inalienable co-production with service users" (Osborne, Randor, Kinder & Vidal 2015:423; Randor & Osborne 2013:276-277). This service-dominant view has yet to take full form and attain scientific stability with a defined praxis.

### **2.3.2 Public administration issues and priorities in South Africa**

Modern literature shows [...] Public Administration as a discipline to be in quandary for over a century yet it is frameworks derived from such disciplines that inform practice at the time. [...] South Africa as an administrative state is



not immune of being caught up within that quandary despite having achieved its democracy on the 21st century; more especially if such discipline has to be practiced within the auspices of policy manifestos that rely on simplistic notion of attempting to complicate complexities within the practice of public administration that attempts to reduce it to positivist rational ontology of science. ~ Nkuna & Sebola 2014:288

In South Africa, the Constitution (Constitution of the Republic of South Africa, Act 108 of 1996) sets out the principles, values and the spirit with which public administration is understood and accomplished (Sindane 2004:671; Pauw & Louw 2014:17). In addition to the knowledge base developed through disciplinary contemplation, the constitutional definitions, principles and values set the tone for the education, training and development (ETD) endeavours intended for South African public servants. Establishing which issues are worthy of attention in advancing the desired public service has required specific deliberations. At various points in the creation and further development of a democratic public administration in South Africa, scholarly minds have come together in a way similar to that of the public administration conferences in the USA.

South Africa's Mount Grace I and II conferences are named after the venue at which they took place, in Magaliesberg, in 1991 and 1999. The first event was impelled by the profound developments in South African politics and preparations for a new democratic dispensation. Formerly banned organisations, and activists, non-governmental organisations, donor agencies, academics and practitioners, gathered together under the auspices of the New Public Administration Initiative (NPAI). Their concern was about the kind of theory, practice and programmes required for a public service in an inclusive, democratic society. They called for a move from the generic, uncritical and decontextualised approach to public service ETD, which perpetuated the *status quo*, to one that is normatively in tune with the challenges and tasks of social transformation and integration. Themes on which discussions hung included the needs for a democratic civil service, curriculum development, building co-operation and developing international networks, and the rationalisation of public administration and development administration. Issues were raised about the readiness of the public service leadership for the 'new South Africa', the role of public sector training institutions, and the design of relevantly development oriented ETD programmes for the public service. Overall, the greatest weight in Mount Grace I debates fell on changing practice for a more explicit

normative and developmental focus. (McLennan & Fitzgerald 1992:6-8; 23-24; McLennan 2007; Cameron & Milne 2009:386).

The climate of these engagements could not have been altogether cordial. Tensions stemmed from the history of dissimilar orientations and unequal status of the HEIs, and from the ideological stances of the various interest groups represented. All the same, other important consultations took place with various groups and stakeholders, which greatly contributed to the series of strategic documents that came up in the few years before and after South Africa's becoming a democratic state in 1994. When Mount Grace II convened, the second democratic term had just begun, the Constitution was then in place, so were the White Papers enumerated in Chapter 1 of this thesis, and more. An appraisal of the state of public administration and the implementation of Mount Grace I resolutions confirmed that the theory and practice was still too descriptive and process oriented. In order to strengthen the discipline conceptually and analytically, and improve its teaching, Mount Grace II placed emphasis on research and more engagement in paradigmatic debate (Cameron & Milne 2009:389; Schwella 2000:203). Current issues in the study and practice of public administration locally are not totally unique to South Africa. They include greater appreciation for the complexity of public administration realities and its socio-political environment; contextual issues, ethics, governance, development, executive leadership and management, and service delivery; closer interface between academics and practitioners; and the advancement of African thought leadership in the scholarship and discourse of the discipline (Maserumule & Vil-Nkomo 2015:460; Maserumule 2014:439-441; Schwella 2014:108; McLennan 2007; Wessels & Pauw 1999).

From an associative viewpoint, the USA scenario is briefly described. The first in the series of Minnowbrook Conferences (named after the venue at Syracuse University) took place in 1968, followed by two more at twenty-year intervals. Participants were senior scholars, joined by juniors on the second occasion, who came from various academic disciplines. They met to explore, critique, and offer responses to theoretical and social issues. Themes summarised from the 1968 conference encompassed anti-positivism, personal morality and ethics, innovation, improved human relations, reconciling public administration and democracy, client-centred responsiveness, and social equity. In the 1988 conference there were comparable themes, but some new ones surfaced, the most prominent being leadership, technology, constitutional and legal perspectives, and

economic perspectives (Frederickson 1989:100; Bryer 2009). The 2008 conference which centred on the current and future direction of public administration, was the largest and most diverse of the three. Among the themes and topics covered were the relevance of public administration scholarship, academic-practitioner relations, interdisciplinary research, collaborative governance, democratic performance management, globalisation and comparative perspectives, information technology and management, leadership, public administration values and theory, social equity and justice, transparency and accountability, and the training of the next generation of public servants (O’Leary, Slyke & Soonhee 2010). Regarding the last conference, and in recognition of the dynamics of governance, Getha-Taylor, Holmes, Jacobson, Morse, and Sowa (2011:83-84) heartily appeal that “the time has come to invigorate the study of public leadership”, which they see as central to the study of PA and different from general leadership studies.

I will give full attention to the rise of leadership in the next chapter, when I link it to in-service ETD for the public service. Suffice to say, for now, that the overarching knowledge foundations and worldviews of public service work are inescapably connected with the crisscrossing of issues, interests and actors in the political and disciplinary domains of public administration. As will be evident in the discussion below, ETD movements tend to be an expression and projection of the circumstances of the discipline and its relationship with its environment.

### **2.3.3 Scholarly discourses and social practices**

Disciplines, in the apt definition by Freebody, Maton, and Martin (2008:191), “can be understood as social fields of practice comprising both relatively formal structures of knowledge and practices, and actors who share interests and norms (whether explicit or tacit) of knowledge production and communication”. These fields are typically located in academic and research institutions, which are traditional sites of discrete knowledge creation (Muller 2000:14). Thus, disciplines advocate particular positions and uphold particular worldviews about knowledge, the language and linguistic resources, including preferred genres and registers, for establishing their ‘big D’ Discourse (language in distributed contexts of use and associated with a recognisable social network and systems of thought), in relation to ‘little d’ discourses (language in specific situations of use and practice) and other Discourses and ideologies (Gee 2014:23; Fairclough 1991:121-122; 2001a:30). For example, Christie and Maton (2011:3) point out that there

is a 'default setting' in institutions and subject areas which has propagated false polarity between positivist procedure and rigour, and the participative, reflexive and socially contextualised activities of hermeneutics. Within and between the two broad scientific worldviews, there are disciplinary and intellectual fields which share common approaches to understanding and analysing phenomena, problems and situations. Nevertheless, rifts and fault lines, as Muller (2009:210) calls them, were set on the one hand between disciplines of the inner, i.e. the Arts and Humanities, and the disciplines of the outer, i.e. the Sciences. On the other hand, similar rifts were set between 'pure' disciplines and practical 'applied' disciplines (Hammersley 2002:64,118).

The discipline of PA therefore continues to clear misconceptions about its place in the realm of science and also ensure that the discipline sustains its standing by asking the important questions. Additionally, rather than perpetuate stifling hegemony, quality scholarship recognises and treasures the heterogeneity that brings multiple perspectives which may disrupt old knowledge foundations. Indeed, scholarship in the social sciences involves the generation of new knowledge about social phenomena or making sense of the same situations in new ways, through theoretical analysis and empirical research, from a courageous and truthful standing (Maserumule & Vil-Nkomo 2015:443; Mathebula 2012:119,120; Schwella 2014:138-139; Hammersley 2002:41,91; Behn 1995:315).

i) Prominent knowledge communities

In formalising and advancing specialised knowledge, practices, norms and values, groups establish professional communities (Lave & Wenger 1991; Wenger 1998). Disciplines can thus be viewed as communities of knowledge, relationships and practice. Perhaps somewhat disparagingly, Becher (1989:20) describes discipline communities in higher education as academic tribes – each with recognisable identities, territories, traditions, artefacts and attributes. The attitudes, activities and intellectual dispositions of groups of academics representing a particular discipline seem to be closely bound up with the characteristics and structures of the knowledge domains within which such groups are professionally situated. What exactly constitutes a profession is not always well defined. For example, there is continuing research on academic, medical, teaching, and other public service professional identities (Tuurnas 2015, Tummers, Steijn & Bekkers 2013; Vandeyar 2010; Whitchurch 2010; Warin, Maddock & Pell 2006; Daweti 2006; and Kaiser 2002). Whether certain communities and their practices constitute professions or semi-

professions is also called to question (de Vos & Schulze 2002; Krejsler 2005; de Vries and Steyn 2011). In appraising the discipline of PA, van Dijk and Thornhill (2011:9) conclude that it does not have the standing of a profession that is regulated through a professional body, nor does it offer a professional qualification. They further proclaim that Public Administration does not have a unique discipline specific language, and that those who study it are more concerned with understanding the practice thereof than with enhancing its theory.

Notwithstanding this situation, and despite the Mount Grace tensions, there has been a steady growth in robust scholarship of PA research. Mathebula (2012), Phago (2012), Phago and Thani (2014) add illuminating views about what should entail scholarship and being a scholar; the power dynamics over territories, paradigms and legitimation of scholarship; the debate about the need to professionalise the discipline and maintain quality scholarship; and the affirmation of the ideological influences of scholarship in the country's democratic breakthroughs. Among the handful of locally accredited journals of PA in South Africa, three are nurtured by the South African Association of Public Administration and Management (SAAPAM), the Association of Southern African Departments of Public Administration and Management (ASSADPAM), and African Consortium of Public Administration (ACPA) respectively. The SAAPAM's *Journal of Public Administration* and ACPA's *African Journal of Public Affairs* are included in the International Bibliography of the Social Sciences as well.

Not having a professional body does not, therefore, preclude the scholarly advancement of a discipline and its and professional practices. Similarly, scholarship does not exclude those not employed as academics. Finally, the availability of this range of scholarship nourishes ETD and guides curriculum design decisions. The spoken and written texts that provide spaces for intellectual and ideological engagement always borrow from prior texts, and are simultaneously put forward as links for subsequent texts (Anderson & Mungal 2015:809; Fairclough 2001a:20). This chain does not only create discursive links in worldview and knowledge, it also does "cultural work" of institutionalising specific social practices based on what counts as worthy in a particular time and place (Freebody *et al* 2008:191). A cumulative steadfastness, along with critical analysis, is vital in order to build on and reconstitute the language and knowledge that could give public service and public administration their discursual durability (Cameron & Milne 2009:392).

## ii) Teaching

In addition to research (and community service), teaching marks another dimension of scholarship. When light is shone on matters of teaching and learning, the influence of the big waves and local issues of PA becomes more evident. During 1998-2002, as part of the scope of the South African Qualifications Authority (SAQA) then, a Standards Generating Body (SGB) for Public Administration and Management was registered for the development of minimum standards for the design of new qualifications and programmes aligned to the National Qualifications Framework (NQF). According to van der Waldt (2012:105-106), the following functional areas of PA were identified:

- Policy analysis and management
- Development management
- Public organisational development and management
- Managing public service delivery
- Human resources management
- Information, knowledge, communication and technology management
- Public management ethics
- Public administration and management history, theory and research
- Inter-governmental relations
- Disaster studies
- Financial management and procurement.

Whereas the standards generating process ensured good groundwork for curriculum design and the teaching and learning of PA countrywide, the SGB approach is no longer in use. Instead, individual institutions have the autonomy to generate qualifications and programmes within certain parameters of policy guidelines. van Dijk and Thornhill (2011:9) are concerned that the absence of a recognised body that regulates the curriculum and teaching of PA opens this scholarship to the opinion of nearly anyone with some involvement in the practice of PA. However, to the extent that qualification and programme design does have to meet the scrutiny of Quality Councils and be presented in a well-argued manner that incorporates comparability with local and international practices, the situation is not all that bleak. Also, it is worth asking how well curriculum and programmes are reviewed and redesigned in keeping with developmental priorities of the state and public administration complexities. For example, one of the questions

van der Waldt (2012:106) poses is whether *Leadership* or *Ethics and professionalism* should receive more attention in view of the high levels of corruption that are pointed out in society.

A sample of 2016 programme brochures for Honours studies in Public Administration, including the Baccalaureus Technologiae (BTech) as it currently exists, was taken from seven higher education institutions (HEIs):

- University of Fort Hare (UFH) School of Public Management and Development;
- University of the Free State (UFS) Department of Public Administration and Management;
- University of KwaZulu-Natal (UKZN) Discipline of Public Governance;
- University of South Africa (Unisa) Department of Public Administration and Management;
- Stellenbosch University (SU) School of Public Leadership;
- University of the Western Cape (UWC) School of Government; and
- Tshwane University of Technology (TUT) Department of Public Management.

Core and elective modules are altogether listed in *Table 2*, with an attempt at ordering them by comparable themes.

**Table 2: Honours level programme comparison**

UFH - Public Admin Hons	UFS - Honours in Public Admin	UKZN - BAdmin Hons in Public Governance	Unisa - BAdmin Hons in Public Admin	SU - BAdmin Hons	UWC - BAdmin Hons	TUT – BTech Public Management
Advanced theories of Public Administration	Executive public management	Public service delivery: theory and practice	Management and the public sector	Sustainable development	Governance, administration and ethics in the public sector	Strategic public management
Public sector management			Politics in the public sector		Public sector transformation and reform	Public accountability
	Organisational analysis and intergovernmental relations		Study of organisations and the public sector	Organisational design	Theoretical approaches to public organization and management	
				Leadership and change management		
Local government and administration		Advanced local government and management		Local governance	Issues in local government	Governmental relations
		Civil society and governance		Political governance	State and civil society	
		Development planning and project management		Project management	Government decentralization for effectiveness and empowerment	
Public policy	Public policy and service delivery	Public policy analysis	Governmental planning and policy analysis in the public sector	Public policy management	Introduction to public policy analysis & management	Public policy management
Public and municipal human resource management	Public human resource management	Public sector human resource management	Public human resource management	People management	Human resources management and	Public human resource management



<b>UFH - Public Admin Hons</b>	<b>UFS - Honours in Public Admin</b>	<b>UKZN - BAdmin Hons in Public Governance</b>	<b>Unisa - BAdmin Hons in Public Admin</b>	<b>SU - BAdmin Hons</b>	<b>UWC - BAdmin Hons</b>	<b>TUT – BTech Public Management</b>
Labour relations and the public sector			Labour relations and the public sector		development in the public sector	
Advanced public financial management	Public financial administration and management	Public sector financial management	Public financial management	Economic governance Financial management and cost accounting	Economics and public sector financial management	
Methodology and research methods	Research methodology in Public Administration and management	Research methodology	Research and information management	Information and communication technology	Research methods and research essay	Research and information management
Research project	Short dissertation	Honours research project	Research proposal and research report	Research assignment		

From this glimpse of the abridged programme outlines, a range of permutations can be seen through the administration–governance continuum. The most recurring terms in module names are *management* (28); *public sector* (13); and *administration* (five). The most common areas of study have to do with theory and context, organisations, inter-governmental and inter-sectoral administration, policy, people, finances, and research methodology. These topics match the areas of PA scholarship and the sub-fields of this discipline according to Henry (2013), and reiterated by Phago and Thani (2014:73,79), for example. In a similar comparison of four HEIs in 2011 (UFS; UKZN; Unisa; and University of Pretoria), van Dijk and Thornhill (2011:10) found that Bachelor of Administration (BAdmin) degrees have a strong management focus, and they are offered by departments or schools located in the economic and/or management sciences. Unlike the rest, the TUT's Department of Public Management resides in the Faculty of Humanities.

For a discipline centred on the study of administration it seems like a disservice to itself to promote such a substantial management slant when management is but one important task in PA, as reasoned by Pauw and Louw (2014:12) and Schwella (2004:3). Could it be a linguistic compromise emanating from the location in the 'mother' college or faculty of management? Could it be a differentiation driven from business management, suggesting that office administration is taught at a lower programme level such an undergraduate diploma while postgraduate studies prepare students for managerial positions? Is *public management* an elevation of management functions, singled out of the total scope of PA in the manner that Schwella's contextualisation (2004:2) seems to have done? Is this narrowing justified if post-graduate studies intend to stimulate ways of thinking and acting "to improve policy, structures, systems, functions and behaviour in government settings" (van der Waldt 2013:38)? Critically, Sindane (2004:671) makes a contrasting link to the fact that public management does not feature at all in the constitutional principles and values which underpin the field of PA in South Africa. A possibility exists then, as mentioned by Louw (2012:98) and Latib (2014:33), that some terms and concepts might have been simplistically adopted because it was a fashionable thing to do. Nkuna and Sebola (2012:288), following Sindane (2004:672), are harsher in their synopsis that the discipline and its social practices have been opportunistically invaded by consultants and drifting professionals who are susceptible to whims that make them appear to be keeping up with international trends.

But there is another way of looking at the choices made. If the hushed foregone conclusion is that PA needs the science of management, that public administration benefits from being treated as a business, and that the public and private sectors belong together in a prospering state, then there should be no concern with *public management* as an alternative name for PA. Even better, it could be said, the phrase 'Public Administration and Management' conceptually symbolises business management and PA in a healthy state of harmony. At face value, it would follow that the management-oriented curriculum for BAdmin programmes is perfectly fine, as long as public administration organisations, systems, functions and their context remain the central theme. This supposition would also be an endorsement of the wave of managerialism in government and in higher education, introduced through the NPM worldview. In that case, the affinity to *management* and the less than enthusiastic effort to elevate *administration* may well be a consequence of internal HEI pressures to adopt programme terminology that makes it easy for academic departments to demonstrate alignment with established subject classifications, meet criteria for programme accreditation, and attract funding for pro-management research and related teaching priorities.

With the exception of the Leadership and Change Management module offered by the School of Public Leadership at the University of Stellenbosch, there is no overt reference to *leadership* in the programmes sampled. Moreover, the same School appears to be taking the lead in explicitly adopting *governance* for three of its modules, followed by the UKZN's Discipline of Public Governance (known as the Department of Public Administration and Development Management until 2012). The UWC has one of such modules. Outside of the selection of departments and programmes tabled here, at least two other HEIs have embraced governance. The University of Johannesburg has a Department of Public Management and Governance, and the Wits Graduate School of Public and Development Management got renamed as the Wits School of Governance in 2014. Such naming and renaming are surely not change for change sake; they are a reflection of shifts in focus and possibly a response to the environment. For example, a *school of governance* may be intended to appeal to target groups in civil society and private sector, which a *school of public administration* or *school of government* might be seen to be excluding.

This advent of *governance* has been met with great discomfort, if not rebuff. Pauw and Louw (2014:13) clearly state that 'governance' and the action word 'governing' are not

new concepts and they have the same denotative relationship with the word 'government'. As recognised and used more in state owned entities and the private sector, governance "is the direction-setting and policy-making function of a board of directors of a company in order to take responsibility for that entity in contrast to operational management" (Pauw & Louw 2014:14). Perhaps the policy-making aspect of governance throws it out of PA into politics. Largely, this definition seems to resonate with the administration side of the Hodgkinson (1978:4-5) administration (corresponding with upper echelons and their generalist, reflective and strategic responsibilities) and management (relating to lower echelons with specialist, active and tactical work) continuum, which could give credibility to the argument that introducing governance in the context of PA is completely pointless.

Likewise, if administration is an inseparable element of PA in its comprehensive sense, then *leadership* seems tautological as it is implied or subsumed in the administration bracket. Nonetheless, this explanation is disputed by Lethoko's (2014:85-91) comparison of modules of Master of Public Administration (MPA) and Master of Business Administration (MBA) in ten local HEIs. Although both qualifications are concerned with administration, all MBA programmes sampled offer at least one core module in *leadership*, whereas none of the MPA programmes sampled have a single module on this theme. Intriguingly, business administration's affinity to leadership is laid bare, while PA makes reference to managers and management – yet management itself descends from business.

Writing in 1956, in reflection of field of PA in the USA, Kaufman (1956:1057,1067) submitted that administrative institutions were organised and operated in pursuit of three values: "representativeness, neutral competence, and executive leadership". Like the big waves discussed earlier, each of these values have taken more prominence at some point than at another, but never to the extent of the exclusion of one by another. Thus, Kaufman describes the story of PA as "one of a changing balance among the values, not of total displacement". While this description fits more with the separation of powers such as we have in the legislature, judiciary and executive, the nature of public administration and the political-administrative interface necessitate that more than cursory attention be given to leadership in the public service. Furthermore, Kaufman's analysis highlights values, and consequently discourse, which shape public administration theory building and critique, reflective practice, and ETD.

## 2.4 Language stratifications and intersections

To reiterate, PA is a disciplinary or subject field, and a domain of work, which is made up of scholars and practitioners concerned with the system of structures, processes and non-political executive functions of the state in their social and political environment, for service to the public. This dual domain, like others, has characteristic interests, values, knowledge forms and language imbued with and giving rise to ideologically rich social practices. As expounded in the foregoing discussion, PA discourse continues to exert centrifugal forces to stratify its professional and scholarly standing among related disciplines and social practices in humanities and social science (Bakhtin 1981:272). The texts and the teachings that PA creates and recontextualises, the issues they bring out, their style and register, are part of the composite markers of the genre of PA scholarship. Along the turns of public administration and its disciplinary environment, some concepts and their value orientation take pre-eminence over others, but rarely ever displace them altogether.

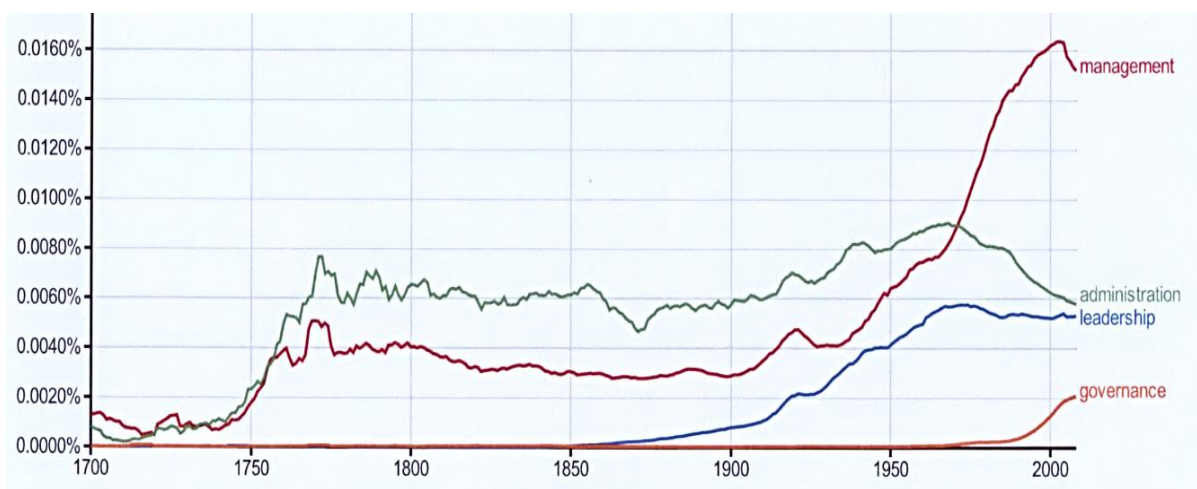
To illustrate, the Google Ngram Viewer facility offers a picture of long-term trends in phrases used in literature, even if not completely from scholarly writing. A sequence of items such as syllables, words or phrases (n-grams) is collected from a text or speech corpus and presented by computation. As a search engine, the Google Ngram Viewer is designed to bring up strings of items from its text corpora in a particular language, and present a yearly count of these items. One main limitation of the n-grams system is that not all categories of texts and linguistic knowledge can be captured for identification by a search engine. Also, because databases have limited capacity, not all available resources can be harvested for continuous update of the n-grams. Admittedly not perfect, the charts below provide some indication of the linguistic shifts from the year 1700 to 2008.

*Figure 5* below affirms the growth of *public administration*, concurrent with the lesser used *public management*. Though pre-dating public administration, *public governance* is nonetheless much less used while *public leadership* makes its significant appearance only in the 1990s. This trend validates the disciplinary developments and the naming of the modules in the sample of programmes presented in preceding section. There is therefore no doubt that public administration has established its presence up to seven fold over public management. This pattern suggests that none of the other concepts threaten the identity of PA as a discipline in its own right.



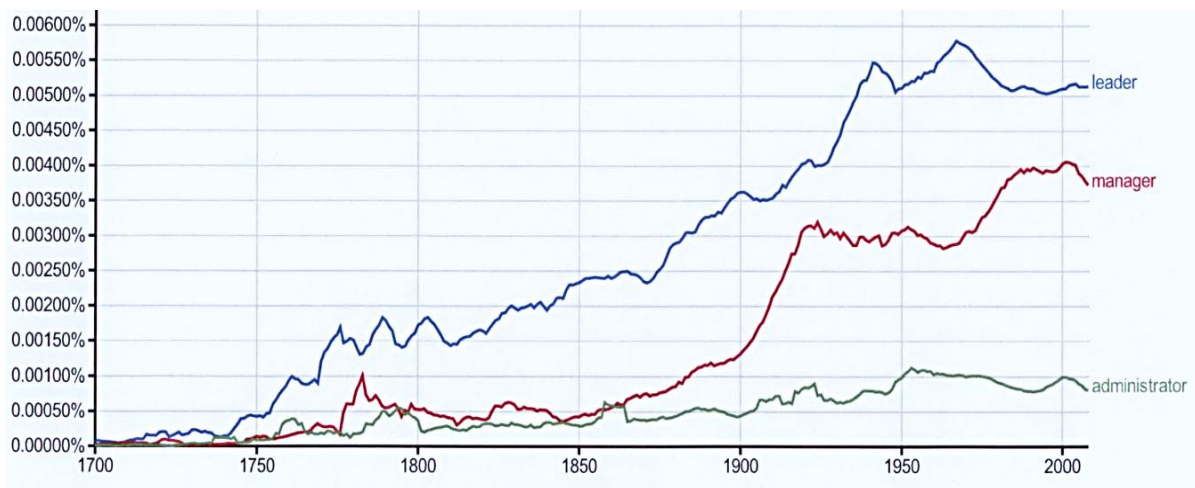
**Figure 5: Ngram for public administration, public management, public leadership, public governance**

If an assumption is made that the study of PA would yield great use of the concept and term *administration*, then this is confirmed in *Figure 6*, up to a point. *Management* seems to have lagged behind in use, until it intersected and surpassed *administration* from the early 1980s. This trend is consistent with the spread of the NPM movement from that time period. Interestingly, *administration* seems to be diminishing and may see the rise of *leadership* coexist in equal measure, if not exceed the application of *administration* in the next decade.



**Figure 6: Ngram for administration, management, leadership, governance**

The most puzzling trend is seen in *Figure 7*, which suggests that public administration never really stayed true to the concept of *administrator* (except in the USA, Canada and Australia) but rather accepted *manager* (especially in Britain, Europe and Africa), and even *leader*, with reference to those with public administration responsibilities. Concurrently, it seems, *leader* simply continued to find growing acceptance with the spill over of business management concepts into different disciplinary and professional contexts. A probable case in public administration may be that the managerialism phase secured *management* values and practices, and the *manager* label, so conveniently in the public administration discourse that it became unfeasible to fully reinstate *administrator* in the current register of public administration.



**Figure 7: Ngram for leader, manager, administrator**

## 2.5 Conclusion

As would literal waves, some paradigms rise and wane quicker than others; some create ripples further along while others clash. For example, the rational-positivist discourse of old bureaucracy supports state monopoly in public administration; centralised and impersonal procedures; hierarchical decision making, rules directives and inflexible procedure; mechanistic compliance; and instrumentalist view of the role of public servants. The managerialism discourse of the NPM movement promotes business values such as self-interest and entrepreneurship, competition, productivity, customer orientedness; as well as business practices like strategic planning, structural devolution, performance management and measurement, and privatisation. The governance wave swept in citizen oriented values and concern for development, democracy, social justice,

human rights, openness and transparency, public participation and public accountability. To date, none of the paradigmatic and discursive shifts and turns has totally annulled another.

There are other compelling issues though:

- Concepts are not neutral, and taking them at face value discounts the layers of ideological value, and the purposes and interests that they serve. Cautioning against naïve use of concepts adopted from other contexts, Maserumule and Ghutto (2008:76) state: “The context within which a concept emerges determines its meanings. In a social science discourse a context refers to circumstances that surround or even prompt the conception of intellectual phenomena”. Where power relations are unequal, the diffusion and legitimation of privileged worldviews and ‘world-concepts’, together with their intentions and effects, may happen with ease. Without a critical perspective though, the ideological intent of concepts can hardly be exposed or fully understood for appropriate application (Habermas 1984:70-71; Maserumule 2004:76-78; 2014:983).
- The interdisciplinarity of the field of PA opens it up to enrichment from other disciplines and at the same time to fragmentation and an unstable theoretical or conceptual base. This is not peculiar to PA – it is a condition that plagues many social scientists who are frequently engaged in acrimonious disagreements among themselves about philosophical and methodological issues and who abandon their line of research when new trends appear, not because a problem has been solved (Hammersley 2002:16).

Just these two points – in part – help us understand, but not necessarily accept, the repeated lament about the quality of theorising, research and teaching in many disciplines in the social sciences. Instead of rehashing the condemnatory statements of the past, it is helpful to take the balanced view offered by Uwizeyimana and Maphunye (2014:91). They state that while acknowledging the ostensible limitation of PA, we should not presume that this subject field does not have its own body of knowledge which includes theories, vocabulary and methodically researched frameworks which have guided its course of development as a school of thought. Besides, Maserumule (2013:490) reminds us, disciplines do not just survive decades and centuries of existence and growth by chance. They have to and must continue to draw upon previous insights, re-examine old



assumptions and responses to issues, and carve out appropriate knowledge and discourse that is not unduly held captive in knots of mutually exclusive ideas.

The lingering presence and direct influence of the linguistic turns is inescapable in ETD, though not predetermined. Their identification helps reveal those taken-for-granted or obscure points of impetus, similarity, and divergence. The South African public service, as will be explained in the next chapter, reflects a spectrum of paradigms, some in more awkward coexistence than others. The conceptualisation of leadership and leadership development with their characteristic worldviews will be discussed in detail.



## DISCOURSES OF LEADERSHIP AND LEADERSHIP DEVELOPMENT <sup>2</sup>

*Mphiri o tee ga o lle*

*[There is greater accomplishment in collaboration than in individual effort]*

### 3.1 Introduction

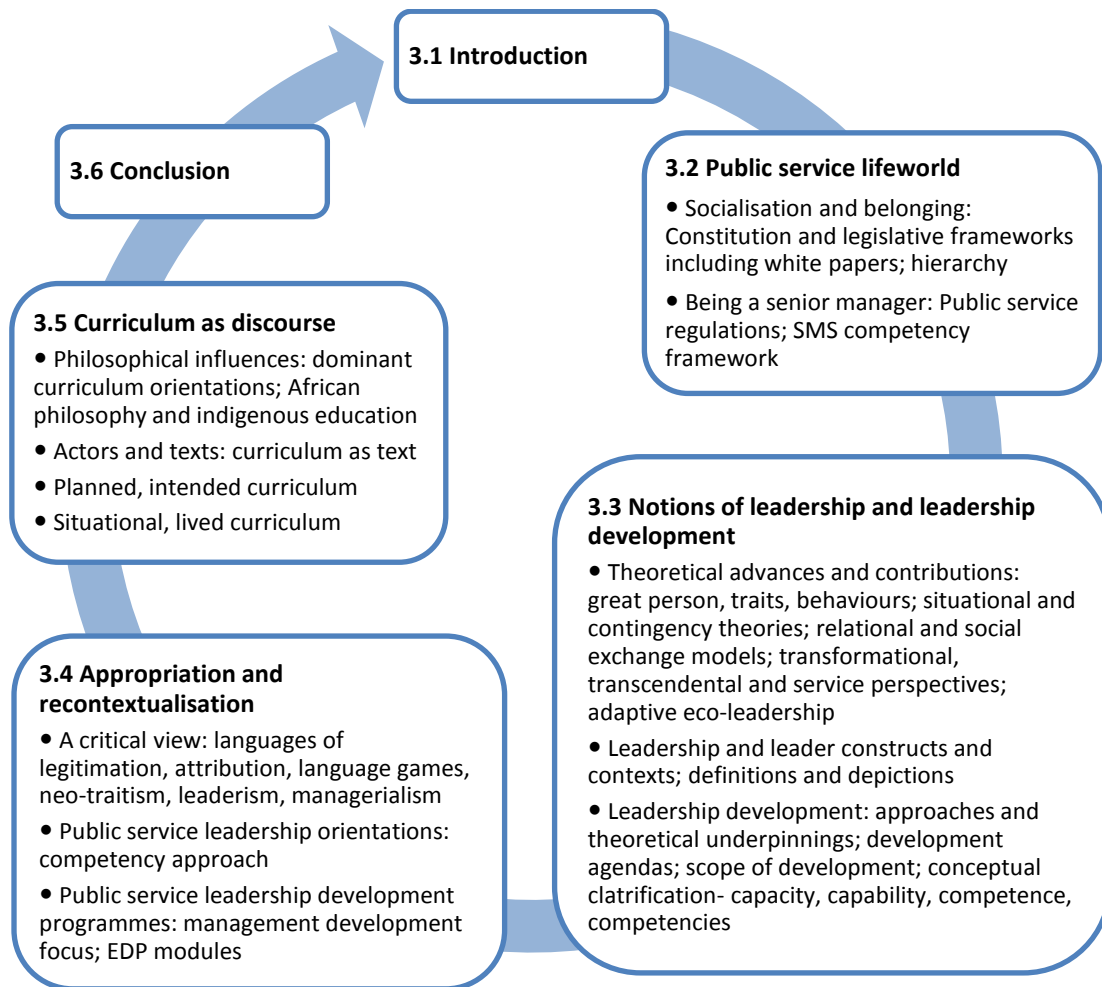
The shift from a procedural orientation has been marked by the utilisation of the leadership construct, as an element in the overall ‘managerialist’ arsenal for managing complex public service organisations. The shift embodied a sense that public servants were leaders within institutions and had to lead processes for transforming these institutions to better serve the policy direction provided by the political leaders. The focus in this context was on exercising some form of autonomy in institutional processes. ~ Ramaite 2002:17

Leadership has its origins in human relations. As a human construct, leadership is given meanings which can be communicated, and attributed to people and experiences. It is broadly understood as a phenomenon that can be practised, taught, developed, and modelled. It has taken a position of significance academically and professionally, and there is eagerness to make it a less obscure component of the discipline of Public Administration (PA) and the work context of public service. Correspondingly, the establishment of the Senior Management Service (SMS) in the South African public service was intended to attract and retain high calibre individuals who cooperate and innovate in order to lead the accomplishment of ambitious and urgent national programmes of social transformation and development (DPSA 2000; 2008). In this chapter I look at the public service structural and discursive conditions, after which I continue the discussion on the way theoretical connections are made in the conceptualisation and contextualisation of leadership and leadership development. I anticipate that ETD initiatives in the public service – pursued from the field of education – are possibly set up for an arduous mission, against the backdrop of unequal disciplinary

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<sup>2</sup> A joint paper based on this chapter published in September 2017 under previous surname: Daweti, M. & Evans, R. (2017). Leadership constructions and discourse interfaces in the public service in South Africa. *African Journal of Public Affairs*, 9(8), pp.151–171.

privilege, and knowledge contestations and divergences. For a synopsis, I present a snapshot of the discussion points of this chapter:



**Figure 8: Synopsis of Chapter 3**

## 3.2 Public service lifeworld

Individuals who enter the public service workplace come from all fields of study. Along with their general knowledge base, they bring technical and professional specialisations – from water management, electrical engineering, taxation, and logistics, to international relations, development studies, labour law, and internal auditing, among others. These fields of specialisations are critical in the respective sectors and areas of service delivery, and also make the workplace a hub of interaction and production of context-specific knowledge and social practice. Like disciplinary and professional communities,

institutions in the public service and the people who make them may be inclined to develop and protect their distinct worldviews and practices.

### 3.2.1 Socialisation and belonging

The acquisition and use of socio-cultural knowledge is interwoven with social activity and language. Language and interaction facilitate communication, sense making, and the externalisation of internal systems of a lifeworld that is shared and elaborated upon by a community. Thus group identity, consensus, a sense of belonging, and culture are forged (Habermas 1987:127,131; Mbigi 2005:32-34; Bruner 1996:23-24, 35-39; Vygotsky 1962, 1978; Daweti 2002:13; 2005a:1). Schein (1992:12; 2003:35) describes culture as a pattern of shared basic assumptions that a group uses to solve its problems and teaches to new members, who in turn become culture carriers. Bruner (1990:12-13) elaborates:

By virtue of participation in culture, meaning is rendered *public* and *shared*. Our culturally adapted way of life depends upon shared meanings and shared concepts and depends as well upon shared modes of discourse for negotiating differences in meaning and interpretation.

At least two major areas of participation shape the character of public service membership: formal learning in disciplinary fields of study, and work-based learning and socialisation. Within and across each of these two contexts, there are forms of knowledge creation and distribution identified by Bernstein (1999:159; 2000:155-160) and explicated by Muller (2000:83-84), Moore and Muller (2002:3-5), and Maton (2007:90-92, 2009:44-45). Specialised domains of social practice tend to produce systematically structured *vertical discourse*; and general domains of everyday informal activity largely produce localised, context dependent and segmented *horizontal knowledge*. These distinctions are by no means a polarisation. It is expected that the disciplinary grooming and the hierarchical groupings pertinent to a sector or cluster of related departments equally play a role in shaping and reinforcing certain ways of learning, working and seeing the world.

Routine interactions, management committee meetings, strategic review and planning sessions, departmental documents and artefacts – all carry a blend of everyday and specialised knowledge, and prevailing discourses. There are statutes, mandates, vision and mission statements, policies, standard operating procedures, financial practice notes, templates for submissions, reports, minutes of meetings, miscellaneous forms, and

more. Key national departments and institutions such as the office of the Auditor General, National Treasury, DPME, DPSA, and PSC provide guidelines and prescripts, and monitor adherence to norms and standards for ways of doing things in the public service. There are also regular interactions with portfolio committees of the legislature for progress reporting and accountability. So, the public service overall is a highly structured system with localised practices that constitute and express the “operationalized discourse” (Fairclough 2013:180) of departmental and sectoral communities.

Similar to communities of scholarship discussed in Chapter 2, social practices in the workplace also promote the establishment of *communities of practice* (Lave & Wenger 1991; Wenger 1998; Wenger, McDermott & Snyder 2002; Marsick 1988). These are participatory spaces for co-creating and propagating particular forms of knowledge; norms and values; and inter-subjective bases for determining ends and means, approaches and procedures, i.e. worldviews and their discourses (Hall 1997:44; Daweti 2007:242; Christie & Maton 2011:4; Kotzee 2014:174). There are many dispersed and fluid communities moulded around common projects and interests, with a convenor or facilitator. Formalised points of convergence usually happen as professional associations, such as those for psychologists, nurses, social workers, and accountants. These collectives are basically communities of discourse held together by shared (conscious or unconscious, and not necessarily unchanging) knowledge, goals, and mental models and belief systems of members (Gee 2004:33-34; van Dijk 2001:16; 2006:120,128). For the disciplinary field of PA, there are continental and international networks and associations such as African Association for Public Administration and Management (AAPAM); the National Association of Schools of Public Affairs and Administration (NASPAA); and the International Association of Schools and Institutes of Administration (IASIA). Locally, ACPA, ASSADPAM and SAAPAM are prominent networks which could be seen as communities of knowledge and practice for the public sector. Alongside the two is the Public Sector Trainers’ Forum (PSTF) which is led from the public service and sustained by means of annual conferences. There is no obligation for public servants to affiliate with any association, with the exception of occupation specific dispensations that require professional licencing of members. This cursorily means that public servants generally have no unifying body through which a framework of thinking and doing is established, communicated and defended.

Therefore, there must be other legitimated sources of acculturation and professional grounding. Two central sources are singled out within the scope and focus of this study.

i) Constitution and legislative frameworks

The cornerstone and supreme law of the South African democratic state is the Constitution. It spells out values and principles that should characterise public service and administration (s195(1)). As outlined in Chapter 1, these include a high standard of professional ethics; efficient, economic and effective use of resources; impartial, fair and equitable provision of services; active participation of citizens in policy making; accountability; transparency; representativeness; and good human resource management and development practices. Public Service Regulations (PSR) are in place to bring into operation the Public Service Act (PSA), 1994, as amended. The revised PSR (2016) replace the 2001 version and provide a combination of new, expanded and revised sections. The Code of Conduct (regulation 11) sharpens the relationships between public service employment and the Constitution. All employees are required to: be faithful to the Republic and honour and abide by the Constitution and all other law in the execution of their official duties; put the public interest first in the execution of their official duties; loyally execute the lawful policies of the Government of the day in the performance of their official duties; abide by and strive to be familiar with all legislation and other lawful instructions applicable to their conduct and official duties; and co-operate with public institutions established under the Constitution and legislation.

Predating and succeeding the proclamation of the Constitution, legislative work was undertaken in several critical areas towards the construction of a public service that enables social transformation and development. Below are some of the germane outputs of the “rationalisation and policy development (1994–1999)” phase (PSC 2008:7).

- *The White Paper on Reconstruction and Development* (WPRD 1994): The Reconstruction and Development Plan (RDP) was offered as a vehicle to meet the objectives of freedom and an improved standard of living and quality of life for all South Africans, within a peaceful and stable society characterised by equitable economic growth. Plans for the initial implementation work were developed but there was full recognition that not every expectation would be met immediately. Notably, the White Paper pronounced (WPRD 1994:42): “The responsibility for the renewal and transformation of our nation is, however, not the responsibility only of

the Government, nor of particular elected officials. It is a joint responsibility of all sections of our nation, and calls for all to put their energy and creativity into finding ways of doing things better and differently”.

- *White Paper on the Transformation of the Public Service (WPTPS 1995) and White Paper on Transforming Public Service Delivery (Batho Pele) (WPTPSD 1997)*: In support of the RDP, the purpose of the WPTPS was to guide the introduction and implementation of new policies and legislation aimed at creating a transformed public service. This public service had to be “a coherent, representative, competent and democratic instrument for implementing government policies and meeting the needs of all South Africans” (WPTPS 1995:par1.1). With emphasis on putting citizens first, the concept ‘customer’ was introduced as a useful term “because it embraces certain principles which are as fundamental to public service delivery as they are to the provision of services for commercial gain” (WPTPSD 1997:par1.3). The Eight Principles of Batho Pele that must be observed by all public service officials and departments for internal and external ‘customers’ are: consultation; service standards; access; courtesy; information; openness and transparency; redress; and value for money. These principles are reinforced by the belief set: We belong. We care. We serve.
- *White Paper on Human Resource Management in the Public Service (WPHRMPS 1997)*: In breaking away from the pre-1994 conditions and practices, the WPHRMPS made an upfront move from ‘personnel administration’ to ‘human resource management’. The HRM framework would be underpinned by the values derived from the Constitution, namely, fairness; equity; accessibility; transparency; accountability; participation and professionalism. In guiding public service HRM, the White Paper laid emphasis on valuing diversity, increasing the delegation of managerial responsibility, and striving for efficiency and effectiveness.
- *White Paper on Public Service Training and Education (WPPSTE 1998)*: Among the challenges that were identified in the public service were the inappropriateness of the training and education provided by numerous in-service and external providers; and absence of a strategic, outcomes- and competency based approach to public service training and education. What the White Paper advocated was training and education that is directly related to the developmental needs of the public service, and linked to the principles of the National Qualifications Framework (NQF) and guidelines of the South African Qualifications

Authority (SAQA). Norms and standards would be set centrally to build a unified public service with a common culture and value system, but provision would be decentralised to state and non-state providers through a competitive framework. The SAMDI, higher education institutions (HEIs), provincial public service training institutes (PSTIs) and private providers would operate “as equals in a market environment” (WPPSTE 1998:par 4, 6.6, 6.7).

Many policies and strategic frameworks have since been developed and revised to strengthen the public service for accelerated policy and programme implementation (PSC 2008:10). The overriding tone of the discourse – probably ‘big D’ Discourse (Gee 2014:24) – is that of loyalty to the state, professional competence, procedural compliance, and structural uniformity, consistent with bureaucratic administration. The outward orientation is for the caring, effective and efficient provision of service to internal and external customers. There are apparent incongruities and tensions. For example, government remains at the centre of regulation while the project of national renewal and development is a responsibility of all sectors of society. Collaboration among role players is critical yet the environment in which they operate is competitive. The values of service, creativity, equality and inclusivity are nested within a regulatory discourse with commercial overtones.

## ii) Hierarchy

Discourse is structured; and so is human interaction. In formal relationships and spheres of work, we relate through orders of discourse (ways of representing, ways of acting, and ways of being) and social orders which are structured by the institutional and societal systems present. We observe the superiority of some knowledge sources and forms over others, and we structure spaces of engagement by roles, occupational groupings and locations. In the web of language and social activity are strands of power at different levels in the institution. In a bureaucracy, these practices typically follow vertical lines of authority and accounting. Apart from the cascade of power by legislation and regulation, hierarchy is an organising feature of the social structures of the public service (Martín Rojo 2001:61; Fairclough 2001a:24,31; Jørgensen & Phillips 2002b:62; Apple 2004:24; Lassen 2016:415). The codes of remuneration (CORE) for the public service make classifications according to the nature and demand of various occupational categories (DPSA 2002). For example:



- a) Elementary Occupations as well as Administrative and Service Workers (Levels 1–8).
- b) Junior Management Service (JMS) Levels 6–8.
- c) Middle Management Service (MMS) Levels 9–12:
  - Assistant Director (Levels 9–10), and
  - Deputy Director (Levels 11–12). The use of the MMS Competency Framework has transferred reference to MMS only to Levels 11–12, thereby pushing back (or down) Levels 9-10 to the JMS category.
- d) Senior Management Service (SMS) Levels 13–16:
  - Director (Level 13) and Chief Director (Level 14), and
  - Deputy Director-General (Level 15) and Director-General (Level 16). Although included in SMS, this layer of Heads of Department (HoDs) is also referred to as the Executive Management. Incidentally, heads of state owned enterprises and agencies commonly use the title Chief Executive Officer or Group Executive.

As a differentiation of levels of responsibility and seniority in corresponding job roles, occupational hierarchy establishes fixed patterns of social (professional) practices. The structuring secures patterns of contact among people, degrees of influence, access to resources, and decision making powers. The positional role of a manager in a context of firmly defined levels of responsibility and ordered lines of authority invariably reinforces the same hierarchy. With reference to the CORE, hierarchy encourages aspirations of career progression by management levels – from junior to middle, and senior to executive management. Inevitably, it is the accountability process of government that makes hierarchy a useful and indispensable mechanism to make the exercise of power possible and responsible in decentralised and distributed contexts of public service. The legislative-executive relationship is structured in a way that assists political leaders to “to reach down to all departments and agencies and determine who did what and why things went wrong” (Savoie 2011:25). Within the departments, the same chain of control through internal policies, instructions and procedures, and reporting, is aided by vertical structures. Social structures of hierarchy, therefore, may well be a legitimisation of leadership as control and accountability. Such structures would accordingly promote formalisation, rational and rule-based decision making and action, and standardisation of services (Fairclough 2003:223; Yeboah-Assiamah *et al* 2015:10). Even so, regulation, hierarchy, and bureaucracy do not have to be debilitating. As Fairclough (2001a: 24) puts it: “being socially constrained does not preclude being creative”.

### 3.2.2 Being a senior manager

Improved service delivery remains a fundamental priority of government. To achieve this we need a modern, people-centered public service – a public service that accepts both the challenges and opportunities of being a primary agent of the developmental state. To fulfil this role requires a flexible and creative public service, prepared for innovation and collaboration, working in partnership with all stakeholders, be they the community, other government departments and organs of state, the private sector, civil society organisations or international partners. This cannot be achieved without capable, committed, strong leadership and management. The modern public service requires leaders with an array of skills [...] in order to manage competing policy priorities and mandates, in complex organisational environments inhabited by people who bring with them a wide range of backgrounds, cultures and experiences. ~ DPISA 2003:i

The establishment of the Senior Management Service (SMS) on 1 January 2001 by promulgation of Chapter 4 of the PSR was in its intention a response to “the challenge of developing managers into leaders” and a quest to produce “a leadership cadre for the public service”. As a relatively small population of the public service, SMS members “must walk the talk” of government ideals, “serve with humility” and lead the delivery of “a globally competitive service to citizens” (DPISA 2000:1; 2008:1, 4). They must espouse the Constitutional values and principles for service, display the highest possible standards of ethical conduct, and be exemplary in the management functions they carry out. The latter incorporate strategic roles of shaping the vision, values and culture of their departments or institutions; creating enabling conditions for individuals and teams to thrive; supporting the expansion of individuals’ capabilities; and ensuring sustained implementation of policies and plans; avoiding any conflict of interest in their interaction with political office bearers and the public; and declaring their financial and private interests in line with the financial disclosure framework. As underscored in the PSR (2016, regulation 81), the SMS is created to:

- a) promote a public service management culture of excellence based on the values and principles in section 195(1) of the Constitution and the provisions of the Public Service Act;
- b) facilitate co-operation amongst management structures of departments;

- c) transfer organisational, managerial, professional and strategic expertise across the public service; and
- d) provide an organised network for the dissemination of policy, strategy and expertise.

In the broad definition of the SMS there are also specific characteristics that are promoted, monitored and rewarded by level of responsibility. *Table 3* below summarises the framework of competencies that are envisioned to create consistency in human resource management and development (HRM&D) processes, including recruitment, selection, performance management and professional development (DPSA 2008:57; 2011:5; 2013:par 6.1).

**Table 3: SMS responsibilities with underpinning competencies**

<p><b>Director-General:</b> Manage a Department, set the vision and strategic direction in order to achieve Departmental goals, and oversee programmes</p> <p><b>Deputy Director-General:</b> Manage a group of Chief Directorate functions and oversee the achievement of programme/Branch goals</p> <p><b>Chief Director:</b> Manage functions of Directors and components, and oversee the achievement of project/Chief Directorate goals</p> <p><b>Director:</b> Supervise operational staff at a Unit level and ensure adherence to policies, practices, procedures in order to achieve project/Directorate goals</p>	
<p><i>Core Competencies</i> (thought processes that influence behaviours and the functional characteristics that represent <i>what</i> needs to be done by SMS members in demonstration of their leadership and managerial roles):</p> <ul style="list-style-type: none"> <li>• Strategic capability and leadership</li> <li>• People management and empowerment</li> <li>• Programme and project management</li> <li>• Financial management</li> <li>• Change management</li> </ul>	<p><i>Process Competencies</i> (the most useful, externally observed set of behaviours that determine <i>how</i> leaders make successful or poor decisions; the process competencies influence the success of the core competencies):</p> <ul style="list-style-type: none"> <li>• Knowledge management</li> <li>• Service delivery innovation</li> <li>• Problem solving and analysis</li> <li>• Client orientation and customer focus</li> <li>• Communication</li> </ul>

This framing of the SMS is guided by dominant worldviews about leadership and approaches to leadership development, which emanate mostly from business and economic management sciences. There are several factors contributing to this circumstance:

- Prior to the democratic dispensation, leadership roles in the public service had not been explicitly defined. The new delineation of SMS for leadership roles was an extraordinary adjustment from the previous minimisation of public service seniority as implementation and enforcement of policy, and assurance of compliance. There was no real point of reference for “actual leadership agency” within the public service (Latib (2014:32).
- Even though leadership is now not completely disregarded in the disciplinary discourse, PA continues to lean toward *public management* and *managerial* concepts. This position is not arbitrary, as was discussed in the previous chapter. In the absence of a strong voice about leadership from PA, public service managers tasked with developing strategies and procedures for leadership development looked to psychology and business management for cross-disciplinary exemplars and answers. These are the same disciplines, besides political science, that swayed PA in its early days.
- Under the invocation of the *new public management* (NPM), the South African public service work environment has been receptive to private sector HRM&D consultants and nifty solutions for a range of organisational, management and leadership issues. This inclination corresponded with the “modernisation and implementation (1999–2004)” phase of public service transformation (PSC 2008:9).

### 3.3 Notions of leadership and leadership development

In assessing the study of leadership, Yukl (1989:253) declared that it is in a state of ferment and confusion owing “in large part to the disparity of approaches, the narrow focus of most researchers, and the absence of broad theories that integrate findings from the different approaches”. Twenty-five years thereafter, Collinson (2014:39) and Dickson and Biermeier-Hanson (2015:3) amplify that observation, stating that the theory and practice of leadership is beset with persistent ambiguities and elusive dynamics, which make leadership challenging to research and to enact. Allio (2013:11) and Antonakis (2017:8) share the sentiment that the study of leadership is “a work in progress” which still functions from a feeble paradigm concerning broadly adopted assumptions, conventions, frameworks and methods. Since these were (and may still be) similar statements made about PA, it cannot be presumed that leadership studies will remain

disparate without accruing significant scholarly discourse on its “big questions” (Behn 1995:315). For example, “major waves of conceptual, empirical, and methodological advances” have surfaced with identifiable themes (Lord, Day, Zaccaro & Avolio 2017:434), though never linear or entirely discrete.

### **3.3.1 Theoretical advances and contributions**

Work has been done on leadership theorising, however incomplete, from which we can gain insights and compare perspectives for our ETD endeavours.

#### *i) Great person, traits and behaviours*

Early perspectives on leadership are commonly traced back to the so-called ‘great man’ period, even though there were women who bore the characteristics of the kind of leadership ascribed to great leaders. Hence ‘great person’ is used as a more appropriate phrase to refer to the description of leadership by personal attributes and abilities. The ‘great person’ was understood to be a ‘born leader’, naturally endowed with an impressive personality and traits, including bravery, persuasion, intelligence, power and influence (Carlyle 1841; Bingham 1927; Schenk 1928; French & Raven 1959). It was soon realised that even ‘great’ personalities vary immensely (legendary characters, warriors, social activists, politicians, and others) and may be difficult or even undesirable to imitate.

Focus moved from traits, as something that a leader has, to leadership behaviours and leadership as a process. Empirical studies facilitated new and broadened views about leadership and leaders’ behaviours, styles, variables in interactions of leaders with followers, and their possible effects on individuals and their work. The general pursuit of behavioural studies of leadership was to find the best managerial behaviour, also seen as the most effective leadership style, which would be applied with success in all situations (Lewin, Lippitt & White 1939; Fleishman, Harris & Burt 1955; Likert 1961; McGregor 1960; Blake & Mouton 1964). Some of the findings suggested that general supervision with an employee centred approach led to greater improvement in morale and productivity than close supervision with a job or production centred approach. Also, management by control was contrasted with management by objectives (Drucker 1954), with caution against too much concern for economic ends to the impairment of “the human side of enterprise” and “the good society” (McGregor 1960:171). The inconclusive and

contradictory findings concerning the link of behavioural styles to specific outcomes remained one of the criticisms of these theories (Day & Antonakis 2012:8; Yukl 2012:66; Avolio 2007:26).

ii) *Situational and contingency theories*

The influence of context on leadership and leader-follower interaction came under spotlight when Stogdill reviewed 128 studies published on traits and characteristics of leaders. He found five categories that play a major role in leadership (Stogdill 1948:64): capacity (intelligence, verbal facility, originality, alertness, and judgment); achievement (scholarship, knowledge, and athletic accomplishments); responsibility (dependability, initiative, persistence, aggressiveness, self-confidence, and desire to excel); participation (sociability, cooperation, adaptability, and humour); and status (socio-economic position and popularity). His conclusion mentioned a sixth critical element: *situation*, which includes the capacity, skills, needs and interests of followers, and goals to be achieved. For Stogdill (1948:64-65), “an adequate analysis of leadership involves not only a study of leaders, but also of situations”.

Attempts were subsequently made to determine relationships between situations and managerial behaviours that might be construed as effective leadership. Theoretical contributions include Fiedler’s *contingency theory* (1964); Hersey and Blanchard’s (1977) *situational leadership theory*, the *path-goal theory* (Evans 1970; House 1971); the *normative contingency theory* (Vroom & Jago 1988); and the *multiple linkage model* developed by Yukl (1989). The weakness of contingency and situational leadership theories is that they are too technical and cumbersome to use. They may also oversimplify situations in which leadership styles are seen to be effective (Verwy, van der Merwe & du Plessis 2012).

iii) *Relational and social exchange models*

Graen and Uhl-Bien (1995:220-221) relevantly comment that previous typologies and taxonomies of approaches to leadership study have predominantly stayed at the level of manager or leader characteristics and their effectiveness in different situations. It was thus necessary to give equal value to the dimensions of leader; follower; and relationship – illustrated as three intersecting spheres. Social exchange and relational theories include

the *leader–member exchange (LMX)* which points out an evolving pattern of ongoing exchanges between the leader and the member, and may even see revisions of roles and status (Dansereau, Graen & Haga 1975); *emergent leadership theory* which encourages paying “greater attention to followers and their role in understanding and promoting leadership” (Hollander & Offerman 1990:181,183); Hollander’s (1992) *idiosyncratic credit model*; and Bass’s (1990) *transactional leadership*. These theories foregrounded the dyadic (two-way) relationships of leader and follower, and the importance, even power, of followers in influencing the nature and effectiveness of leadership relationships. The notion of emergence also cast light on leadership as a distributed phenomenon, not a preserve of a special person (Gronn 2000, 2011; Northouse 2013:169).

iv) *Transformational, transcendental and service perspectives*

Transformation, rather than transaction, has been advanced in an attempt to describe a kind of leadership that rises above personal interest to the group, organisation, or society (Bass 1990:53). Extending Burns’ idea of transforming leadership (1978), Bass distinguished transactional leadership from what he referred to as *transformational leadership*, which “occurs when leaders broaden and elevate the interests of their employees, when they generate awareness and acceptance of the purpose and mission of the group, and when they stir their employees to look beyond their own self-interest for the good of the group” (Bass 1990:21).

This orientation is associated with superior leadership performance that may be achieved through (a) use of charisma, referred to as idealised influence, to encourage followers/employees to dedicate themselves to highest ideals for themselves and others; (b) inspirational motivation, which includes communicating a clear vision and high expectations of the organisation, and enhancing employees’ confidence and commitment to a shared purpose; (c) being individually considerate and genuinely attentive, thereby meeting emotional needs of individual employees; and (d) intellectually stimulating employees, encouraging them to challenge leaders’ and own beliefs, and helping them solve problems in innovative and personally satisfying ways (Bass 1990:21; Bennis & Nanus 1985; Northouse 2013:185-190).

Bass (1990:30) concedes that transformational leadership does not necessarily replace transactional leadership. Besides, in the hands of a pseudo-transformational leader, charisma can be misused to serve the leader's self-interests, misdirect the course of the organisation, and distract attention away from vital warnings (Conger 1990:44,50). Hollander (1992:51) flags the recklessness of accepting a grand vision from a kind of charismatic-transformational leader without scrutinising that vision and its plausible or identified consequences. For Gardiner (2006:72), *transcendent leadership* is a phrase that helps us get closer to a world where human talents and energies can be optimised for the advancement of all – personally, organisationally, and globally. Selflessness marks a transcendental leader, whose compassion for others and truthful concern for the wholeness of humanity and the planet outweighs personal interests (Bohm 1980; Gardner 1990, 1995). The concept of *spiritual leadership* seems to intersect with the ideals of transcendental leadership, although criticised for incoherence and lack of a definitive base especially for workplace application (Fry 2003:727; Avolio, Walumbwa & Weber 2009:437). Akin to transformational and transcendental leadership, *servant leadership* (Greenleaf 1977) stresses increased service to others. The servant leader is impelled by service first, sense of duty to people and the community, and a desire to develop people and help them flourish. Ten attributes that define servant leadership have been identified (Spears 1996:33; 2005:3-4; Avolio *et al* 2009:436): (a) listening, (b) empathy, (c) healing, (d) awareness, (e) persuasion, (f) conceptualisation, (g) foresight, (h) stewardship, (i) commitment, and (j) building community.

Stone, Russell and Patterson (2004:356) assert that transformational leadership and servant leadership “are both high-order evolutions in leadership paradigms”. Their complementary value is seen in their concern for people first, without undue disregard for production. Moreover, the idea of *steward leadership* (Block 1993) sees the leader as someone who is entrusted with the prized resources and interests of another, for a greater purpose. The steward leader is understood to be in service to, and is accountable for the wellbeing of, the team and organisation, the community, and the greater environment.

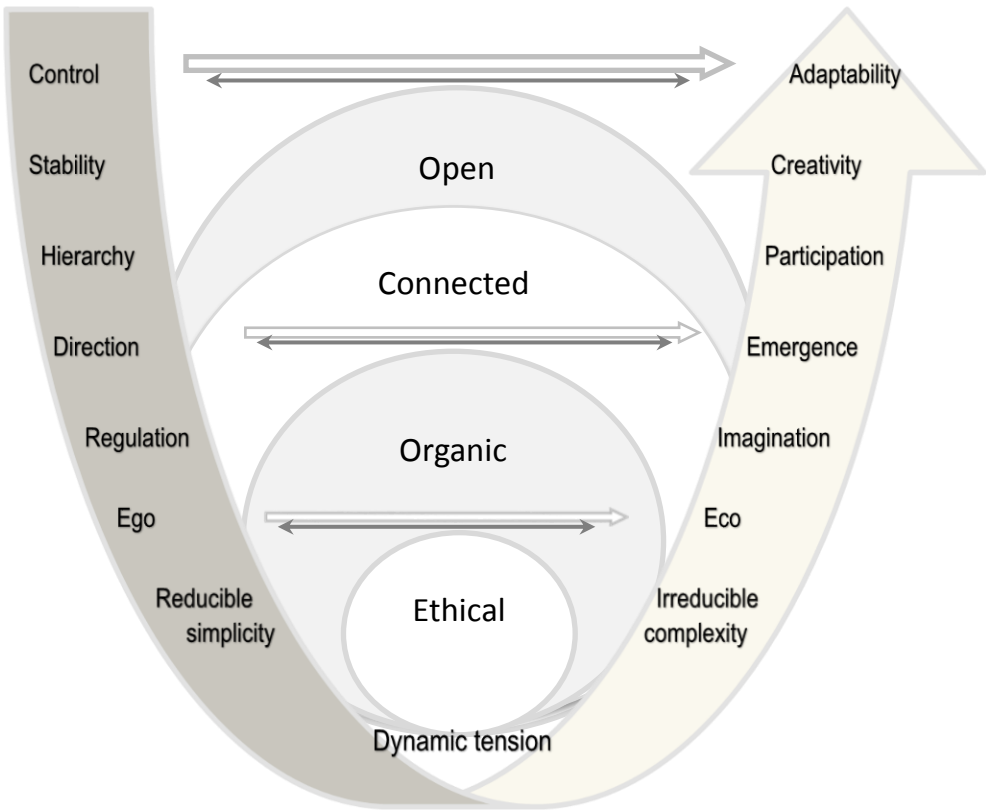
v) *Adaptive eco-leadership*

Chaos, complexity and open systems theories are considered to be part of the ‘new sciences’ that offer useful ways of looking at increasingly uncertain, complex, and exponentially changing conditions of working and relating (Katz & Kahn 1978; Prigogine



& Stengers 1984; Wheatley 1992/1999; Holling 2001; Fairholm 2004; Scharmer 2009, 2013). Seeing organisations as *complex adaptive systems* (CAS) requires a different kind of leadership from that applied in traditionally bureaucratic environments (Wheatley 2006:35; Ackoff 1993:51-53). According to Uhl-Bien, Marion & McKelvey (2007:299), environments of CAS involve naturally emerging “networks of interacting, interdependent agents who are bonded in a cooperative dynamic by common goals, outlook, need, etc.” Their multiple, overlapping and variable structures are amenable to adaptive learning and creative problem solving.

Western (2008:174; 2010:36) extends this idea to what is referred to as *eco-leadership*, which serves organisations and communities that are conceptualised as ecosystems. The worldview of eco-leadership is one that values all living things on the planet, and the connectivity and fragility among them. It promotes ethical and dispersed leadership, emergence, organic growth, and the confidence in letting go of control. There is inevitable tension between the order maintaining and the adaptability promoting systems, as illustrated in *Figure 9*.



**Figure 9: Dynamic tension between closed contexts and complex ecosystems**

The foregoing is by no means a comprehensive exposition of leadership theories, for these continue to grow from many fields and settings. Rather, they highlight the reality that conceptualisations of leadership, and worldviews from which leadership is studied, carry certain influences and intentions which must be uncovered in ETD efforts for fostering what is presumed to be leaders and leadership.

### **3.3.2 Leadership and leader constructs and contexts**

Concepts and the words used to explain them are imbued with ideological interests and naturalised ways of making and giving meaning in a particular context. No form or means of representation of any phenomenon is finite. *Table 4* and *Table 5* respectively present in simple chronological order of references without suggesting disconnection in the advancement of discourse, some of the expressed definitions and depictions of the constructs of *leadership* and *leader*.

**Table 4: Some definitions of leadership**

**Reciprocal inspiration:** As a social process, leadership is that social interstimulation which causes a number of people to set out toward an old goal with new zest or a new goal with hopeful courage – with different persons keeping different places. (Bogardus 1929)

**Situation-dependent interaction:** A relation that exists between persons in a social situation, and that persons who are leaders in one situation may not necessarily be leaders in other situations. (Stogdill 1948:65)

**Individual behaviour:** The behavio[u]r of an individual when directing the activities of a group toward a shared goal. (Hemphill and Coons 1957:7)

**Transforming:** Such leadership occurs when one or more persons engage with others in a way that leaders and followers raise one another to higher levels of motivation and morality. ... thus it has a transforming effect on both. (Burns 1978:20)

**Collaboration:** The accomplishment of group purpose, which is furthered not only by effective leaders but also by innovators, entrepreneurs, and thinkers; by the availability of resources; by questions of value and social cohesion. (Gardner 1990:28)

**Influence:** The process of influencing others to understand and agree about what needs to be done and how it can be done effectively, and the process of facilitating individual and collective efforts to accomplish shared objectives. (Yukl 1999:7)

**Ethical leadership:** The demonstration of normatively appropriate conduct through personal actions and interpersonal relationships, and the promotion of such conduct to followers through two-way communication, reinforcement, and decision-making. (Brown, Treviño & Harrison 2005:120)

**Relational influence:** A social influence process through which emergent coordination (i.e., evolving social order) and change (i.e., new values, attitudes, approaches, behaviors, ideologies, etc.) are constructed and produced. (Uhl-Bien 2006:667)

**Developmental leadership:** The process of organizing or mobilizing people and resources in pursuit of particular ends or goals, in given institutional contexts of authority, legitimacy and power (often of a hybrid kind). (Lyne de Ver 2009:9)

**Table 5: A range of leadership and leader depictions**

	<p>A leader is a <b>symbol</b>; provides a target for action when things go wrong (Pfeffer 1977:210)</p>		<p>A leader is, in part, an <b>actor</b>; one who can separate him/herself from organisational failure and associate him/herself with organisational success (Pfeffer 1977:211)</p>
<p>Can you read this?</p> 	<p>Leadership is a <b>language game</b> (Pondy 1978:96)</p>		<p>Leadership is the <b>management of meaning</b> (Smircich &amp; Morgan 1982:261)</p>
	<p>In a learning organisation, <b>leaders are designers, stewards and teachers</b> (Senge 1990:340)</p>		<p>Leadership is a <b>social myth</b> (Gemill &amp; Oakley 1992:42)</p>
	<p>Leadership is a <b>form of human development</b> (Olivares 2008:532)</p>		<p>Leadership is a <b>virtue</b>: a set of features, characteristics or behaviours that are generally approved of, even if the outcomes may not be (Spicker 2012:43)</p>
	<p>Leadership is an art or a craft (Allio 2013:4)</p>		<p>Leadership is mobilised as a <b>label of exclusion</b> (Eacott 2013:95)</p>
<p>The formulation of a problem is often more essential than its solution, which may be merely a matter of mathematical or experimental skills.</p> 	<p>Leadership is a <b>solution in search of a problem</b> (Ehrensals 2015:73)</p>		<p>A turnaround leader is a <b>superleader like Zorro</b>; sweeps in, leaves a mark and moves on to repeat the process elsewhere (Ehrensals 2015:73)</p>
	<p>A transformational leader is an <b>alchemist</b>; must be able to turn lead into gold (Ehrensals 2015:73)</p>		<p>A distributive leader is an <b>illusionist</b>; makes centralised control appear as local control and empowerment (Ehrensals 2015:75)</p>

In a cognitivist sense, a concept is generally conveyed through a definition or description. Whereas a definition is taken as a statement of the meaning that is given to a term or concept, a description includes an explanation of the nature and characteristics of the phenomenon represented by that term or concept. Descriptions tend to be more elaborate and can even be delineated pictorially, symbolically or metaphorically. So, descriptions assume a constructionist and discursual function in the sense that they convey more than just a literal meaning – they connote assumptions, values, beliefs, and their socio-political associations, in the context of use (Fairclough 2013:178; Endres & Weibler 2016:5).

The diverse contexts from which leadership understandings and problematisations are derived give rise to multidimensional portrayals of *leadership* and *leader*. This diversity of understandings could be seen as part of an inherent paradox. There is a need to restrict the sprouting of diversity in order for a common perspective to be possible; yet it is from the lushness and complexity of the leadership phenomenon that its existence and meanings can be explored (Alvesson 1996:458). For example, Perruci and Mcmanus (2013:52) have petitioned: “*It is time for leadership to inform other disciplines*, as opposed to only the other way around” (italics original). But, Ehrensals (2015:73,79) encapsulates the capriciousness of leadership this way:

Leadership [...] is a floating signifier. It absorbs rather than emits meaning; therefore it means everything and nothing at the same time. [...] Consequently, the meaning and discourse of leadership shift to meet the needs of power in a particular context and moment in time.

### **3.3.3 Leadership development**

If leadership is generally understood as a necessary and worthy quality, process, outcome and ideal, and lends itself to being nurtured and practiced, it follows that leadership development is indispensable to, if not wholly intrinsic in the leadership discourse. Day (2001:582) and Olivares (2008:539) see leadership development as a continuous, human centred and future oriented process that enhances the collective capacity of organisations and relationships so as to engage effectively with situations and change. Leadership development is necessarily greater than leader development, since the former is located in human agency and social networks, not just individual competence. Simultaneously, the obligation of leadership development in practice rests with leaders, regardless of where they are in the system of functions and roles. They

promote continuous learning, enable others to become leaders, and collectively shape the organisational culture and expand its capacity.

In the same way as there are countless views about what leadership is, there are also numerous propositions about ways of cultivating and enhancing it. Human resource development (HRD) specialists internally, in cooperation with external consultants, usually design or choose from existing leadership development programmes those that are deemed relevant for their environment and for the achievement of projected outcomes. It has to be noted that leadership development cannot be simplistically taken as choosing a leadership theory and implementing ETD strategies matched to that theoretical perspective. There are other internal and external networks, structures and processes that are tied to the leadership and leadership development complexity. From an organisational standpoint, the resultant condition would be one where the demarcation between leadership development and organisational development practices is blurred in the interest of multi-level development (McGurk 2009:466; Day *et al* 2014:63-64,79). Lord *et al* (2017: 446) remark that research interest in more collective forms of leadership and leadership capacity development is lagging behind its actual practice.

*Table 6* provides a summary of leadership development approaches with their corresponding theoretical underpinnings. Like leadership studies, leadership development approaches and strategies mirror somewhat the turns from great person to a collective, concern for organisational efficiency and effectiveness to concern for society and the planet, and the alternating concurrence of different trends.

**Table 6: Leadership development approaches and theoretical underpinnings**

Leadership development approach	Theoretical underpinning	Intended outcome	Main interventions and methods
Differentiation of leaders from managers	Supervisors, managers and leaders are very different kinds of people and play different kinds of roles  Leadership is demanded incrementally as managers progress from limited responsibility to organisation wide responsibility (Blake <i>et al</i> 1964; Zaleznik 1992; Bennis,2003; Fairholm 2004; McGurk 2009; Charan <i>et al</i> 2011; Verwy <i>et al</i> 2016)	Complementary benefits of operational, tactical and strategic synergising  A sustainable leadership pipeline across all organisational levels  Demonstrable business benefits and achievement of specific deliverables	Outcomes based management leadership development (MLD) programmes  Specialist consultancy support  Coaching and mentoring  Job rotation and role expansion
Development of leadership qualities and behaviours	Qualities required of leaders can be developed (if not already present as natural traits) and measured  Good leaders have mastery over a range of behaviours to suit the demands of different situations (Lewin <i>et al</i> 1939; Fiedler 1965; Goleman 1995; Hersey & Blanchard 1988; Yukl 1989, 2012; Vroom & Jago 2007)	Higher emotional maturity, authenticity, integrity and related qualities  Improved influence by appropriately eliciting leadership behaviours and styles for tasks and relationships at team, work unit, or organisation level	Self-development programmes  Training aligned to taxonomies of leadership behaviours  Behavioural change assessments  Coaching and 360° feedback mechanism
Development of leadership competencies	Knowledge, skills and attitudes/attributes required for leadership roles can be classified and developed according to job functions and levels of work (Holton 2000; Alimo-Metcalfe & Alban-Metcalfe 2004; Salaman 2004; Bolden & Gosling 2006; Veldsman & Johnson 2016)	Increased productivity and return of organisational investment  Increased talent management and a sustainable leadership pipeline at all levels  Objective standards of recruitment, development, promotion and career planning	Training aligned to taxonomies of knowledge, skills and attributes by job level and function  Generic and functional competency based programmes  Psychometric batteries for competency based profiling and assessment
Development of transformational leadership	Leadership entails shaping the organisational destiny, linked to its social context  Only transformational leadership can equip the organisation for turbulent times when they occur	Inspired teams that commit to a common vision and break through their own limitations and their organisation's	Workshops and conferences  Leadership circles and dialogues  Scenarios, stories, games and simulations

Leadership development approach	Theoretical underpinning	Intended outcome	Main interventions and methods
	(Burns 1978; Bass 1990; Salaman 2004; Gardiner 2006)	Collective ownership of organisational performance and its effects	
Vertical development	The capacity to lead from an ambiguous, emerging future requires vertical development, which awakens and fast-tracks new actions based on a whole new way of seeing (Schein 2004, 2010; Scharmer 2009; Petrie 2014; Carvan 2015; Odendaal 2016)	Observable, qualitative change in the way known and new situations are structured and acted upon  Accelerated emergence of leaders at critical junctures and at multiple levels in the organisation	Learning owned and determined by the individual  Tailored developmental scaffolding  Experiential learning, interspersed coaching, mentoring and peer evaluation
Organisational and social learning	Organisations are learning spaces; organisational learning integrates learning into everyday practices and culture of the organisation  Learning and leadership are social processes, rooted in community, in the context of work (Senge 1995; Wenger <i>et al</i> 2002; Schein 2004, 2010; Scharmer 2009; Verwy <i>et al</i> 2012; Veldsman 2016)	Effective support of learning transfer in the workplace  A common leadership brand that is entrenched and lived throughout the leadership community  Shared experiences, meanings, and organisational memory	Action learning groups and communities of practice  Leadership summits, breakfast conversations, monthly communication sessions  Online learning portal  Coaching and mentoring
Globally responsible leadership	For sustainable development, organisations are accountable for their performance financially, environmentally and socially  Meaningful social change depends on networks of local, regional and international collaborations among private, public and non-governmental sectors (Wheatley 2005; Brooks & Normore 2010; GRLI 2008; ALCRL 2016)	Sustainable value creation in six capitals: financial, manufacturing, human, natural, social and intellectual  Increased social competence and literacies for meaningful integration of local and global dynamics  Global ethical and inclusive leadership for the good of the world and planet	Inter-/multi-sectoral communities of learning  Dialogues, seminars, conferences, summits  Joint action research and action learning projects  Open source and open learning portals



i) Development agendas

From a societal development standpoint, the conceptualisation of development is further broadened as part of capacity development. The World Bank (Capacity Development Resource Centre online) offers the following definitions, with a particular bias toward learning and leadership:

- *Capacity*: The availability of resources and the efficiency and effectiveness with which societies deploy these resources to identify and pursue their development goals on a sustainable basis.
- *Capacity development*: A locally driven process of transformational learning by leaders, coalitions and other agents that leads to actions that support changes in institutional capacity areas – ownership, policy, and organisational – to advance development goals.

In this vein, capacity development and leadership development belong together in fostering institutional and societal capacity for the achievement of common interests and goals. For example, countries severally and collectively take leadership in the formation and realisation of agreements, charters, protocols and conventions. Other coalitions between the state and the rest of society also arise for the collective purpose of driving social development agendas and economic growth projects. *Leadership development* supports the capacity of individuals and institutions to overcome obstacles, generate and share resources, and sustain combined accomplishments. In turn, *development leadership* is born in the cooperative pursuit of specific development goals in contexts of dynamic structures of power (Lopes & Theisohn 2006:35,40; Lyne de Ver 2008:4; 2009:9).

The development discourse is not neutral, and has been challenged for the unequal power relations which allow the powerful to lay down a path to be followed towards the development and empowerment of others. A post-development perspective, like the reconstructionist stance, recognises diversity and foregrounds reciprocity and holistic expansion of human capability. A post-development view to leadership development would therefore acknowledge that the constructions of what counts as leadership and development are influenced by the veiled big 'D' Discourses (Barge & Fairhurst 2008:232; Gee 2014:24; Daweti 2005b:93-94).

ii) Scope of development

We respect ability, competence and talent.

Now our economy is growing.

Our prosperity is increasing.

We are energised by our resourcefulness.

~ NDP Vision Statement (The Presidency 2012:17)

The approach to development that is espoused in South Africa's National Development Plan (NDP) is one that prioritises the transformative and developmental role of the state, supported by capable and committed public servants, and strong leadership in state institutions and all sectors of society. The NDP envisions a capable and developmental state in which capabilities and living standards of all citizens are enhanced. The capacity of the state is further demonstrated in well formulated and effectively implemented national interventions, and the active participation of all role players, to correct historical structural imbalances and drive inclusive, rapid and sustainable economic growth and social development (The Presidency 2012:1,409).

To illustrate the multi-layered scope of development and the understandings that guide its application, the following related terms are differentiated:

- **Capacity** is essentially the power to hold, receive or accommodate; it addresses 'what' and 'how much of that' is available for the accomplishment of a task and attainment of a goal. Organisationally, capacity refers to the wherewithal to use and improve capabilities to achieve individual, division or organisational goals (Vincent 2008:1; Tyler 2004:156).
- **Capability** is seen as a feature, faculty or process that can be developed, improved and deployed, and by which people's competences can be expended. At the level of an individual, capability denotes what a person is (and believes is) able and willing to be or do. Capability addresses the question of 'how to access and apply the competence required to do what needs to get done' (Vincent 2008:1; Verwy *et al* 2012:25,26)
- **Competence** builds on capability. It is seen as the quality or state of being functionally adequate in knowledge, experience, skill, attitude and values. Competence signifies individual and collective know-what, know-why, and know-

how (Vincent 2008:1; Muller 2009:214; Verwy *et al* 2012:25,26) for a specific context.

- **Competencies** are taken to be demonstrable knowledge, skills, behaviour and aptitude that a person can apply in the work environment, which indicate a person's ability to meet the requirements of a type of role or a post (DPSA 2005:3; PALAMA 2008:7; Verwy *et al* 2012:26).

### 3.4 Appropriation and recontextualisation

General understandings and discussions ('little d' discourse) of leadership and leadership development are always inconspicuously ingrained in the ideologically powerful social practices devised and the linguistic resources provided to frame and contextualise those understandings in the first place ('big D' Discourse). Leadership is therefore ideological in all its "situational, attributional, dialogic, and constructionist" forms (Fairhurst 2009:1616), and its Discourses sometimes converge, transect, clash, keep in parallel, weaken or reform.

The definitional sprawl and disciplinary spread of leadership to which Lyne de Ver refers (Lyne de Ver 2008:7,11; Veldsman & Johnson 2016:169-313; Bolden 2006:27-49) can be seen in sector or occupation based differentiators such as business leadership, entrepreneurial leadership, education leadership, political leadership, community-based leadership, cultural leadership, sport leadership, youth leadership, medical leadership, conservation leadership, and so on. Furthermore, because leadership is basically a discourse practice, it forms part of a bigger field in which power struggles over meaning happen (Anderson & Mungal 2015:809, 813). Powerful actors in the leadership arena such as scholars, consultants, specialists, policy makers and institutions, make use of **languages of legitimation** each time they make knowledge claims and corresponding validity claims, or participate in particular social practices to advance their d/Discourse. By means of this language – a resource of their lifeworld – they carve out their systems of ideas and maintain intellectual and institutional spaces within a broad social environment (Habermas 1976:10-13; Maton 2000:149; Maton & Moore 2010:37,57).

### 3.4.1 A critical view

So far, conceptualisations and definitions of leadership have drastically diminished the great person's traits and abilities, recognised both leader and follower in influential and emergent interaction, and cast focus on normative expectations of leadership in ever-changing situations. A number of intersections and ambiguities remain though, such as in distinguishing leadership from management and leader from leadership. Many of the behaviours, roles, and conditions attributed to leadership and leaders are described in managerial and management terms (McGregor 1960; Blake & Mouton 1964, 1978), while dichotomies between managers and leaders are accentuated (Bennis & Nanus 1985:21; Kotter 1990:103; Zaleznik 1992:127-128; Fairholm 2004:379). Similarly, in the construction of leadership as different from management, and a leader as separate from but relating to followers, the latter are constituted as 'the other', against which leaders are defined. Therefore, as Marturano, Wood and Gosling (2005:7) poignantly observe, "Once the leader is no longer treated as a separate and cohesive thing-in-themselves, they cease to have a positive identity".

The insistent view in leadership theorisation is that of an individual, or elite team, to whom causality in a situation is attributed (Marturano *et al*/2005:8; Gemmill & Oakley 1992:117). Pfeffer's (1977:210) strong assertion is that "leadership is attributed by observers" and the privileging of leadership and leaders is reinforced through the social construction of meanings, in a particular relationship with the social space. For example, in their recent study in the higher education and health sectors, Chiu, Balkundi and Weinberg (2017: 346) arrived at this conclusion: "Managers are appointed by the organization, but leaders are anointed by their followers. Additionally, the process by which followers see leadership in their managers occurs not only through formal organizational mechanisms but also through the informal networks surrounding managers". These could be 'language games' (Pondy 1978), by which there is *a posteriori* identification and labeling of leadership, based on *a priori* assumption that leadership exists. "That is, leadership is present in a context in which it was already decided that leadership existed – a rather tautological situation" (Eacott 2013:93-94).

Also, recent swings in emphasis – from great person's traits to authenticity and self-awareness, from planned goals and structured direction to visioning and influence, from economics oriented transactional leadership to humanitarian oriented transcendental

inspiration – may simply be a form of neo-traitism (Dickson & Biermeier-Hanson 2015:1). For instance, although the conception of *thought leadership* is not that new (e.g. Storey & Mangham 2004:344; McCrimmon 2005; Ryde 2007), there is now an upsurge of *thought leaders*. These are persons considered to be authorities in their fields, whose ideas and opinions are trusted, and whose ‘engaging personalities’ and ‘passionate positions’ enable them to have publicity and ‘a tribe’ of followers (Midgley 2017:5; thoughtleadershiplab.com). Such trends have led to a view that “the fervour of the cult of leadership” has sponsored the creation of new leadership models and labels, which could just be “mutton dressed as lamb” in order to promote some book or programme (Spicker 2012:37,43; Western 2008:173).

These developments feed from and perpetuate the privileging of *leadership* as nobler than the lesser labels of *management* and *administration*. A linguistic turn has thus been accomplished in the cross-over of *leadership* from everyday language into scholarly discourse in different academic disciplines, and in the rise of *leaderism* from *managerialism* (Anderson & Mungal 2015:813; Eacott 2013:91,96-97; Bush 2008:275-278).

### **3.4.2 Public service leadership orientations**

Given the character of government employment as service, accompanied by its agenda of social transformation, it is not difficult to find compatibility with the worldview and aspirations of transformational leadership and servant leadership. As Spears (1996:34-35) sees it, servant leadership is best suited for the public sector, including non-governmental and non-profit organisations. From the complementary steward leadership perspective, those who make service their primary concern are able to direct and assert themselves for the achievement of organisational goals without undue controls and prescripts. Fairholm (2004:379) explains that this does not mean that hierarchy no longer exists. On the contrary, hierarchy is used to surrender control, rather than hoard financial, human, and informational resources. Servant leadership and stewardship call for, and stimulate in people, high levels of personal integrity, moral and ethical consciousness, and accountability. Consequently, increasing focus is being directed to the ethical, authentic, and values-based dimensions of leadership (Brown, Treviño & Harrison 2005; Avolio *et al* 2009; Busch & Murdock 2014; Copeland 2014). These ideals are in alignment

with Constitutional principles and values that govern public service, and they are as desirable and obligatory to institutionalise as they are delicate to nurture.

When comparing private, public and higher education sectors, Shokane, Stanz and Slabbert (2004:6) found that transactional leadership was prevalent in the public sector institution. They concluded that the administrative nature of the public sector environment might be restricting the origination of transformational leadership. As Bass (1990:30) warned, transformational leadership is not a panacea. There will always be situations for which transactional processes are indicated.

In embracing the values of competition and modernisation, along with the need to achieve economy, efficiency and effectiveness in the use of resources, the public service keeps on improving its systems and operations. Here also lie opportunities for discretionary innovation and institutional excellence, which are attached to the goals of service delivery and national development. Notwithstanding intermittent blunders and predicaments, administrative and operational efficiencies in large service departments are benefiting the public in areas such as social grants administration, provision of resources and learning materials to schools, tax filing and revenue services, and the issuing of identity documents (DPME 2012b). It is perhaps this coexistence, if not conflation, of administration and management with leadership in the context of public service that is significant. In this regard, Fairhurst (2009:1615) and Ehrensall (2015:71) remark that the manager's role is made exceptional in a circular logic: a manager is superior by position and the job of managing is extraordinary because it is performed by those in higher positions. Moreover, the greater the delegated scope of managerial empowerment and discretion, the greater the need for accountability measures. In the general state of affairs noted by Savoie (2011:25) very little in government is not tilted for measurement – from performance management systems and procedures to programme implementation and monitoring. The underlying belief is that through established performance standards, accountability will be more effective and the performance of politicians, public servants and civil society will be more transparent to monitor. This approach fits with NPM's concern for outputs, standards of good management, and performance monitoring and evaluation.

Accordingly, the competency mindset has found utility for making leadership seem reducible to numerable, observable and measurable items of knowledge, ability and

behaviour. From a regulatory point of view, competency frameworks provide a toolkit for the naming of standards for job profiling and definition, identification of specific qualities for recruitment and selection of candidates to managerial positions, management of performance and outputs at different managerial levels, clarifying areas for personal development, and determining components for ETD programmes. Thus, the value of the competency approach is understood to be that it provides an objective tool for systematic comparison, evaluation and measurement, and that it offers a shared language to organise work, people, and boundaries (Salaman 2004:61,66). The competency approach is well established and the South African framework has found archetypes in Australia, Canada, New Zealand the UK, and the USA (Rosenbaum 2003; Amyot 2007; Charih, Bourgault, Maltais & Rouillard 2007; Richards 2008; Schwella 2008; Jarbandhan 2011).

From the viewpoint of formal structures and orders of discourse, Ramaite (2002:19) offers a summary of three interlinking orientations to public service leadership:

Within the ambits of contemporary approaches and orientation to leadership and leadership development, there are few intersecting trends. The first trend is reflected in the focus on identifying critical leadership attributes and skills and articulating these as attributes and skills that demonstrate good leadership. [...] The second trend is reflected in a focus on creating the institutional context that facilitates the exercise of leadership. In this case, leadership is more about creating the appropriate institutional context, rather [than] about the personal attributes of senior officials. The third and overlapping trend, is reflected in a growing focus on education and training interventions to build appropriate leadership capabilities within the Public Administration system. The difficulty with these trends and the dominant approaches and orientations to leadership, is that they often entail [...] attempts to build super-individuals, who embody a 'shopping list' of essential leadership attributes and skills.

Bolden and Gosling (2006:154), however, suggest that the discursive use of competencies could compensate for their weaknesses. It is possible to see competence and competencies as offering "a vocabulary with which organizations can articulate and express their priorities and help make sense of the lived experience of people in leadership roles".

### 3.4.3 Public service leadership development programmes

Driven essentially by interest in outcomes based and credit bearing programmes, ETD endeavours tend to be structured around courses and formal learning programmes, with a combination of attendance and online learning, and workplace assignments. This is the case for the management and leadership development programmes available through the National School of Government (NSG). The model on which the Foundation Management Development Programme, Emerging Management Development Programme, Advanced Management Development Programme, and the Executive Development Programme (FMDP, EMDP, AMDP and EDP) are designed, is borrowed from the leadership pipeline notion by Charan, Drotter and Noel (2011). The model, as illustrated at **Annexure B**, also resonates with the ladder of responsibilities that differentiate junior, middle, senior and executive managers, i.e. managing self, managing others, managing managers, managing a function, managing a group of functions, and managing a corporate or enterprise. The categorisation has been recontextualised to match the conditions and discourse of the public service, as shown in *Table 3* earlier, even though the managerialist register remains. The managerial focus of the NPM and the era of management development institutes, as predecessors of schools of government and schools of governance, continues to hold sway.

Having been conceived and developed in the South African Management Development Institute (SAMDI) era as the Presidential Strategic Leadership Development Programme (PSLDP), the Executive Development Programme (EDP) remains the main intervention for supporting the capacity development of senior managers (PALAMA 2011a; 2011b). It is decisively aligned to the SMS Competency Framework, and brings together theoretical understanding and contextualised application of the themes of the various competency areas. As shown at **Annexure C**, the ten modules of the EDP are named as follows:

- i. Strategic planning and management
- ii. Financial management and budgeting
- iii. Strategic human resource management
- iv. Programme and project management
- v. Policy formulation and implementation
- vi. Leadership for good governance
- vii. Communication and citizen focused strategies
- viii. Leading change



- ix. Research methodology
- x. South African economy in a global context.

*Project Khaedu* which involves a practical work-related team project and action learning at a site of service delivery, *Mentoring for Public Service Managers* and *Leading Innovation in the Public Service* are credit bearing learning programmes mainly intended for SMS. Together with the EDP, the angle and content of these formal programmes serve to enhance managerial leadership in the sense used by Hambleton and Howard (2013:56) and Nkwana (2014:85), i.e. development of capabilities of public servants whose role is to plan and manage the delivery of services. In departments with a strong capacity development focus, on-the-job learning is continuously facilitated through experiential learning, mentorship and coaching, and other purposeful interactions. These kinds of arrangements highlight the role of the institution in creating enabling conditions for learning and for engendering desirable social practices, while encouraging individuals to participate in relevant programmes for continuous professional development.

The EDP, Project Khaedu and Mentoring for Public Service Managers are also the trio that constitute the Accelerated Development Programme (ADP) to support the sustainable pool scheme. This initiative was introduced in 2006 after the development of the MMS Competency Framework, with the purpose of fast-tracking the development of middle managers in order to create a pool of well qualified managers that can compete for SMS positions. By targeting persons with a proven track record of high performance as managers, preferably women, at salary levels 11–12, and persons with disabilities at salary levels 9–12, the ADP sought to contribute to creating a more demographically representative and equitable SMS. The combination of the programme components and facilitation methodologies would prepare participants for the challenges of functioning in senior management (PSC 2008:77; PALAMA 2009a; 2011; Labuschagne 2016).

Amid the mainstream management development programmes couched in the leadership pipeline model, there are seminars and workshops around pertinent themes and issues. The NSG offers technical (also referred to as functional) skills programmes, which are meant to support specialised functions of managers in areas such as supply chain management, organisational design, job evaluation, training of trainers, project management, and monitoring and evaluation. In a responsive way and in collaboration with other stakeholders, strides forward have been made in providing management and

leadership development programmes that are contextualised for the local sphere and the legislative sector. Through these programmes and interventions, the NSG has “competitively” maintained its place, sometimes with difficulty, among provincial public service training institutes (PSTIs), universities, and private providers as envisioned by the WPPSTE (1998). However, the Public Service Commission reports that in comparison with competencies that are found to be “inherent in the seniority of positions and the loyalty and commitment of the appointed leaders” in developmental states, *political* and *economic* competencies are missing in the South African Public Service SMS Competency Framework (PSC 2016:54; DPSA 2003a, 2013). A recommendation is made for the SMS Competency Framework to be reviewed in order to incorporate these two competency dimensions, as well as *technical and/or functional* competencies, indicators and behavioural attributes. There is an inherent expectation that the NSG would accordingly provide focused programmes to enhance SMS capacity in these areas.

The combination of leadership development programmes on offer is heavily shaped by worldviews that tend to set leaders apart from managers; predetermine and promote desired leadership behaviours; and objectively assess and reward the demonstration of explicitly stated competencies. The importance of institutional conditions to promote collaborative, peer and social learning is still outweighed by individualistic vertical development endeavours. This position is entrenched in the Performance Management Development System (PMDS) by the restatement of the core and process competencies as core management criteria (CMC) for individualised performance management; the inclusion of the personal development plan (PDP) in the annual performance cycle; and in the Directive for SMS members to complete at least eighteen mandatory training days every three years, through interventions that address generic managerial competencies and/or technical or professional competencies (DPSA 2003a; 2016).

A mechanistic and uncritical use of competency frameworks for leadership development, as Endres and Weibler (2016:9) warn, would frustrate the development of more inclusive and situated forms of leadership that are appropriate for complex environments. When viewed as a complex adaptive system (CAS), the public service would have to promote three important leadership roles that are intertwined within and across people and actions in a bureaucracy (Uhl-Bien *et al* 2007:305-306; Uhl-Bien & Arena 2017:11-12):

- *Administrative/operational leadership*: Formal acts that serve to coordinate and structure organisational activities; it includes planning, creating a vision and

organisational strategy, allocating resources efficiently and effectively to achieve goals, and managing conflicts and crises, and manages.

- *Adaptive leadership*: Adaptive, creative, and learning actions that emerge from the interactions of CAS in whole, as they strive to adjust to tension.
- *Enabling leadership*: Initiatives that occur asymmetrically at all levels of the organisation and catalyse conditions that mediate bureaucratic and emergent functions and relationships by (a) creating enabling conditions to bring about innovation and adaptability where needed, and (b) facilitating the flow of knowledge and creativity from adaptive structures into administrative structures.

Consistent with the prevailing public service leadership orientations and policies, current leadership development efforts are inclined to stay in the administrative/ operational terrain even though the other two are well acknowledged. This is generally because employees are trained to “push decision-making responsibility up” while managers are trained to exercise formal power and deal with conflict or challenges through rule based decisions (Uhl-Bien & Arena 2017:12).

### 3.5 Curriculum as discourse

For each historical period, there is an underlying social and politico-economic philosophy which impacts on education and curriculum. [...] Any curriculum provides a representation of the social structuring of the society in which it is operating. ~ Lovat & Smith 2003:33,34

Curriculum studies and theories have broadly taken traditional and technicist; reconceptualist and constructionist; and post-reconceptualist positions (Ornstein & Hunkins 2004; Pinar 2013) with intercepting critique and further refinement in-between (Tyler 1949/2013; Doll 1979, 1993; Pinar 2004, 2007; Slabbert & Hattingh 2006; Kelly 2009). In any context, how curriculum is defined and designed will reflect views about knowing, teaching and learning that are endorsed as official in order to advance particular social, political and cultural interests, ideologies and priorities at the time (Apple 1971, 1990a; 1992, 2004; Bourdieu & Passeron 1990; Brookfield 2001; Freire 1970/1993,1985; Giroux 2001; Higgs & Smith 2002; Daweti 2002, 2005b; McKenna 2004; Young 2008). These are some of the dominant points of departure:

- *Transmission perspective*, based on the belief that a stable body of knowledge can be effectively transmitted to learners (students) and that formal schooling has value.
- *Apprenticeship perspective*, based on the belief that teaching is the process of enculturating learners into a specific community, with the aim of advancing professional knowledge and values.
- *Humanist-constructivist perspective*, based on the belief that both learners and teachers are contributors to teaching and learning, with the aim of developing reflective, confident, self-directed and broadminded thinkers.
- *Critical-transformative perspective*, based on the belief that there are multiple ways of knowing and doing, with the intention of promoting access to and challenge powerful and oppressive knowledge structures to bring about social reform.
- *Postmodern-reconstructionist perspective*, based on a view that new ways of seeing and constructing the world are necessary, to replace naïve, reductionist representations with ones that are more holistic and integrated.

As worldviews, rarely does any one of the above perspectives endure in complete isolation of the others. The transformation discourse often manifests side by side transmission; there are rules and procedures to be learned and used without deviation, whereas the context and purpose of application are understood in development and transformation terms. Likewise, the structuring of mentorship and internship programmes bears features of both apprenticeship and humanist-constructivist orientations. This range of perspectives has permeated curriculum design and development practices in various subject areas and locations of use.

An important criticism of curriculum constructions and practices is the overreliance on and overrepresentation of Western knowledge to the exclusion of worldviews of others (Letseka 2000:181; Teffo 2000:106-108; Higgs & van Wyk 2007:178-179). Adeyemi and Adeyinka (2002:231-233) list five principles in African philosophy and indigenous education:

- *Preparationism*: developing in individuals a sense of obligation towards the community;
- *Perennialism*: using education as a vehicle for preserving the cultural heritage;

- *Communalism*: instilling respect for communal assets and participation in joint projects;
- *Functionalism*: learning through work, play, oral literature and other activities integrated into community life; and
- *Holisticism*: acquisition of skills sets required for productivity in different areas.

None of these principles and underlying values of humanity and communality contradict democratic values and goals of education and public service, but they largely remain outside the borders of the curriculum canon and the leadership development discourse.

### 3.5.1 Actors and texts

Curriculum designers take an important space alongside academics and professionals to generate discourses which impact on lives of others (van Dijk 2006:122; Doll 1992:28). They do intellectual work that requires a high level of responsibility, creativity and autonomy, but they have not undergone specified or mandatory training, nor do they strictly participate in the development of a systematic body of knowledge regulated by a professional body. As specialist practitioners, they are part of the education sector and HRD communities, and subscribe to the Code of Conduct for Public Servants. Loosely then, they are a community of semi-professionals who reflect a diverse profile similar to that of the public service in general (Doll 1992:348-349; de Vos & Schulze 2002:26; Krejsler 2005:341-342; de Vries & Steyn 2011:685-688).

In the categorisation by Gibbons, Limoges, Nowotny, Schwartzman, Scott and Trow (1994) and Nowotny, Scott and Gibbons (2003), *Mode 1* knowledge is the kind created from laboratories, libraries, and lectures, and circulated through peer review systems in academic journals, books, conferences and theses. *Mode 2* knowledge, on the other hand, is socially constructed, reflexive, produced by inter- and transdisciplinary teams in ways that cut across traditional boundaries of subject disciplines, and includes participants representing a variety of local contexts. It is usually stimulated by social and economic conditions for which *Mode 1* knowledge may not be adequate. *Mode 2* knowledge aims at solving problems in the context in which they arise; values diversity, collaborative work, continuous evaluation, and social accountability; and is disseminated through task-oriented networks. It is notable that both *Mode 1* and *Mode 2* forms of

knowledge involve research and systematic study of issues in question. Knowledge generated in apparently dissimilar worlds can actually be linked or integrated without threatening disciplinary. This is of great value to the public service and PA where practitioner knowledge is a requisite contributor to academic knowledge. Therefore, instead of privileging one over the other, the public service knowledge base will benefit from insights from both discipline based and practice/ problem based learning (McLennan & Orkin 2009:1036,1041; Gibbons *et al* 1994:22,29).

The work of the NSG curriculum design team (and their counterparts at provincial and local spheres) necessitates that they continuously gain access to the academic domain (PA, management, leadership, finance, and other subject disciplines), the political domain (legislation, manifestos and state of the nation addresses), the bureaucratic domain (public service policies, directives, determinations and protocols) and the school itself (ETD policies and frameworks). So, the designers have to be dexterous to “swim in an ocean of language and texts” that are awash with political, academic, professional, and colloquial genres (Anderson & Mungal 2015:808; Muller & Taylor 1993:313). These texts and their often indiscernible Discourse must be interpreted and woven into new texts, namely curricula and learning programmes to create mediated representations and experiences for learners, and preferably *with* learners. In the whole discourse practice, i.e. the process of social interaction, inter-textual and inter-domain transferral, there is redescription, replacement, reordering, centralising and decentralising of values, authority and power.

The delocation of knowledges and texts from their fields of production for relocation and appropriation in other contexts results in recontextualisation for curriculum purposes. In the maze of conceptualisation, selection, organisation, and distribution there are always intricate dynamics of interest and power among the participating groups, and between the groups and their external legislative or political environment (Bernstein 1999:159; 2000:156,160; Apple 2004:31,34). Recontextualisation involves, among other things, negotiation and reconstruction of conflicting ideas about what counts as ‘legitimate’ knowledge, ‘good’ teaching and learning, and a ‘just’ society (Apple 2004:15). Curriculum planners and designers, as powerful actors in the selection and construction of texts, participate in ongoing legitimation, deligitimation, and sometimes religitimation of knowledge structures and social practices (Bakhtin 1981:272,425; Martín Rojo 2001:44-58; Kelly 2004:39; Van Leeuwen 2007:92). Through a hierarchical, historical and

specialist network of texts and intertextualities, curriculum becomes a macro-text of what is considered worthy of being taught and learnt, and valorised traditions of knowing, doing and being (Applebee 1996:121; Daweti 2007:247-248).

Grimmett and Halvorson (2010:249) remind us that the word *text* originates from the Latin *textus*, which means a woven fabric, and associated verb *texo*, meaning to weave or construct with care. Viewing curriculum as text, deconstructed and institutionalised, makes it evident that curriculum borrows from, extends, challenges, and reshapes preceding texts and still makes room for new patterns to emerge. As text, curriculum is represented and reconstituted through language, not just literally but discursively and ideologically as well (Pinar, Reynolds, Slattery and Taubman 2002:7,448-449).

Pinar (2010:237-239) cautions against making the formulation of curriculum and its guiding statements an instrumentalist exercise of hurried and uncritical importation of political and bureaucratic concepts for pedagogic use. Such a habit would undermine the rigour of curriculum work and perpetuate “an ongoing sense of emergency” to meet bureaucratic agendas while providing oversimplified solutions that aggravate existing problems or bring on problems that should have been evaded. Hence, curriculum designers and implementers constantly have to juggle justifications of urgency, legitimacy, and public and pedagogic good.

As the NSG is legally constituted as a Schedule 1 state department rather than a registered university, partnerships with HEIs give credibility to NSG programmes through approval processes that make articulation and progression possible. Practically, it is the involvement of HEIs as delivery partners for the EMDP, AMDP and EDP (and formal qualifications to which they are subsequently linked) that facilitate the legitimisation of NSG managerial leadership development programmes.

### **3.5.2 Planned, intended curriculum**

The outcomes and competency based approaches to curriculum design and learning programme development require designers to state clearly the official intent and interest of the curriculum, how these should be implemented, with what recommended resources, and through which methods of assessment and evaluation. This is what Aoki (1993:258; 2005:160) refers to as *curriculum-as-plan*, also known as the official, planned or

*intended curriculum* (Goodlad, Klein & Tye 1979:58-61; Kelly 1989:12; 2004:6; Lovat & Smith 2003:14; Glatthorn, Boschee & Whitehead 2006:6). At the outset, the learning programmes created from *curriculum-as-plan* typically present the purpose, programme outcome and learning outcomes (formerly goals, aims and objectives). Sometimes, the supporting values and principles, and designers' assumptions are revealed but usually these remain hidden in the formal statements and choices of texts and resources to be used. Aoki (1984:6-7; 1986/2005:160; 2006:90-111) explains that the language of *curriculum-as-plan* is aligned to Tyler's technical-rational model of ends–means, and stems from the efficiency movement of scientific instrumentation, industrial engineering, management by objectives, and competency testing. Its instrumentalist ethos assumes beings-as-things, and seeks control, efficiency and certainty through mastery of specific techniques and skills. Implementation follows pre-determined procedures for 'neutral' standardisation.

The view of the NSG about curriculum is that curriculum is much more than formal descriptions of specific programmes and the teaching and learning opportunities that take place in a learning institution. Curriculum holistically includes all the planned activities, as well as the unplanned, hidden, philosophical and organisational aspects (PALAMA 2009a:15; NSG 2015b:11). As presented in Boxes 1 and 2 at **Annexure D**, curriculum planning and design processes are undergirded by Constitutional values, the Batho Pele belief set, and NQF objectives. The elucidation of these values and principles in the Curriculum and Learning Programme Management Policy lifts out integration; access redress, equity and success; legitimacy and credibility; articulation, portability and progression; relevance and quality; outcomes based design; learner centred design and work based application; and sustainability and impact. For continuous review and improvement, the Curriculum Development Standard Operating Procedures (SoP) emphasise the need to make the vision of the NDP; social justice, citizen centredness and inclusivity, and the 'faces of poverty' part of the 'lived' experience for public servants (PALAMA 2008; NSG 2015a; 2016). Even so, the NSG planned curriculum features uniformity in design, with room for inventiveness within established parameters. The mandatory units or design outputs, influenced by programme approval requirements of Education and Training Quality Assurance bodies (ETQAs) are: Programme Strategy; Learner Guide; Facilitator Guide and presentation slides; Candidate Assessment Guide; and Assessor Guide. There are internal templates for each of these units, and SoP for



the programme initiation, planning, design, development, approval, delivery, monitoring and review cycle.

Without rejecting the common approach that applies to all NSG programmes, the EDP was designed to be different. When the SAMDI was reconstituted into the Public Administration Leadership and Management Academy (PALAMA), the EDP and other managerial leadership development programmes were managed in the Executive Development branch. The prevailing idea around the establishment of this branch was to distinguish it from the 'usual' processes of developing and implementing programmes for the Junior and Middle Management Service (JMMS). Intentional grandeur permeated the look-and-feel of the learning material and the ambiance of classrooms. Elements of this tradition have been retained to date, along with expectations of extraordinariness at the executive level of the SMS.

The language of design decisions, content choices, and undergirding beliefs and values about public service leadership are the first subject of this research study. It is well captured by Gee (2014:21):

When we speak or write we actively design our language to say and do what we want or hope to. We are like artists or musicians, composing with words rather than paint or musical notes, trying to communicate and achieve effects.

### **3.5.3 Situational, lived curriculum**

The intended curriculum might not always match the *lived curriculum* i.e. actual understandings, experiences, and contexts of the beneficiaries of the intended, official curriculum. For Aoki (1992:267; 2000/2005:159; 2005:295), lived curricula are unplanned, or unplannable; they are found in the dynamic, multiple and generative stories of learners (students), and in the uncertainty, ambiguity and temporality of human life. This is the 'dwelling space' of curriculum characterised by *situational praxis*, i.e. ongoing dialogic action and reflection in and on practice (Freire 1970/1993:69; Aoki 1984:16). Its inter-subjective ethos assumes beings-as-humans and seeks mutual understanding, based on reconstitution of meaning and reconstruction of reality among participants in a community. Situational praxis is compatible with the view of "learning as changing patterns of participation in social practices" in communities within larger communities of practice (Gee 2004:38).

In the narrow sense of curriculum, the principle of praxis as “the integration of action and reflection in a particular context” (SAQA 2000:17) is already in use. It is associated with the notion of *applied competence*, which encapsulates three components (SAQA 2000:16; 2014:13; NSG 2015b:10):

- Foundational competence: understanding of the knowledge and thinking which underpins the decision or action taken;
- Practical competence: the ability to consider a range of possible actions, make decisions about which action to follow, and perform a set of tasks and actions in authentic contexts; and
- Reflexive competence: the ability to integrate performance with the understanding of that performance, learn from the actions, adapt to change and unforeseen circumstances appropriately and responsibly, and explain the reason behind these adaptations.

A broader view of curriculum requires far more, though. Instead of developing and protecting fixed curriculum intentions in formal subject fields, Apple (1990a:68) advises that what should be pursued is a “free, contributive and common process of participation in the creation of meanings and values”. Its consequence is “a retextured landscape, populated by a multiplicity of curricula, disturbing the traditional landscape, with its single privileged curriculum-as-plan awaiting implementation” (Aoki 1993:258). It is a landscape in which the pedagogical and political discourses (Evans & Cleghorn 2012:64; Breton-Carbonneau, Cleghorn, Evans & Pesco 2012:386) interface with academic, learner and practitioner lifeworlds. Such living curricula would inartificially embrace and convey most of the African philosophy and indigenous education principles (Adeyemi and Adeyinka 2002) without ideologically positioning and evaluating these as inferior to the ‘official’ curriculum with its hierarchically regulated discourse and rules of recontextualisation (Bernstein 1999:158,169).

Failure to open up disciplinary spaces to living curricula renders disciplines as suppliers of knowledge-out-of-context rather than ‘living traditions’ in which learners contribute and gain culturally significant traditions of knowledge-in-action (Applebee 1996:36; Pinar 2004:193). For leadership studies and leadership development programmes, Raelin (2011, 2016) advocates a practice perspective, which views social interaction as an enabler of intersubjective dialogue, contestation and co-creation of meaning among joint

inquirers. This perspective has a constructionist orientation and focuses more on social practices (corresponding to preparatory, communal, functional and holistic principles) than on individual abilities (a feature of competency based and vertical development approaches). Social interaction not only directs but also creates the actual practice of leadership and its language. Therefore, the study of leadership should not rely on detached empirical inquiry with third-person generalisations, but “needs to let the practitioners and the practices speak for themselves” (Raelin 2011:206). Iwowo (2015:421) adds that mainstream leadership theory would also be critically and comparatively scrutinised with a view to creatively appropriating its perspectives in the socio-cultural context of those who participate in the practice of leadership. In the absence of leadership development dialogues that contextually resonate with participants’ lived forms of work, there will be little contribution to and reconstitution of leadership meanings and praxis (Buschlen & Guthrie 2014:59; Allio 2013:12; Smircich & Morgan 1982:258).

The second subject of this research study entails a peek into the lived leadership experiences of public service managers.

### 3.6 Conclusion

Leadership is a *problematique* – a messy, ambiguous and unstable construct, the study and practice of which cannot be on reductionist terms. Its praxis entails contextualised discourse, for the understanding and practice of leadership is situated in specific interactions, languages and contexts of use. In a social constructionist sense, social practices and constructions of leadership are embedded in interrelated contexts of people, relationships and institutions that are part of larger social systems or socio-ecosystems (Uhl-Bien 2006:664; Western 2008:174; 2010:36; Gee 2004:34). When recontextualised or appropriated across situations, the messiness inheres in those situations. Giving attention to the situatedness of the language and social practice of leadership mitigates the privileging of the most observable properties to the exclusion of underlying generative principles and constitutive worldviews (Ackoff 1993:51-53; Bernstein 1999:157; Fairclough 2001a:19; Eacott 2013:94,98; McLaren 2013:36). Moreover, in Aoki’s metaphor (1996/2005:413; 2000/2005:163,328), it is in the spaces or cracks between the intended curriculum (*curriculum-as-plan*) and the lived curriculum

(*curriculum-as-lived*) that a new world is created, capable of transforming constraining institutional and discursive structures.

In disciplinary terrains, public leadership must still overcome the struggle to be both a boundary-crossing process and a central feature of the study of PA, distinct from general leadership studies, and geared for the common good, for the purpose of creating public value (Getha-Taylor *et al* 2011:84). At the same time, the work of public service increasingly requires the blurring of us-them, control-creativity and stability-uncertainty dualities, and calls for negotiation of relations among actors at different places and levels. Important academic, policy and curriculum initiatives cannot legitimately persist outside the lived leadership experiences, languages and social practices of those involved in contexts about which leadership inferences are made. Neither can a worthwhile study of leadership continue without inter- and trans-disciplinary dialogue, and formal and non-formal, endogenous and exogenous connections.

The realisation that the far-reaching goals of nation building entail the participation of all sectors of society was already highlighted in the deliberations of the White Paper on Reconstruction and Development Programme (WPRDP 1994). By calling for all to apply their abilities and creativity into finding alternative ways of working and succeeding, the WPRDP was evoking a kind of leadership required for complex adaptive system. This is where networks of interdependent agents, in changeable structures with multiple, overlapping hierarchies, take a post-bureaucratic form as the engine of collaborative learning and adaptive agency (Uhl-Bien, Marion & McKelvey 2007:299; Raelin 2016:141,148).

*Figure 10* is based on the strong similarity of views shared by Mbigi (2005:140,161), Bolden and Kirk (2006:24; 2012:40-43), Hambleton and Howard (2013:56-57), Buschlen and Guthrie (2014:63), and Iwowo (2015:421-424). It exemplifies a unifying, hybrid discourse (**H**) that can emerge seamlessly from previously dispersed points of knowing, doing, being and living together.



**Figure 10: Interfaces of the domains of leadership based on Mbigi (2005), Bolden & Kirk (2012), Hambleton & Howard (2013), Buschlen & Guthrie (2014), Iwowo (2015)**

The next chapter discusses the research design by which some explanations may be found about how public service leadership is understood, communicated and legitimated in curriculum design and in workplace practices.



## RESEARCH DESIGN AND METHODOLOGY

*Inkonjane yakhela ngodaka*

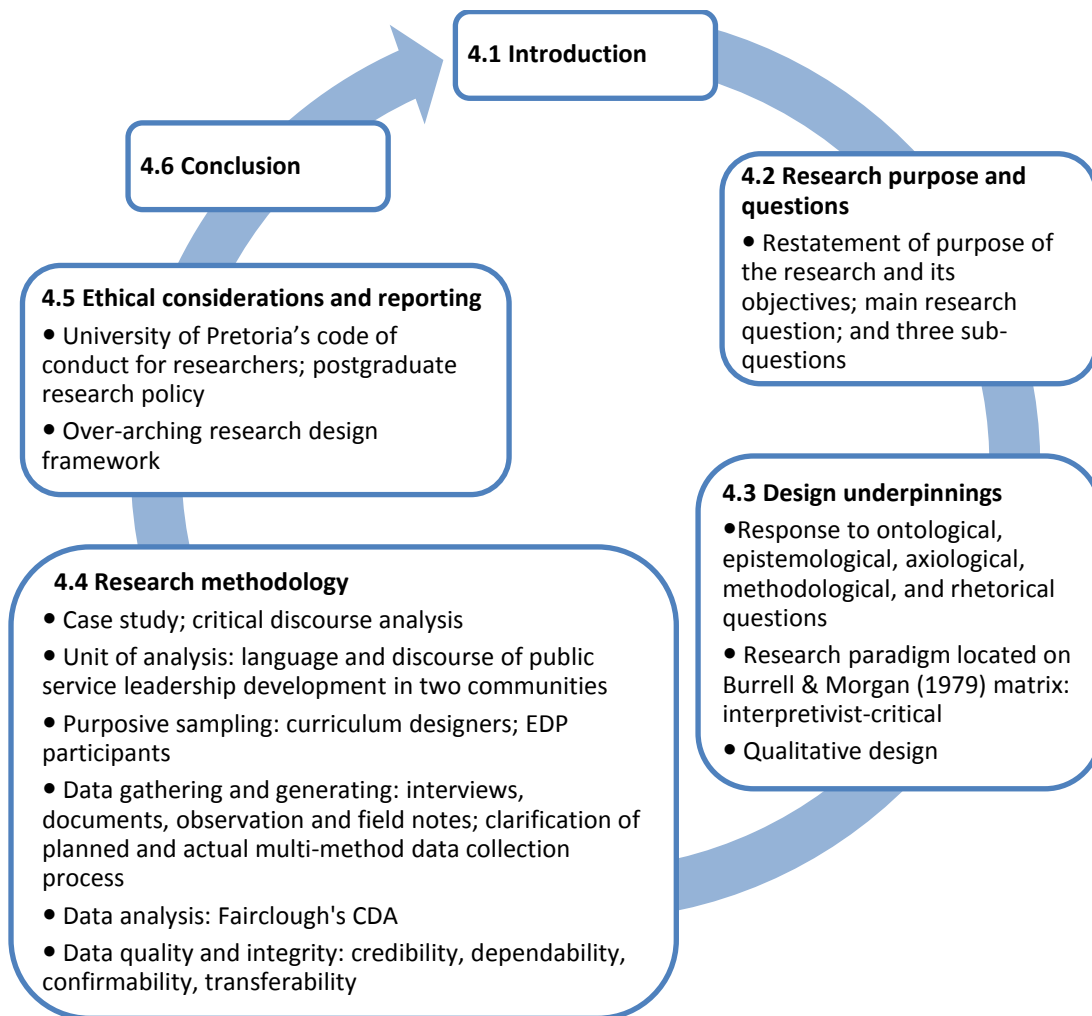
*[The construction of something worthwhile requires care and patience]*

### 4.1 Introduction

The gendered, multiculturally situated researcher approaches the world with a set of ideas, a framework (theory, ontology) that specifies a set of questions (epistemology), which are then examined (methodology, analysis) in specific ways. [...] The interpretive practice of making sense of one's findings is both artistic and political. ~ Denzin & Lincoln 2011:11,14

At the basis of research is an intellectual puzzle, curiosity, or wonderment (Mason 2011:79-80; Palys 2008:58), which leads to focused questioning about a situation or phenomenon that presents itself as a problem. Through systematic inquiry that is impelled by our philosophical assumptions about reality, knowledge, values and procedures, we hope to gain better or new understanding of the situation. I follow the generic research activities from problem and purpose statements to data collection, analysis and interpretation according to an appropriate methodology (Leedy & Ormrod 2014:8). The researcher-as-instrument position brings to the research task my history, values and beliefs, current knowledge, and ongoing sense-making of my environment (Denzin & Lincoln 2011:12). My overall design is thus a scheme of formal research activities nursed by subtle elements of my worldview with its prospects and limitations.

As a preview, I provide summary of the discussion points of this chapter:



**Figure 11: Synopsis of Chapter 4**

## 4.2 Research purpose and questions

The purpose of the study is to explore and interpret the relationship between the language and discourse used in the design of curriculum and that used in workplace practices, and how the practices are legitimated. The objectives of the study are to:

- Gain deeper understanding of the conditions and practices that shape public service leadership;
- Elicit taken-for-granted language, communication, traditions and validations concerning leadership and leadership development;
- Explore the discourses manifest and advanced through curriculum; and
- Analyse the relationship between the intended curriculum and the lived curriculum.

To restate, the main research question for this study is: *How is public service leadership understood, communicated and legitimated in design and in practice?*

The research is further guided by three sub-questions brought out at 1.4.1:

- i) How is an understanding of leadership and associated attributes conveyed in public service leadership development curriculum design? (Is there a particular *language and discourse* that conveys the desired leadership attributes?)
- ii) What role does the workplace play in the way public service leadership is understood and communicated? (Are there known forms of speaking, writing and acting that represent the desired kind of leadership?)
- iii) How best can congruence be engendered in the way that the desired public service leadership orientation is *learned and lived?*

Also, as indicated earlier, e.g. at 1.10 about the envisaged contribution of the study and at 2.2 about need to interrogate worldviews, I enter the research field with interest in how certain ideologies permeate understandings and practices of leadership in the public service. As a member of the public service community myself, and particularly as a senior manager with a role of facilitating public service leadership development, I take a reflexive and critical stance in questioning prevalent curriculum design and leadership discourse practices.

### 4.3 Design underpinnings

The field of research in the social sciences yields various understandings of concepts and constructs about research design. In the midst of these ever-expanding views, some resulting from earlier 'paradigm wars' and 'paradigm skirmishes' (Kühn 1970:chVIII; Bryman 2008:17; Sarantakos 2014:10; Patton 2002b:265), I take a stance on the research paradigm and design approach. This paradigmatic stance is based on my philosophical assumptions on four main issues (Denzin & Lincoln 2011:12-12; Guba & Lincoln 1994:108; Sefotho 2014):

- The *ontological question* – the form and nature of reality and, therefore, what is there that can be known or theorised about;
- The *epistemological question* – the nature of the relationship between the researcher as would-be knower and what can be known, how knowledge can be gained, and what its limits are;



- The *axiological question* – the role that values and ethics play in the research; and
- The *methodological question* – methods and techniques by which the researcher can go about finding out whatever he/she believes can be known.

I add a fifth question, the *rhetorical question*, which is about writing structure, literary conventions and best way of organising the research report (Creswell, Hanson, Plano Clark & Morales 2007:238; Boote & Beile 2005:9-10).

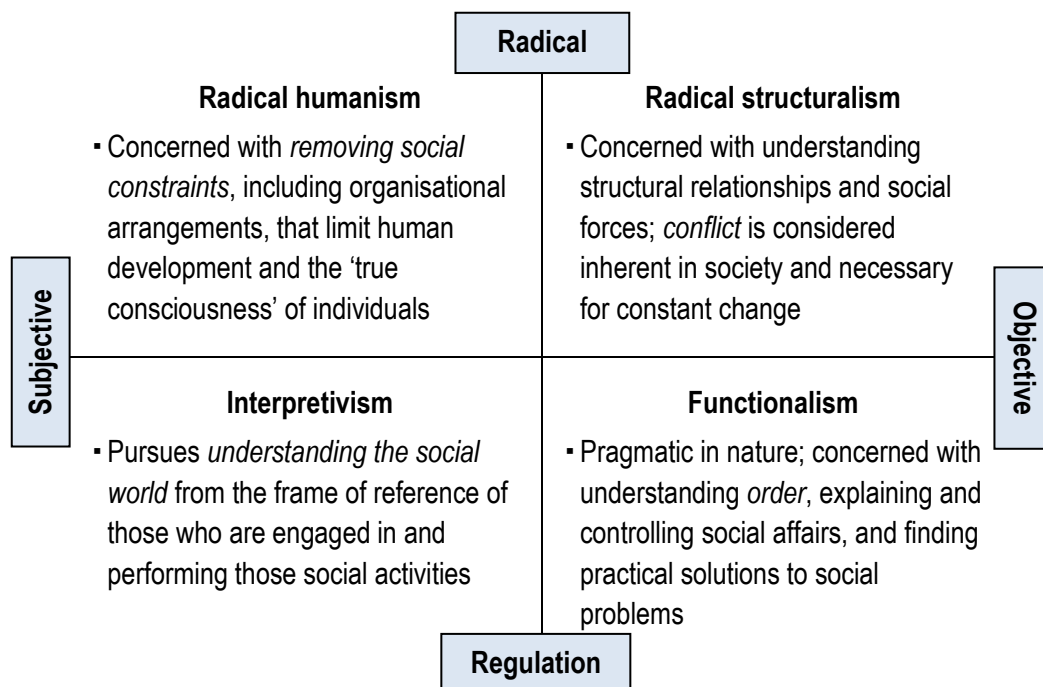
### 4.3.1 Research paradigm

*Paradigms* are essentially commonalities of perspective that members of a scientific community, and they alone, embrace and share (Kühn 1974:2; Burrell & Morgan 1979:23). Philosophical paradigms that frame research are based on interconnected sets of assumptions, beliefs, concepts and propositions that constitute a particular view of the world. Therefore, a paradigm serves as the net that holds the researcher's epistemological, ontological, and methodological premises (LeCompte & Preissle 1993:126; Guba 1990:17). Closely associated with *paradigms* are *research approaches*, the use of which is sometimes flipped. For example, according to Cooper and White (2012:16), there are “two major paradigms – qualitative and quantitative”. Schrunik (2009:805) uses paradigm in the same way, stating “the qualitative paradigm is constantly in flux and changing”, and Berg refers to the “qualitative school of thought”. Conversely, typologies have become established (Hammersley 2012:16-18) which attempt to provide alternatives to the dominant qualitative–quantitative paradigmatic poles. In this regard, a typology of four paradigms, with some variation, is put forward (Lincoln & Guba 2000:164-174; McKenna 2004:38; Guba & Lincoln 2005:192-201; Cohen, Manion & Morrison 2007:19,27; Creswell 2009:6; Denzin & Lincoln 2011:13; Olsen 2012:99):

- *Positivist/ post-positivist*. Research focuses on objective external reality – even if partially realised – in order to establish relationships, gather evidence, make predictions or arrive at a generalisation through deductive methods.
- *Interpretivist/ constructionist*. Constructions of reality and knowledge are accessed and studied through interaction and discourse, with the aim of arriving at deep contextual understanding and insight from the subjective and multiple perspectives of those involved in the situation.

- *Critical/ emancipatory*: The political, social, cultural contexts of interaction, and their discourse and structures of power are interrogated with a view to bringing about change and empowerment.
- *Post-structural/ participatory*: Researchers and role players involved in and affected by the research problem collaborate to deconstruct how accounts of reality are created by discourses in a particular context at a particular time, and use the research project for joint knowledge construction and change.

Unlike the usual static categorisation, Kühn asserts that although paradigms are distinguishable from one another, they “can coexist peacefully” as “a sign of maturity in the development of any given scientific field” (Kühn 1970:ix,11). To build bridges between paradigms, Lincoln and Guba (2000:167) see “great potential for interweaving of viewpoints [...] where borrowing seems useful, richness enhancing, or theoretically heuristic”. Similarly, Denzin (2012:85) adds that being a “researcher-as-bricoleur-theorist” helps us work “between and within competing and overlapping perspectives and paradigms”. Along related lines, Burrell and Morgan (1979:25-35) emphasise the “contiguous but separate” nature of paradigms, straddling objectivity–subjectivity and regulation–radical change dimensions. Their model is demonstrated below.



**Figure 12: Illustration of paradigmatic positions (Burrell & Morgan 1979)**

In my pursuit to gain deeper and critical understanding (*verstehen*) of issues from individuals' perspectives, I consider my research design to be situated in the interpretivist paradigm, intersecting with the radical humanist paradigm. Ontologically and epistemologically, the research is premised on the notion that there are realities that are perceived from specific contexts of living and working, as opposed to a single, fixed, objective reality of leadership in the public service. Our knowledge and discourse about leadership are charged with personal, organisational and multi-disciplinary influences, and in turn, convey *multiple 'knowledges'* about the phenomena and *'multiple constructed realities'* to which we have access (Lincoln & Guba 1985:294). That which we know is therefore *subjectively* understood from our particular situation and history. In fact, this subjectivity on the part of researcher and participants is one of the qualities of the research process rather than an invasive element (Flick (2009:16,77; Merriam 2009:10; Nieuwenhuis 2007:58-61).

For emphasis, Hammersley (2012:22) points out that we cannot understand why people say or do what they do, or why particular practices take place in institutions in particular ways, "without grasping how those involved interpret and make sense of their world". Moreover, our understanding of material and social realities is represented through language, symbols and actions, all of which are unstable, continually shifting, and full of tension (Laurillard 1993:17,29; Schwandt 2007:175,264; Thorpe 2008:191). This condition requires that researchers and research participants become partners and co-researchers (Tavallaei & Abu Talib 2010:570) in the communication and critique of reality and the versions of meanings ascribed to practices and relationships. As researcher, I readily subject myself to the discourse and knowledge creation that unfolds through interaction with participants. Thus, as individuals bring out their lived experiences of workplace systems, structures and discourses, it may be possible to make public some of the unspoken leadership practices and paradoxes.

The realisation that the understanding and knowledge gained through our interaction with others is value-mediated, and unavoidably filtered through our social, cultural, historical, and gender partialities (Guba & Lincoln 2005:193-195; Salkind 2010:1160) does not diminish the urge to pursue deeper understanding. In acquiring new insights, our constructions are adapted, enriched and revised. In analysis and interpretation, we strive to be as methodical and critical yet creative and intuitive as we can, to arrive at better standpoints on, and clearer views of, issues over time (Mason 2011:80; Gadamer

2006:49). We take Bruner's point (1996:14) that "the 'rightness' of particular interpretations, while dependent on perspective, also reflects rules of evidence, consistency, and coherence".

### 4.3.2 Research approach

It follows from the previous discussion that any of the paradigmatic alternatives can find application in both quantitative and qualitative perspectives. Quantitative and qualitative positions are subsumed in the choice of *research approach*, as used, for example, by Bryman (2007:9), Creswell, Plano Clark, Gutmann and Hanson (2003:162), and Creswell *et al* (2007:237). Additionally, quantitative and qualitative approaches can be used in the same design. Three types of designs or approaches are available therefore, depending on the issues under investigation, the scope of the study and related practical considerations (Guest 2013; Creswell 2009, 2012; Merriam 2009; Schwandt 2007; Leedy & Ormrod 2005; Lincoln & Guba 2000). In brief, the approaches are:

- *Quantitative Research*: The purpose is to explain, predict, confirm or test theory with an aim of establishing generalisations. Its focussed process involves known variables, deductive reasoning, and statistical analysis of data.
- *Qualitative Research*: The purpose is to describe, explain, explore, interpret, or build theory. Its holistic process involves unknown variables, texts, personal views and observations, inductive reasoning, and context-bound narratives.
- *Mixed Methods Research*: A pragmatic combination of quantitative and qualitative approaches and methods is used to arrive at practical answers to questions.

My use of the qualitative approach does not come from a 'default' state that hastens to align quantitative research with the positivism paradigm and qualitative with interpretivism. Nor is the qualitative approach a predictable choice for social sciences and humanities (Hammersley 2012:20; Guba & Lincoln 2005:200-201). Instead, it is a result of the comfortable fit of the purpose of my study with the ontological and epistemological assumptions that characterise the interpretivist worldview. I anticipate the research work to be messy, negotiated, and inductive. This is because qualitative research is pursued to provide detailed and comprehension of complex issues, with the understanding of the social situation and its processes in their natural settings (Denzin & Lincoln 2011:4; Staller 2010:1159; Flick 2009:65; Tavallaei & Abu Talib 2010:570; Creswell, Shope, Plano Clark

& Green 2006:9; Gavin 2008:246-247). Aware of the abundance of policy and curriculum related documents as data sources, I am making a conscious choice to interact with people rather than create further distance by relying only on already existing texts. To some extent, this route is also a departure from predictable and narrow connections with official documents and familiar colleagues.

In the next sections, I address methodological and axiological questions linked to the foregoing ontological and epistemological responses.

#### 4.4 Research methodology

**Methodology** is generally taken to describe the research approach that will be followed, guided by the rationale for the research, the researcher's worldview and the traditions and discourse that govern research in a given discipline. So, what we deem research worthy, the manner in which the research question is asked, and how we select the means by which data are gathered, analysed and interpreted to answer the question, are all held together by our "theory of how inquiry should proceed" (Schwandt 2007:194-195).

Qualitative research offers a number of methodological variations, comprising narrative inquiry, case study, phenomenology, grounded theory, and participatory action research (Creswell *et al* 2007:237). Schwandt (2007:248) adds ethnography, ethnomethodology, and life-history methodology. From a critical perspective, critical discourse analysis is included as theory and as methodology (Scotland 2012:14; Jørgensen & Phillips 2002b:60). As seen with paradigmatic arguments, the plurality of methodological types or genres is a feature of qualitative design. Equally, there is a selection of **methods**, which are "investigative procedures used within a particular field of study" (Schwandt 2007:191).

That this plurality is a consequence of and a necessity in qualitative design can be explained in two ways:

This cornucopia of methods available to qualitative inquirers does not simply point to eclecticism of method. Rather, it signals the fact that qualitative inquiry is not defined by a preoccupation with a particular method: There is no one method or set of methods that if adopted render a particular inquiry as precisely qualitative. (Schwandt 2007:191-192)

No single method can grasp the subtle variations in ongoing human experience. Consequently, qualitative researchers deploy a wide-range of interconnected interpretive methods, always seeking better ways to make more understandable the worlds of experience that have been studied. (Denzin & Lincoln 2011:12)

In attempting to gain insights into *how public service leadership is understood, communicated and legitimated in design and in practice*, I employ two methodologies:

- *Case study*: I accept Stake's view that case study research is about *what* is to be studied (Stake 2000:435, 2005:444; Willig 2008:74) However, viewed as a methodology, it is an in-depth approach through which the researcher explores, describes or explains contextual conditions pertinent to a specific phenomenon under study (Yin 2003:3-10; Creswell *et al* 2007:245). In addition, case study research uses the prior development of theoretical propositions to guide data collection and analysis (Yin 2003:15; 2008:28). It is the *unit of analysis* (Merriam & Associates 2002:8; Wessels 2014:147) and the intent of the case analysis (Creswell *et al* 2007:245) that direct the type of case study I use.
- *Critical discourse analysis (CDA)*: Language as a form of representation and discourse as social language that accomplishes certain social practices are integral to this study. The analysis of text and spoken language brings into use discourse analysis, which, according to Gee (2014:9) "needs to be critical, not because analysts are or need to be political, but because language itself is [...] political". The theoretical and methodological affordances of CDA enables the study to provide a description of the social lifeworld of participants (an interpretivist perspective) and an understanding of the ideologies and power relationships present in texts and social practice (a critical perspective) (Fairclough 2001a:21-22; Lim 2014b:62,68; 2015:15-16; Richardson & Langford 2015:83).

#### 4.4.1 Unit of analysis

This study has as its *unit of analysis* the language and discourse of public service leadership development in two communities:

- Curriculum designers who determine the nature of public service leadership development, and their curriculum design and programme development outputs; and
- Senior managers who interact with the EDP curriculum and their public service work environment, as learners and managers.

#### 4.4.2 Research samples and sites

Each one of the two communities is a *naturally bounded group* (LeCompte & Preissle 1993:62). Each one is also a *case* which Stake (1994:237,244; 2005:444) describes as “a functioning specific”, the “operations” of which are under study “to provide insight into an issue”. Notably, the two cases are unequal in power. Curriculum designers, programme developers and authors generally belong in institutions of ETD that produce, prescribe and control, albeit with consultation, what is taught, read, and supposedly learned. From this community issues certain discourses that convey and legitimate preferred worldviews (McLaren & da Silva 1993:62). Programme participants are beneficiaries of the curriculum, with its discourse and political and pedagogical orientations. Participants may be critical role players in design processes, but they seldom have the final say. For the object of the study and for rich understanding, in preference to representativeness, sampling is *purposive* (Patton 1990:40-41; 2003:5; Rapley 2014:54). Because of their inequality and levels of involvement in the EDP curriculum, the cases of the two communities described above are drawn by *mixed level sampling*, as referred to by Onwuegbuzie and Leech (2007:248).

##### i) Curriculum Design Sample

The sample of curriculum designers is given. It is the whole team of the EDP curriculum project and the NSG curriculum working group. These are seven identified NSG staff members situated in two branches. Out of this original number, six were available to participate. The additional member of the curriculum design sample is me, in the role of researcher-as-participant, owing to my participation in the curriculum design project for the EDP.

## ii) EDP Participant Sample

Since the pilot of the EDP during 2005-2007, followed by the commencement of its full delivery of in 2008, nearly 3000 SMS and MMS members completed individual modules as stand-alone units, or the six core modules, or the complete set of ten. By 30 September 2015, those who completed at least the six core modules and attained the Certificate in Executive Leadership (Short Learning Programme) amounted to 945. Each of the enrolled cohorts is viewed as a community of leaders in common learning and work spaces, especially where a class is made up of participants from the same department as is often the case. Class sizes range from 16 to 20 participants but the actual number of research participants per group is anticipated to be much less, depending on availability and willingness to participate. Each departmental group is *nested* within a *collective case*, i.e. an entity operating within a number of contexts (Stake 2005:444; Onwuegbuzie & Leech 2007:243). The participants share a broad identity as managers in SMS, or being prepared for SMS, by means of the same formal curriculum. What differentiates them is their specialised knowledge, immediate work communities, main responsibilities and personal circumstances. The collective case thus brings balance and opportunity to gain better understanding as priority over opportunity to make generalisations (Stake 1994:244, 2000:437).

To contain the study within a reasonable size and time frame, EDP groups were identified by *criterion-based selection* (LeCompte & Preissle 1993:69; Merriam 2009:81). The group and its research participants had to be:

- a) From a national department which enrolled more than one class group for at least the six core modules;
- b) Enrolled between 1 April 2011 and 31 March 2015, i.e. from the time I became responsible for Leadership Training to the commencement of the 2015–2016 EDP attendance cycle, when the articulation of the EDP with the Masters' in Public Administration ended (I revised the initial delimitation of April 2011 to September 2014 in order to include cohorts that were admitted under the old conditions that had built in the benefit of access to the Masters' in Public Administration. This provision ended on 31 March 2015 to bring admission criteria for Masters' programmes into alignment with the Higher Education Qualifications Sub-Framework, 2013.); and



- c) Employed in the same department for the full duration of participation in the EDP and in this research project.

Three departmental groups were identified which met the first two criteria. It would be possible to verify names of prospective participants against the third criterion only after obtaining official approval to enter a department as a research site.

### iii) Research sites

Owing to the mixed level sampling and the involvement of nested cases, the study involved multiple sites. Pretoria is the seat of the national sphere of government, and all departments identified for the study are within a reasonable radius of the NSG, as shown at **Annexure E**. I agree with Bishop (2010:588) that a multi-site case study, as I am using, differs from a multiple case study. The latter explores differences within and between cases with the goal of replication or making comparisons (Yin 2003:47). Through the multi-site case study, I focus on the same unit of analysis (a community of EDP participants) and use the same data collection procedures and tools across the sites.

### 4.4.3 Data gathering and generating

The use of multiple methods is not in pursuit of triangulation in the positivist or post-positivist notion of validation. In fact, the triangular connotation is a limitation in itself as reality and knowledge cannot be understood from only three perspectives. Instead, multiple methods are used in order to critically understand and interpret ways in which “social experience is created and given meaning” (Denzin & Lincoln 2011:6,8). This interpretive standpoint makes it imperative for multiple voices to be heard and multiple representations of a situation to be simultaneously seen and felt, to enrich and deepen understanding.

*Crystallisation* is a more appropriate metaphor: “crystallisation provides us with a deepened, complex, thoroughly partial, understanding of the topic” (Richardson, 2000:934; Denzin 2012:84). The facet metaphor drives home similar interest in multiple perspectives such as provided by the ability of gemstones to “reflect, refract and intensify light, taking up the background, and creating flashes of depth and colour as well as patches of shadow reflect (Mason 2011:77). For case studies, Yin (2003:83) identifies six

possible sources of evidence, namely: documents, archival records, interviews, direct observation, participant-observation, and physical artefacts. Four methods are selected for this study with the primary purpose of obtaining thick descriptions, complex interpretation, perspective enrichment, reflexive involvement of researcher, and for redundancies to be discounted (Creswell *et al* 2007:241,245; LeCompte & Preissle 1993:158; Patton 1990:12).

#### i) Documents

Documents and artefacts reveal the physical traces or material culture (Hodder 2000:706-709) of the work context. NSG curriculum documents and EDP learning material are the main sources of documentary data. As already incorporated in the discussion of *the planned curriculum* in Chapter 3, these documents are specifically: the Curriculum and Learning Programme Management Policy (NSG 2016); Curriculum Development Standard Operating Procedures (NSG 2015a); Terms of Reference for the Full Scale Rollout of the EDP (SAMDI/PALAMA 2008); Terms of Reference for the Delivery of the EDP in Partnership with Higher Education Institutions (NSG 2015c); the six core modules of the EDP plus the Leading Change module which is aligned to the fifth core competency of the SMS Competency Framework (DPSA 2003a; 2010). Institutional artefacts and official documents of participating departments that are in the public domain (e.g. strategic plans and organisational reports) are easy to access, for clarification and confirmation of details or terminology that may be used during interviews.

#### ii) Interviews

Two forms of interviews are applicable – *focus group interview* (FGI) and *individual interview*. Group interaction through FGI stimulates a range of responses on specific issues, additional detail building on shared experiences, and even debate (Bless, Higson-Smith & Sithole 2013:200; Nieuwenhuis 2007:90). Prompted by the research interest in obtaining accounts of professional lives and personal understandings of leadership in a shared context of the public service, I had in mind what Rubin and Rubin refer to as cultural interviews, which involve “more active listening than aggressive questioning” (1995:28-31; 2005:9-10). For the curriculum design group, the FGI was facilitated as a dialogue, using elements of ‘world café’ techniques to encourage relaxed deliberation and reflection (Brown 2005; Pioneers of Change Associates 2006). Opportunities for

individual interviews were kept open for a conversational partnership (Rubin & Rubin 2005:76) to probe details that individuals might be less inclined to express in a group (Nieuwenhuis 2007:89-89; LeCompte & Preissle 1993:177-179). In the case of EDP participant groups, I held the expectation that information-rich lead narrators would emerge during the FGIs, with whom I could have individual interviews for *story-like responses* (Spector-Mersel 2010:214; Knowles, Nieuwenhuis & Smit 2009:336; Boje & Durant 2006:19-20). As confirmed by Linde (2001:161) and Latta and Kim (2010:159-140), knowledge about and critical reflection on our professional development, group membership and social practices are easily expressed in narrative.

### iii) Observation and field notes

Observations were unstructured; facilitated and at the same time constrained by my modified observer-as-participant role (Bless *et al* 2013:188-189; Leedy & Ormrod 2005:188; 2014:155; Merriam 2009:124; Henning 2004:83-86; Adler & Adler 1987). At the NSG, I have full access to work areas and meeting rooms we use for curriculum design and learning material development activities. Access to the workplaces of EDP participant groups was limited to the periods at which face-to-face interviews were conducted. Where possible, I observed the immediate work setting of the participants; the physical state of the work and personal space; people involved in the setting and why they are there; activities of the people in the setting; and goals at which the activities are directed (Spradley 1980:82-82).

According to Babbie (2010:28), "When we understand through direct experience, we make observations and seek patterns of regularities". Often, though, research also draws out irregularities that require contextualised interpretation. I did not intend to use any observation schedule but respected scientific observation as a conscious activity in which I looked for nuances of interactions and relationships, and cues of what was happening in the foreground and in the background (Babbie 2010:6; Henning 2004:87,96). In practice though, the context of interviews restricted naturalistic observation. During interviews, I aimed to listen to the language used, observe and make notes of participants' non-verbal cues and my emotional reactions (Schensul, Schensul, & LeCompte 1999: 95-118). In order to optimise the available time and give full attention to my interaction with research participants, interviews were audio-recorded. To keep the process as unintrusive as possible, I did not take pictures of the interview session or research setting.

Observation data formed part of my field notes and maps of each participant group setting in relation to others. For personal impressions and reflection throughout the study, I kept a journal (Lincoln & Guba 2000:183-184; Maxwell 2008:242; Maxwell & Chmiel 2014:28; Olsen 2012:77). The field notes represent the data generated in conjunction with planned data gathering. *Table 7* below outlines the sources and tools associated with methods that were planned to address the first two research sub-questions. Answers to the third research question will emerge from analysis and interpretation.

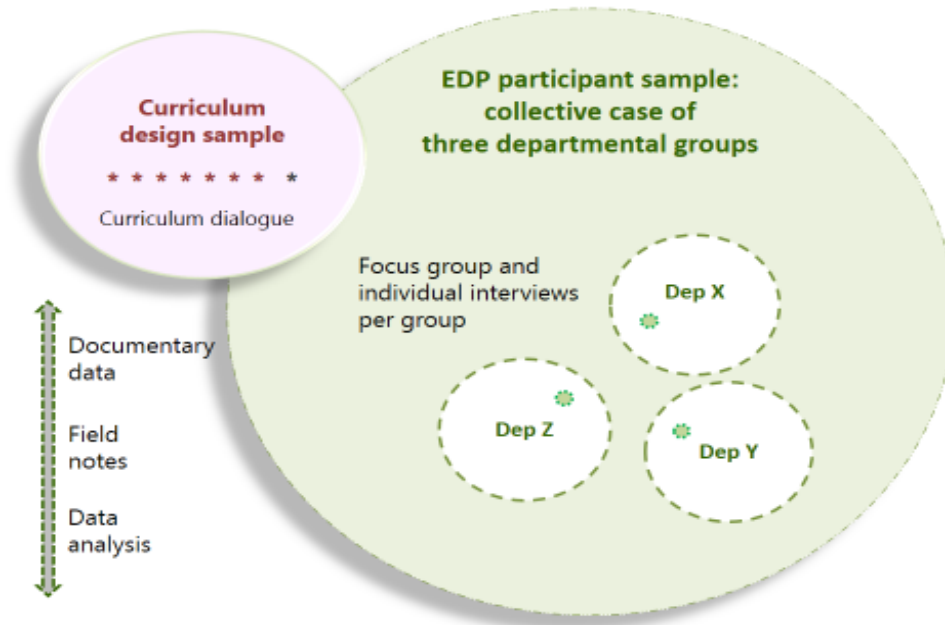
**Table 7: Relationship between research questions and data collection methods**

<p>1. How is an understanding of leadership and associated attributes communicated in the public service leadership development curriculum design?</p> <ul style="list-style-type: none"> <li>Is there a particular <i>language and discourse</i> that convey the desired leadership attributes?</li> </ul>	
<i>Data and Sources</i>	<i>Methods and Tools</i>
<p><i>New data</i></p> <ul style="list-style-type: none"> <li>Esposued curriculum design philosophy, values, principles, strategies, view of public service and leadership, leadership development discourse, legitimation of views and discourse</li> <li>Curriculum design and programme management team</li> </ul>	<p>Two focus group interviews as <i>curriculum dialogues</i> at the NSG</p> <ul style="list-style-type: none"> <li>A mix of ‘open space’ or ‘world café techniques with key questions as point of departure</li> <li>Opportunities for conversational partnership in <i>individual interviews</i> will be used to obtain more details about issues that came in the FGI</li> <li>A semi-structured schedule used as data collection tool (<b>Annexure F</b>)</li> </ul>
<p><i>Existing data</i></p> <ul style="list-style-type: none"> <li>NSG institutional documents: <ul style="list-style-type: none"> <li>NSG Curriculum and learning programme management policy</li> <li>NSG Curriculum development SoP</li> <li>SAMDI/ PALAMA Terms of Reference for full scale rollout of the EDP</li> <li>NSG Terms of Reference for the delivery of the EDP</li> </ul> </li> <li>EDP learning material for seven modules</li> </ul>	<p><i>Content analysis</i></p> <ul style="list-style-type: none"> <li>Focus will be on <ul style="list-style-type: none"> <li>Stated purpose, outcomes, topics and content areas, organising principles, design features</li> <li>Recipient design; position design; leadership development concepts</li> </ul> </li> <li>A computer software programme as tool (ATLAS.ti)</li> </ul>

<p>2. What role does the workplace play in the way leadership is understood and communicated?</p> <ul style="list-style-type: none"> <li>• Are there known forms of speaking, writing and acting that represent the desired kind of leadership?</li> </ul>	
<b>Data and Sources</b>	<b>Methods and Tools</b>
<p><i>New data</i></p> <ul style="list-style-type: none"> <li>▪ Overview of EDP participants and their role and work context; collective descriptions of workplace practices and activities aimed at leadership development</li> <li>▪ Narratives of workplace experiences in leadership development</li> <li>▪ Language and explicit knowledge</li> <li>▪ Physical and social environment of departmental workplaces at which the participant groups are based</li> </ul>	<p>Two sets of <i>focus group interviews</i> (FGIs) with each departmental group at their workplaces</p> <ul style="list-style-type: none"> <li>▪ <i>Individual interviews</i> <ul style="list-style-type: none"> <li>– Individual interviews with information-rich lead narrators who will emerge or be recommended during the FGIs</li> </ul> </li> <li>▪ <i>Direct observation</i> of and active listening for interactions, relationships, and practices</li> <li>▪ A semi-structured schedule as data collection tool (<b>Annexure G</b>)</li> </ul>
<p><i>Existing data</i></p> <ul style="list-style-type: none"> <li>▪ Official documents from EDP participant departments may include: <ul style="list-style-type: none"> <li>– Strategic plans, annual reports, awards, other institutional artefacts and symbols</li> <li>– Professional development documents, e.g. brochures and hand-outs of in-house or sectoral professional development</li> </ul> </li> </ul>	<p><i>Content analysis</i></p> <ul style="list-style-type: none"> <li>▪ Institutional documents and artefacts will help <ul style="list-style-type: none"> <li>– reveal the physical traces or material culture of the work context</li> <li>– illustrate or explain aspects of the leadership discourse that arise from interviews</li> </ul> </li> </ul>

#### 4.4.4 The actual picture of participation

By and large, data collection methods and processes progressed as envisaged, to complement one another naturally, as captured in *Figure 13*. There were challenges though, as circumstances penned out differently, which compelled some adjustments in approach.



**Figure 13: Illustration of the planned multi-method data collection process**

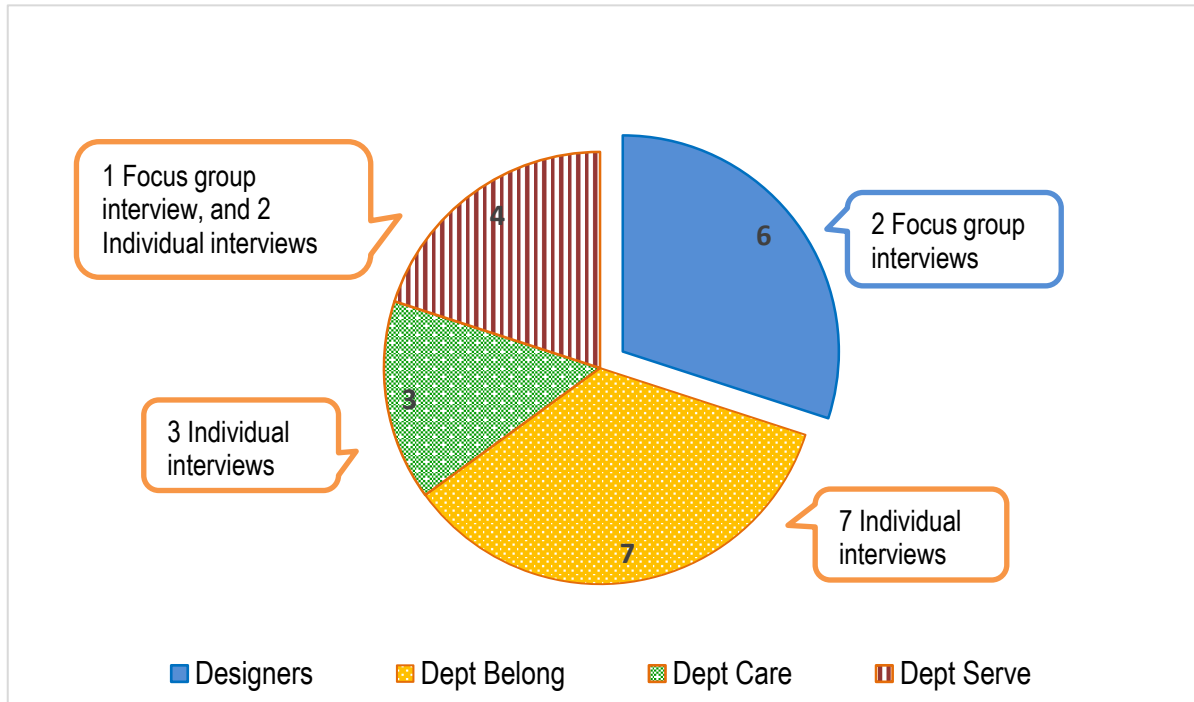
The sampling was originally based on the expectation that there would be sufficient participant numbers from national departments that enrolled more than one full group during 2011 and 2015. I identified three departments for involvement in my study and institutional approval was swiftly granted by two departments. These are respectively named Department 'Belong' and Department 'Care'. After unsuccessful attempts in a period of four months to obtain permission from the third department, I then pursued a fourth department as an alternative. This one too proved unresponsive. Generally, correspondence directed to DGs is filtered and redirected according to internal protocols. My suspicion is that my request never reached the DG or was not included on the agenda of the relevant committee that takes decisions on matters of this nature. In view of time lost in the process, I turned to a department that did not meet one of the original criteria: Individuals in the last department were not enrolled as a full in-house group, but participated at different times as part of mixed group cohorts. They were nevertheless an in-tact departmental population of the number of employees that had successfully completed at least the six core modules of the EDP. The involvement of this department, named Department 'Serve' was justified by the fact that its participant size was comparable to that of individuals from Department 'Care' who consented to, and actually participated in, the study.

i) Interactions with research participants

The NSG context was altogether agreeable. My request to conduct research within was met with instant support and approval (**Annexure H**). That I was a postgraduate student was well known internally – from the institutional HRMD side and the collegial expectation to share our learning journeys. I had presented my proposal, a few weeks after defending it before the panel of the University of Pretoria's Faculty of Education, to colleagues at an internal research colloquium in December 2014. The positive feedback from the university panel and the enthusiastic enquiry and encouragement from the colloquium gave affirmation and energy to the project. All six colleagues who represented the NSG curriculum design sample participated in the FGIs (set up as curriculum dialogues), two of whom could only join the first and second dialogue respectively.

Having obtained institutional approval to conduct research at the other departments, I liaised with the HRMD staff to confirm the participant list. From the selected names of EDP participants who completed six core modules according to NSG records, I had to ascertain which ones were still in the employ of those departments. The information provided was useful in channelling my requests for the first briefing meeting with relevant groups (**Annexures I, J and K**). Participants in one of the departmental groups were part of a class of EDP additional modules, which was underway during 2016. I made arrangements to see them one morning, just before they commenced with the attendance session of their module. I was glad that this opportunity made it easy for them to see the person, and understand the rationale, behind the email that followed to request a meeting with them. Although a handful had accepted, only one participant arrived at the place and time of the FGI; possibly owing to change of heart or a clash of priorities. This would be a recurring eventuality, leading to the pattern of one-to-one interactions.

Whereas the original intention was to conduct focus group interviews with participants at their departmental venue, scheduling for such sessions proved to be ineffective. Later on, to make it convenient for participants who requested to provide responses in writing, I agreed to a blend of written responses and oral conversations.



**Figure 14: Actual participation and interviews conducted**

As *Figure 14* reveals, interviews with two out of the three EDP participant groups (departmental samples) were one-to-one. Only one EDP participant FGI session was possible, with two participants out of four of the third department. Of the ten individual interviews with Department ‘Belong’ and Department ‘Care’, five were conducted face to face while five took place by telephone. In Department ‘Serve’, a focus group interview was conducted with two participants, a telephonic interview with the third, and a brief face to face conversation with the fourth.

The total scope of interactions is presented at *Table 8*.









**Table 8: Record of conversations with research participants**

No. of participants	Participant profile		Interview type				Date	Duration of recording
	Gender F/ M	Level DD/ D/ CD	Focus Group	Individual	Face to Face	Telephone		
6	♦F-DD <sup>1</sup> ♦F-D <sup>2</sup> (at 1 <sup>st</sup> FGI only) ♦F-D <sup>3</sup> ♦M-D <sup>4</sup> ♦F-CD <sup>5</sup> ♦F-CD <sup>6</sup> (at 2 <sup>nd</sup> FGI only)	Focus Group (curriculum dialogue); Face to Face					19 Sep 2016	63:03 minutes
		Focus Group (curriculum dialogue); Face to Face					26 Sep 2016	76:56 minutes
1	♦F-DD	Individual; Face to Face; Written Response					4 Oct 2016	47:48 minutes
1	♦F-DD	Individual; Face to Face					6 Oct 2016	44:52 minutes
1	♦F-CD	Individual; Face to Face					25 Oct 2016	80:31 minutes
1	♦M-D	Individual; Face to Face					9 Nov 2016	76:55 minutes
1	♦F-D	Individual; Face to Face					18 Nov 2016	46:55 minutes
1	♦M-DD	Individual; Telephone					17 Jan 2017	43:11 minutes
1	♦F-D	Individual; Telephone; Written Response					14 Feb 2017	22:01 minutes
2	♦F-DD ♦M-D	Focus Group; Face to Face					28 Feb 2017	69:13 minutes
1	♦F-D	Individual; Telephone					1 Mar 2017	53:32 minutes
1	♦F-D	Individual; Telephone; Written Response					2 Mar 2017	25:52 minutes
1	♦M-DD	Individual; Telephone					3 Mar 2017	48:11 minutes
1	♦F-D	Individual; Written Response; Face to Face (unrecorded conversation)					13 Apr 2017	6:00 minutes, approximately
1	♦F-D	Individual; Written Response; Telephone					22 May 2017	3:48 minutes
<b>Totals</b>								
20 Participants	15 Females 5 Males 6 Deputy Directors 11 Directors 3 Chief Directors 6 Curriculum Designers 14 EDP Participants		3 Focus groups 12 Individual interviews 9 Face to face interviews 6 Telephone interviews 5 Written responses				15 Conversations	17 hours, 7 min

ii) **Distribution of EDP participant sample along the learning pathway**

All the EDP participants had completed the six core modules and were at different points in the learning pathway, as shown below.

**Table 9: Distribution of participants in EDP–Masters’ degree learning pathway**

				
Completed EDP six core modules	EDP four additional modules in progress	Completed EDP ten modules	Masters in Public Administration in progress	Obtained Masters’ qualification
				

At the time of their participation this study, three managers had completed the six core modules; two were enrolled in the four additional modules, five had completed all ten modules of the EDP, two were enrolled in the Masters in Public Administration (MPA), and two had completed a the MPA (although not all the MPA studies were necessarily undertaken in the HEIs through which the NSG delivered the EDP). Some of the participants had already acquired qualifications at Masters’ level, and could exercise the choice to progress beyond the six core modules, including obtaining a second Masters’ qualification, or simply discontinue after completing the six core modules.

**4.4.5 Data processing and analysis**

Qualitative analysis transforms data into findings. No formula exists for that transformation. Guidance, yes. But no recipe. (Patton 2002b:275)

Contrary to the strong view by Tavallaei & Abu Talib (2010:575-576): “Since the ultimate purpose of qualitative research method is earning a deeper understanding about a phenomenon or event in the real-life, therefore the basic structure of this research method cannot be based on theory”, this study does not delink itself from existing theory. Neither does it set out to develop a theory. Equally, it is not true for this interpretive study that “the data obtained through research will be interpreted according to theory rather than using the researcher’s own experiences and insights as a means for interpretation” as

Tavallaei & Abu Talib (2010:574) reason. Theory, as expounded in Chapters 2 and 3, is important but is not everything.

I proceed with analysis in a manner described by Aaltio and Heilmann (2010:69): “The cornerstones of case study methods are the researcher's role in the research process, the context in which the research is carried out, connecting the setting for research with existing theory, the use of various methods that aim at increasing reliability throughout the process, and finally, the researcher's committed and skilful analysis.” I do, however, address the shift away the positivist view of ‘reliability’, among others, as will be explained later. I am mindful that my worldview and experiences have an influence on my interpretations, and recognise my role of researcher-as-instrument who participates in making sense of issues, conversations and texts (LeCompte & Preissle, 1993:95; Schwandt, 2000:195-196; Merriam 2009:18).

As Maxwell (2008:243) argues, the main concern in analysis “is not with eliminating *variance* between researchers in the values and expectations that they bring to the study but with understanding how a particular researcher's values influence the conduct and conclusions of the study”. Flick (2009:16) adds, “Researchers' reflections on their actions and observations in the field, their impressions, irritations, feelings, and so on, become data in their own right, forming part of the interpretation, and are documented in research diaries or context protocols”. Instead of assuming neutrality or indifference, I have reflectively taken note of my effect on the research setting and participants, especially during interviews. In the analysis, I look for evidence of undue analytical bias such as *holistic fallacy* (where events are interpreted as more patterned than they really are) or *going native* (being co-opted into the perceptions and explanations of participants) (Miles & Huberman 1994:263).

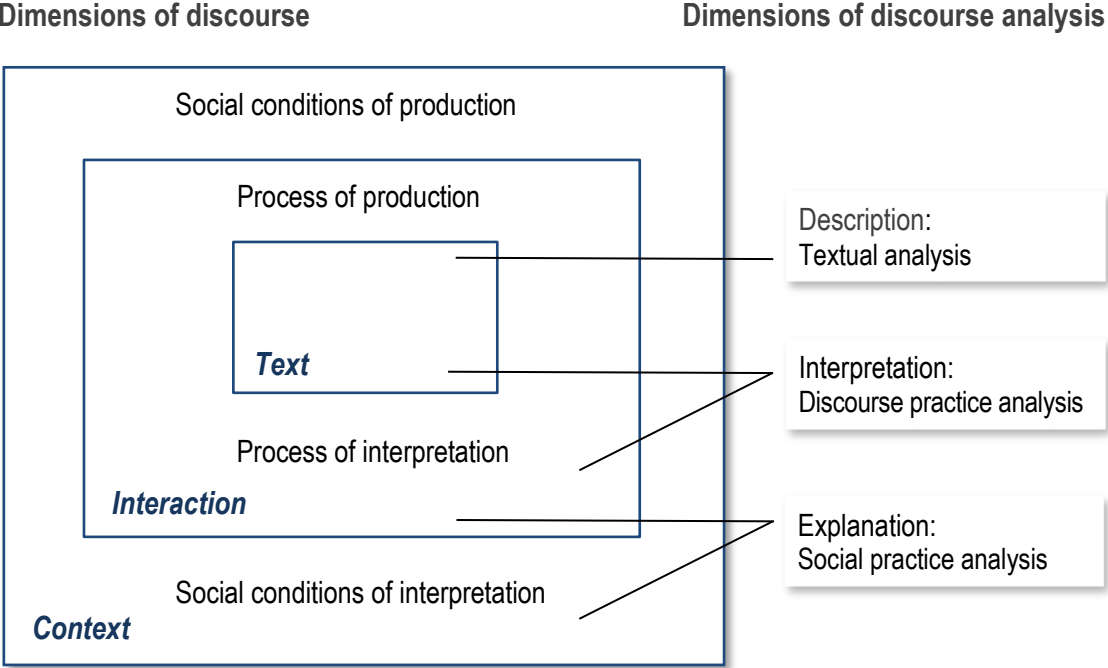
i) Concurrent collection and analysis

Research data altogether comprise: documentary data from existing material; transcripts of audio-recorded dialogues and interviews; observation summaries, sketches and maps; and my journal notes. As a qualitative principle, analysis takes place iteratively and simultaneously in the field and out of the field (Hamilton & Corbett-Whittier 2013:136; Merriam & Associates 2002:171). Naturalistically during data collection, I involved myself conversationally with each case – reacting to issues presented, clarifying inconsistencies

and confirming meanings of inferred and unfamiliar concepts. I initiated the analysis as soon as possible at the end of each interview, using memoing (Nieuwenhuis 2007:119). In my reflective journal, I included the associations I make about “observational, methodological, and theoretical issues” (Aaltio & Heilmann 2010:71).

ii) Critical discourse analysis model

Comprehensive documentary analysis follows detailed procedures to facilitate *critical discourse analysis (CDA)* in three interrelated phases (Fairclough 1995:98; 2001a:21-22; Janks 1997:330) as illustrated below.



**Figure 15: Fairclough’s CDA model**

Guided by some of the studies that applied Fairclough’s CDA model (Chitera 2009:64-68 Smith 2010:19-21; Lim 2014b:63; Richardson & Langford 2015:85), I approach the three dimensions as follows:

- a) *Text:* In Fairclough’s model, textual analysis is at the first level of CDA and focuses on the **description** of formal properties of specific texts. The latter are usually in written form but also include spoken, visual, still or moving images. I applied some

of the ten major questions recommended by Fairclough (2001:92-93) for the analysis of texts related to this study:

*A Vocabulary:*

What experiential value do words have?

What relational values do words have?

What expressive values do words have?

What metaphors are used?

*B Grammar:*

What experiential values do grammatical features have?

What relational values do grammatical features have?

What expressive values do grammatical features have?

How are (simple) sentences linked together?

*C Textual features:*

What interactional conventions are used?

What larger-scale structure does the text have?

Fairclough (2001:93) comments that *experiential* value carries cues about the text producers' experience of the natural or social world. *Relational* value provides cues about the social relationship between text producers and text recipients as participants in a discourse. *Expressive* value offers cues about the text producers' evaluation of their experiences and reality. Textual analysis in this CDA sense makes it possible to uncover traces of other texts and their position and value in the processes of production and interpretation, thus offering a better understanding of the whole discourse or social event. This way of studying texts facilitates a more critical understanding of ideological processes and structures that are etched in the text but often not readily decoded from only the focus and content of the text (Fairclough 1991:117; Janks 1997:332).

- b) *Interaction:* The second phase of CDA takes a closer look at processes by which the texts and discourse practices are produced, drawn upon and distributed, and the manner in which participants interact with texts and their contexts. According to Fairclough (2001a:134,135), ***interpretation*** addresses and is guided by three questions:

- Context: What interpretation(s) are participants giving to the situational and intertextual contexts?
- Discourse type(s): What discourse type(s) are being drawn upon?
- Difference and change: Are answers to context and discourse type different for different participants? And do they change during the course of the interaction?

Therefore, for the discourse practice analysis phase, I analyse EDP participants' view of leadership and their departmental leadership practices; and curriculum designers' view of curriculum, leadership and leadership development.

c) *Context*: As highlighted in the previous dimensions, context is integral to all discourse and application thereof. At this phase of CDA, I give greater consideration to the relationship between text and practice (**discourse**), and the socio-cultural and political context in which these exist (**Discourse**). For Fairclough (2001a:138), **explanation** brings into focus the social or macro level discourses that influence immediate circumstances. Altogether, three questions are of concern in this phase of CDA (Fairclough 2001a:138):

- Social determinants: What power relations at situational, institutional and societal levels help shape the discourse?
- Ideologies: What elements of members' resources (MR) which are drawn upon have an ideological character?
- Effects: How is this discourse positioned in relation to struggles at the situational, institutional and societal levels?

The first question about social determinants is incorporated in the description and interpretation dimensions of analysis, and then further developed alongside the ideology and effects questions.

To enhance the integrity and holistic richness of the study, the analysis involves both 'stepwise and systematic', and 'spontaneous and subconscious' processes (Gläser & Laudel (2013:[20]). These complementary approaches are what Sullivan (2012:64) respectively calls 'bureaucratic' (guideline-following) and 'charismatic' (stylistic) ways of engaging with texts and data. Past data analysis, the effect of this methodological choice will be evident in the presentation of research findings – to answer the rhetorical question for this study. Fairclough's description, interpretation and explanation dimensions are

further supported by and integrated in the common research phases of data analysis and interpretation.

### iii) Data coding

*Content analysis* involves summarising and structuring of data segments with the intention of identifying patterns and themes (Leedy & Ormrod 2014:150; Mayring 2003:42-46 in Kohlbacher 2005:[53]-[57]). Gläser and Laudel (2013:[20]) and Kohlbacher (2005:[77]) make the point that the complexity of the information gathered and generated during qualitative data collection needs to be systematically and iteratively reduced so that main points and coherent explanations stand out.

*Coding* is a useful strategy by which the first phase of qualitative analysis is carried out. This entails assigning labels or tags to disaggregated segments of data, thus allocating units of meaning to chunks of information compiled during a study (Maxwell & Chmiel 2014:25; Schwandt 2007:32-33; Basit 2003:144; Miles & Huberman 1994:56). Barbour (2014:499) aptly declares that the influence of grounded theory is so pervasive in qualitative research that most qualitative analyses that might not explicitly pursue this methodology “make a ‘nod’ in its direction”. In clarifying coding and qualitative content analysis, Gläser and Laudel (2013) offer a refreshing assertion that the discussion of coding does not mean a discussion of grounded theory methodology as advanced by Glaser and Strauss (1967) and lately Charmaz (2008; 2014) for example. Coding outside grounded theory is endorsed by authors such as Miles and Huberman (1984, 1994), Coffey and Atkinson (1996), Patton (2002a:462-466), and Boeije (2010:93-121). Therefore, procedures developed by grounded theory are seen “as one version of coding besides others that are recommended in the literature” (Gläser & Laudel 2013:[40]).

According to Miles and Huberman (1984:25) coding schemes may be developed (a) inductively or (b) driven by research questions. I align with Schwandt’s elucidation (2007:32-33) that the latter may follow a *content-specific* scheme which is first developed from careful consideration of the problem and the theoretical interests that drive the inquiry. Data are sorted using codes “derived directly by the social inquirer from the language of the problem area or theoretical field” (Schwandt 2007:33). This means codes are identified or defined *ex ante*, thus forcing me to make my assumptions explicit as the analyst (Gläser & Laudel 2013:[49]). I applied this scheme to the EDP learning material

and related institutional documents that guide curriculum design. Thus, a sample of similar sections of modules and official documents are coded with special reference to public service, leadership, senior management and leadership development concepts, as well as design features of curriculum texts.

The other scheme based on research questions and theoretical considerations is *non-content-specific*. Here, a ‘common sense typology’ that is compatible with the methodological framework is used for sorting data. Such sorting could, for example, be by participant categories, roles, relationships, sequence of events, or types of practices (Schwandt 2007:33). Transcripts of focus group interviews and individual narratives would best be processed through this scheme. The field notes and documents I generate together with conversational partners form case records for analysis (Creswell *et al* 2007:240; Patton 1990:384-388,425).

As sorting and coding are meant to pave the way to interpretation, they cannot be applied mechanically or rigidly. Gläser and Laudel (2013:[27]), and Rubin and Rubin (2005:209) advise that ample room should be created for other codes to present themselves, as it were, organically and even unexpectedly. This is the benefit of a *context-sensitive* scheme by which I *inductively* “(a) work with the actual language of respondents to generate the codes or categories and (b) work back and forth between the data segments and the codes or categories to refine the meaning of categories as they proceed through the data” (Schwandt 2007:32). Since large amounts of data are involved, computer assisted qualitative data analysis (CAQDAS) is beneficial (Hamilton & Corbett-Whittier 2013:141; Olsen 2012:78; Bazeley 2009:13; Basit 2003:149). The point of this phase of analysis is to apply theory-led and context-sensitive coding to texts in order to describe the formal properties, language features and ideological structures that underlie discourses on leadership (Smith 2010:19; Lim 2014b:63).

#### iv) Data clustering and thematic analysis

Bazeley’s (2009:10) “simple three-step formula” of describe–compare–relate applies broadly in the progression from coding to clustering. Ensuing from basic systematic analysis of *similarity and variation* (Olsen 2012:77-78) during coding, the second phase of data analysis focuses on *contiguity* (Maxwell & Chmiel 2014:22). The identification and description of similarities and differences generally results in the formation of essential

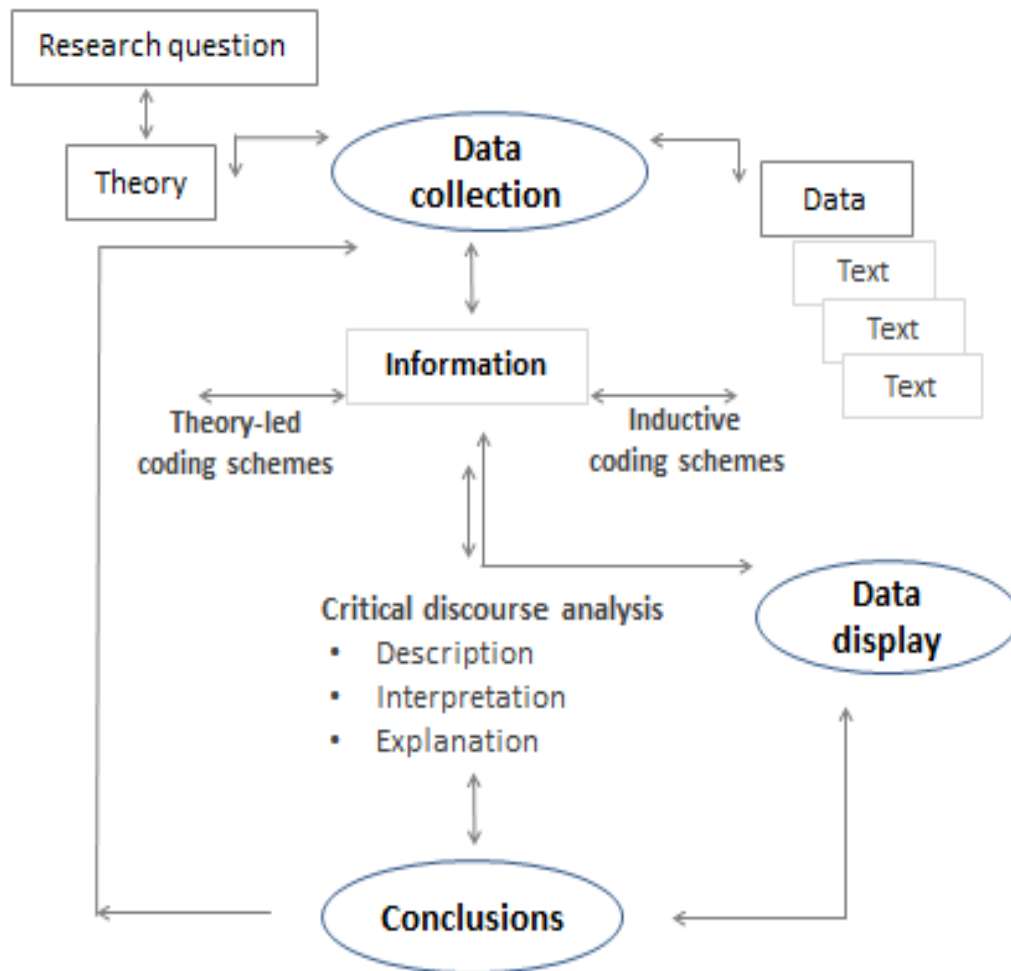


data *categories* (Merriam & Associates 2002:14; Stake 2000:445; Glense & Peshkin 1992:127-147). In contrast, finding connections among data – in their context of time and space – leads to the formation of *contiguity relationships*. Together, categorising and contiguity strategies help create clusters of bigger units of meaning which can be thematically arranged and presented (e.g. Cunha, Pacheco, Castanheira & Rego 2017:478).

Thematic analysis helps deepen the analysis and substantively link data with the research question (Maxwell & Chmiel 2014:22, 29). At this stage, involvement with data categories and theme building takes a more spontaneous or charismatic style than a stepwise or bureaucratic process. In fact, it is necessary to revisit association decisions and connections made within and among data and their contexts (Gläser & Laudel 2013:[27]). In making sense of data categories, I explored patterns of knowledge production and use, actors and their roles in the process, and the taken-for-granted understandings. Thematic analysis facilitates the interpretation dimension of critical discourse analysis. It goes beyond the description of language and forms of representation expressed in texts. The analysis now pays attention to social practices, including power relations and ideologies, that form part of the context in which language and knowledge are situated, with curiosity in how some understandings are naturalised and others are not (Fairclough 2001a:91; Jørgensen & Phillips 2002a:21).

#### v) Synthesis and conclusions

The conclusions drawn from the interpretation attempt to bring to light sociocultural, political, and economic factors within broader institutional and societal practices. This entails an explanation of the relationship between texts and discourses, and their interaction with ideological social practices of localised and distributed settings (Richardson & Langford 2015:85; Lim 2014b:63). The synthesis and conclusions deriving from themes and narratives are appropriately linked to theoretical concepts, in a manner that is compatible with the purpose of the study (Merriam 2009:178-186; Glense & Peshkin 1992:127-147; Patton 1990:425; Richardson 2000:926-927; Hodder 2000:710-713). Influenced by Miles and Huberman (1984:23), Glaser and Laudel 2013:[22]), Fairclough (1995:201), and Schwandt (2007:32), I present a flow diagram of the data analysis process in this study.



**Figure 16: Flow diagram of the data analysis process in this study**

#### **4.4.6 Examples of data processing and coding**

A great deal of preparation is involved that requires painstaking attention and time in handling the volume of data collected and case records created, and the processes by which they are presented for analysis. With the preceding understanding of data processing and analysis in mind, I combined two kinds of strategies.

i) Initial preparation and coding of institutional documents

Taking advantage of available institutional resources at the NSG, I used ATLAS.ti for the initial coding of institutional documents. This strategy helped me to delimit identical and repetitive texts, unique elements of content, and design features that characterised the EDP learning material, among others. I created an *ex ante* coding scheme, i.e. a list of

content-specific phrases for subjects that I expected would stand out, based on curriculum dialogues and theoretical background. I applied this list, as shown at *Table 10*, to the following parts of the learning material:

- Background information common to all the modules; and
- Purpose and outcomes statement, and topic outline per module.

Four *emergent codes* were added, marked with an asterisk\*, which emanated from reading and analysing the data.

**Table 10: EDP learning material code record**

Code-Filter: All	
HU:	EDP material
File:	[C:\Users\millyd\Documents\Scientific Software\ATLAsTi\TextBank\EDP material.hpr7]
Edited by:	Super
Date/Time:	2017-04-20 12:19:16
Attributes	
Cadre*	
Citizens	
Continent and the world*	
Design statement	
Development	
Extract from the Minister of Public Service and Administration*	
Hierarchy	
Lead	
Legislation and policies	
Legitimation*	
Manage	
Public service	
South Africa	
Values	

ii) Initial processing and coding of interview texts

I endeavoured to ensure that transcription is as complete and as accurate as possible, with the assistance of participants as verifiers. I listened to every recording from beginning to end to ensure its quality, and compared Windows Media Audio file with MP3 file versions where necessary. Once the draft transcripts were returned by the professional transcriber, I carefully listened to the audio recordings again to make the necessary

amendments for accuracy and completeness. Examples of long transcripts are presented in **Annexures L and M**.

For the curriculum dialogues and the EDP participant interviews, I chose to immerse myself in the data through iterative cycles of reading, coding, re-coding and categorising. I therefore did not involve CAQDAS as I had done with institutional documents. In preparing the transcripts for coding, I created a table in which I collated all responses per research question. In this collation I deliberately edited out all entries of my interruptions of the participant's speech; casual repetition of words; fillers such as *er...*, *uhm*, *you know*; as well as non-verbal expressions used by participants. The table was therefore a presentation of participants' spoken responses from which I could apply a coding scheme. However, I made regular reference to the full transcripts in order not to lose the context of responses. I found Saldaña's (2009) classification very useful for both the guided choices for coding and for the vocabulary associated with the different methods. I applied emergent, non-content specific coding, i.e. not determined from literature in advance, in a manner that combined more than one code to a single qualitative datum or sequential units of qualitative data (Schwandt 2007:33; Saldaña 2009:62). This approach enabled me to elicit

- *description*: exact words or short phrases of a topic;
- *process*: gerunds connoting action;
- *values*: values, attitudes and beliefs that support a perspective or worldview;
- *themeing*: culmination of coding and categorisation; and lastly
- *pattern coding*: identifying similarly coded and organised data, and attempting to attribute meaning to such organisation (Saldaña 2009:70,77, 89, 150).

I also generated brief notes, which are a combination of memoing during initial cycle coding (concurrent with data gathering), second cycle of coding, and my reflective journal entries. The brief extracts presented in *Tables 11 and 12* are examples of responses to two interview questions to EDP participants:

- *What does your role in public service leadership entail?*
- *What leadership invitation does [the EDP] convey to participants?*

**Table 11: Simultaneous coding of EDP participant responses to Part 1-1**

Response	Coding	Notes
<p>1a. My role entails <u>teaching</u> and <u>mentoring</u> and <u>monitoring</u>. Teaching in terms of <u>my subordinates or co-workers</u> where <u>we share</u> information. &lt;...&gt; Mentoring in terms of <u>making sure</u> that <u>my subordinates</u> get <u>assistance</u> that they need or whenever they're experiencing <u>problems</u> I <u>should be there</u> to assist. And then in monitoring it's to monitor <u>their</u> achievements or attainments of the outcomes within the [-name of unit-]. <u>So this is the management and maybe leadership role</u>. I also <u>have to lead by example</u>.</p>	<p>ROLE: <u>Teaching</u>, <u>Mentoring</u>, <u>Monitoring</u>  SUBORDINATES; CO-WORKERS: 'my subordinates or co-workers'; not equal but in collaboration  INFORMATION SHARING: 'we share information'  ASSISTANCE / SOLUTION PROVIDER to 'my subordinates or co-workers' 'whenever they're experiencing problems'  RESPONSIBILITY: 'making sure'  I: 'I should be there'; THEY: 'their achievements'; WE: 'we share'  GOAL: attainments of the outcomes within the unit  MANAGEMENT - LEADERSHIP AMBIGUITY: 'So this is the management and maybe leadership role'  BE AN EXAMPLE: 'I also have to lead by example'</p>	<p>Being and doing – ongoing process/ action  Leader-subordinate differentiation [Ref 1k - <i>those reporting to me</i>]  UNEQUAL RELATIONS: Subordinate is a presenter of problems and attainer of outcomes for the unit; Manager is provider of assistance, monitor [Ref 1b - <i>they might know the challenges that they'll face</i>]  [Uhl-Bien <i>et al</i> 2007 <i>administrative leadership</i>] [InI]  MANAGERIALISM IN LEADERSHIP: 'the management and maybe leadership role'  NORMATIVE: Obligation to lead by example; <i>should be; have to</i> [Ref 1c - <i>should</i>] [D]</p>
<p>1b. Okay, <u>from a technical point of view</u> and then also <u>from a leadership point of view</u>. Technically &lt;...&gt; I am sitting currently with quite a <u>mixed bag of functions</u>, a <u>mixed bag of people with different skills and skill sets</u>, <u>mixed bag of functions</u> which I now need to bring together. And the <u>reason</u> for that was that the, the Director for [-name of unit-] had left and I don't think <u>we could have replaced that particular person</u>, because of the <u>moratorium on current positions as it stands in government</u>. &lt;...&gt; So, <u>I'm really enjoying the different, the diversity of the team, and the</u></p>	<p>PERSPECTIVE: technical point of view and leadership point of view  TECHNICAL: 'mixed bag' mentioned x3 - functions, people with different skills and skill sets, RESPONSIBILITY which I now need to bring together  DIVERSITY: 'the diversity of the team, and the diversity of the functions'  DIMINISHED CAPACITY: 'the Director ... had left and ...we could have replaced that particular person'  CONSEQUENCE OF GOVERNMENT DIRECTIVE: 'the moratorium on current positions as it stands in government' [D]</p>	<p>Distinction between technical and leadership points of view; possibly using technical lens in viewing team and functions as MIXED BAG; leadership lens in seeing DIVERSITY as enjoyable and stimulating learning  Leadership role as one of bringing about COORDINATION/ HARMONISING [D]  Directive curtailing availability of resources; doing more or same with less [Ref 1d,1e]; application of Directive in department [Ref Elsewhere –<i>our interpretation comes and it's worse than what Treasury has given</i>] [InI]; [D]  SYSTEM and STRUCTURES [D]</p>

Response	Coding	Notes
<p><u>diversity of the functions. And it has stretched me and allowed me to grow in other areas which I wasn't really too focused on, which I had awareness in but not too focused. Coming to the aspect of the leadership. &lt;...&gt;</u></p>	<p>OPENNESS TO LEARNING; BEING STRETCHED; GROWTH: 'it has stretched me and allowed me to grow ...' MAGNITUDE/EMPHASIS: 'I'm REALLY enjoying'</p>	<p>Differentness of team and functions in relation to one another, deriving good/value in messy situations/ 'mixed bags'; changing roles and need to adapt [Ref 1d] REFLEXIVITY: Enhanced awareness, focus, learning and growing</p>

**Table 12: Simultaneous coding of EDP participant responses to Part 2-1**

Response	Design message / Recipient response
<p>2e. &lt;...&gt; to say as leaders, <u>you've got leadership ability within you regardless of where you are. You must be mindful of that, because sometimes there is a tendency that I can't lead, especially now you've got a hierarchical structure. &lt;...&gt;You are the leadership in your own right as well, at your level. &lt;...&gt;</u> So you need to find that in you. Yes, &lt;...&gt; establish that, where you are in terms of leadership &lt;...&gt; especially now when we are in the public service, because we need to exercise that in the right way of course, <u>that make sure that you bring others on board as well.</u></p>	<p>DESIGN MESSAGE: 'You've got leadership ability within you' regardless of location/ position in the hierarchy RECIPIENT RESPONSE: Concurrence; public service context: 'we need to exercise that in the right way of course, that make sure that you bring others on board as well' Leadership capability regardless of level [Ref 2h]; Inner resourcefulness as starting point A hierarchical structure as the reality of public service work and leadership Worldview; right way of exercising leadership: Collective leadership; enabler for others</p>
<p>2f. The learning during the course of this programme <u>helped me to look deeper into myself, creating a better understanding of who I am and how my worldview can affect the decisions I take.</u> It assisted me with learning to <u>lead from the back and not to regard myself more or better than others.</u> However this was <u>mostly the informal or accidental learn[ing]</u> during discussions and work groups.</p>	<p>DESIGN MESSAGE: [Accidental rather than by design] RECIPIENT RESPONSE: Received curriculum perceived as 'the informal or accidental learn[ing] during discussions and work groups' Received curriculum was beneficial; 'learning how to lead...' My worldview affects the decisions I take; affects others Consciousness; self-reflection; affirmation [Ref 2d,2h,2j]</p>

The cycles of coding, categorisation and patterning are all employed, not as an in end in themselves but to facilitate the three adjoining phases of CDA: textual analysis; institutional discourse practice analysis; and social practice analysis.

#### 4.4.7 Data quality and integrity

The research process and reporting of findings must comprehensively take into account the importance of the trustworthiness and authenticity (interpretive aspect), and the situatedness (critical aspect) of the study (Guba & Lincoln 1994:114; Denzin & Lincoln 2002:334). The qualitative shift away from the quest for objectivity and generalisability toward deeper understanding and situated interpretation has challenged the dominant validity and reliability norms. Even though criteria for quality in qualitative research have remained contested (Seale 2002:102-104; Schurink 2009:818), Lincoln and Guba's (1985) four criteria are generally accepted as alternatives to the positivist conventions (Bless *et al* 2013:236-239; Merriam 2009:229; Shenton 2004:65-68; Creswell & Miller 2000:126; Rubin & Rubin 1995:89-91). Thus, internal validity is substituted with credibility, reliability with dependability, generalisability with transferability, and objectivity with confirmability. I have employed appropriate strategies to enhance data and research quality according to each criterion:

i) Credibility

- *Review and pilot of tool:* I had interview schedules reviewed by colleagues who are experienced researchers to ensure coherence and appropriateness of questions. I piloted the tools with a few colleagues prior to use, which provided me with feedback on areas for improvement, e.g. removing ambiguity or improving sequence.
- *Member checks:* After transcribing each curriculum dialogue, focus group interview and individual interview, conversation partners had the opportunity check the transcript for truthfulness and completeness, thereby reinforcing the trustworthiness of the data and research process. This practice was meant to enable participants should “see themselves” in the transcriptions, and enable me to rule out possibilities of misunderstandings (Rubin & Rubin

1995:91; Hamilton & Corbett-Whittier 2013:136; Maxwell 2008:244; Seale 2002:104; Lincoln & Guba 1985:314).

ii) Dependability

- *Research design*: The coherence and logic of the research design was scrutinised and approved by the University of Pretoria as confirmation that it meets established criteria for social science research. Multiple methods, as already mentioned, provide multi-dimensional views and insights (Shenton 2004:71).
- *Rich, thick descriptions*: Alongside the description of research design and its implementation, data presentation and analysis will offer sufficient description and detail to provide context, and bring reader to closer to the events and experiences.
- *Auditing*: I have kept a record of activities, decision points, and procedures undertaken. It should be possible to track the research processes, analyses and syntheses back to their sources. This strategy complements the description of the research design by including illustrations and process flow diagrams, and the transparent accounts of points of deviation from the original 'script' (Morse & Maddox 2014:534)

iii) Transferability

- *Conclusions of readers and other researchers*: On the basis of credibility, and dependability, readers of the research findings may be able to assess the extent to which the public service cases and curriculum issues of this study are similar to or help understand theirs. Besides making connections with other studies on similar issues, I believe that this study could also contribute to the research design decisions of other researchers pursuing studies with similar dynamics and concerns as this one (Maxwell 2008:246).

iv) Confirmability

- *Personal interest and position*: In the first chapter I declare my interest in the study, my background, assumptions and roles in the research. During the research process, I have used a personal journal for reflective notes and to



check my biases (Lincoln & Guba, 2000:183-184), and also incorporate reflective commentary during data interpretation. According to Creswell and Miller (2000:127), this procedure “is clearly positioned within the critical paradigm where individuals reflect on the social, cultural, and historical forces that shape their interpretation”.

- *Audit trail:* Just as auditing serves dependability purposes, it is equally useful in establishing confirmability by making “provision of a methodologically self-critical account of how the research was done” (Seale 2002:105). The audit trail is embedded in the development of the thesis and its write-up, and in the compilation of records of the research activities. The transparency offered by the audit trail makes it possible for others to learn from or replicate the study depending on their motivations and interests (Morse & Maddox 2014:535; Schurink 2009:819).

#### 4.5 Ethical considerations and reporting

Ethics is intrinsic to quality research. I am therefore bound by the principle: “*Any participation in a study should be strictly voluntary*” (Leedy & Ormrod 2014:107). There is a moral and process requirement that I reveal to research participants my intent so that they understand the nature and extent of their involvement. In addition to the general code and standards for researcher-respondent and researcher-researcher relationships (Sarantakos 2013:17-20), I am guided by the University of Pretoria’s Code of Conduct for Researchers in the following ways:

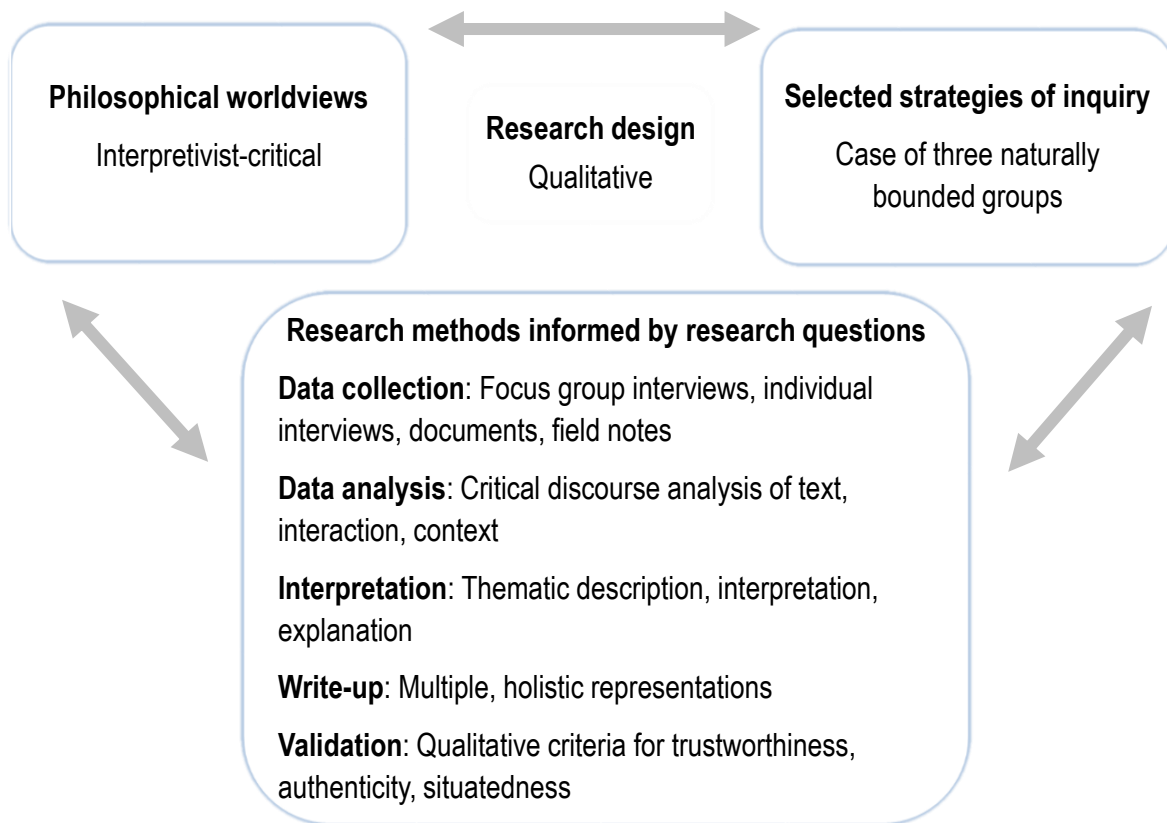
- This study does not involve vulnerable persons. Participation is be voluntary and by informed consent – by letter and reiteration of the aim and purpose of the study at first meetings with participants. Participants knew upfront that they could withdraw at any time during the study if they so decide.
- Respect for privacy and human dignity has directed the way in which data are collected and recorded. In addition to verification by member check, I sought participants’ advice on the use of names, such as those mentioned during interviews. To ensure maximum privacy and confidentiality, I concealed all reference to persons and departments by name. However, participants willingly engaged in interviews with full understanding that it may still be possible to tell

their identity and that of their departments. The general principle adopted was that of 'disclosing only as much as you are comfortable to make public'.

- Analysis is ethically undertaken without any manipulation or falsification. Findings reflect an accurate account, and all sources used and professional support received have been acknowledged.
- Electronic copies of all raw data and related records have been submitted to the University of Pretoria for storage in compliance with the Postgraduate Research Policy, Guidelines and Procedures for Master's and Doctoral Students and Supervisors, and the Integrated Declarations of the Faculty of Education Ethics Committee.

Rhetorically, I strive to uphold the interpretivist-critical orientation of the research design. I am keen to present the findings and conclusions in a lifelike and believable way that enables readers to put themselves in the context of the study and its participants (Schurink 2009:808). Far from the report being a sanitised set of accounts, I am encouraged by Denzin and Lincoln (2011:6): "The product of the interpretive bricoleur's labor is a complex, quilt-like bricolage, a reflexive collage or montage; a set of fluid, interconnected images and representations. This interpretive structure is like a quilt, a performance text, or a sequence of representations connecting the parts to the whole".

As a summary, *Figure 17* below provides the design framework of this study, based on Creswell (2009:5).



**Figure 17: Research design framework for this study based on Creswell (2009)**

## 4.6 Conclusion

In this chapter I explained my choice of design and methodology based on the philosophical perspective that matches my personal worldview. I showed how I connect methods for data collection and analysis to the research questions. Lastly, I presented the CDA model by which I intend to analyse the data. In the next chapter, will present the qualitative data together with patterns of analysis, interpretation, and explanation.



## DATA PRESENTATION AND ANALYSIS

*Umuntu ngumuntu ngabantu  
[I am because we are]*

### 5.1 Introduction

I think this was a much rich debate, and I must thank you <...>. You see what's nice about a space like this is it doesn't limit us to our work. I mean this is the first time I have a chance to speak about these things, which used to be central to my heart <...>. I'm even – I'm in a bureaucracy for ten years. <...> I haven't had a chance to speak like this. But when we try to speak about leadership, if we had to call a meeting of the [-name of department-] to talk about leadership, I can assure you, it would have been the same old boring discussions we usually have. We would have been constrained as individuals <...> in how much we can say, when we can say it. We need a smaller group and we need to discuss whatever, and we need to contest with each other. There must be that openness, equality, and space to– And so I thank you for this opportunity because this was fun for me; regardless of what your purpose was 😊. [👉: Hmm, 🌀]

The practical realisation of the aims, intentions and wishes on which the research design is premised is now tested. In hindsight, my initial plan to conduct focus group interviews (FGIs) at three departments may have been too ambitious. I explained the circumstances that led to a modified approach in the preceding chapter. Now, I look back at the data gathering journey with immense gratitude. The humbling and precious experience of having colleagues in my department and fellow public servants who do not know me at all voluntarily agreeing to participate in my study is one I will always treasure.

This chapter presents my interaction with the data and records generated during the semi-structured data collection, and the concurrent and iterative data analysis processes. The presentation is guided by the critical discourse analysis (CDA) phases and the key data sources for this study, namely: samples of EDP learning material and institutional curriculum documents; the NSG curriculum design community; and the EDP participant

community. I proceed from the descriptive dimension of textual analysis, after which I present the design and participation perspectives from the interpretive dimension. I end with the explanatory dimension, which is carried over to the discussion of findings and conclusions.

Figure 18 provides a synopsis of the discussion points of this chapter:

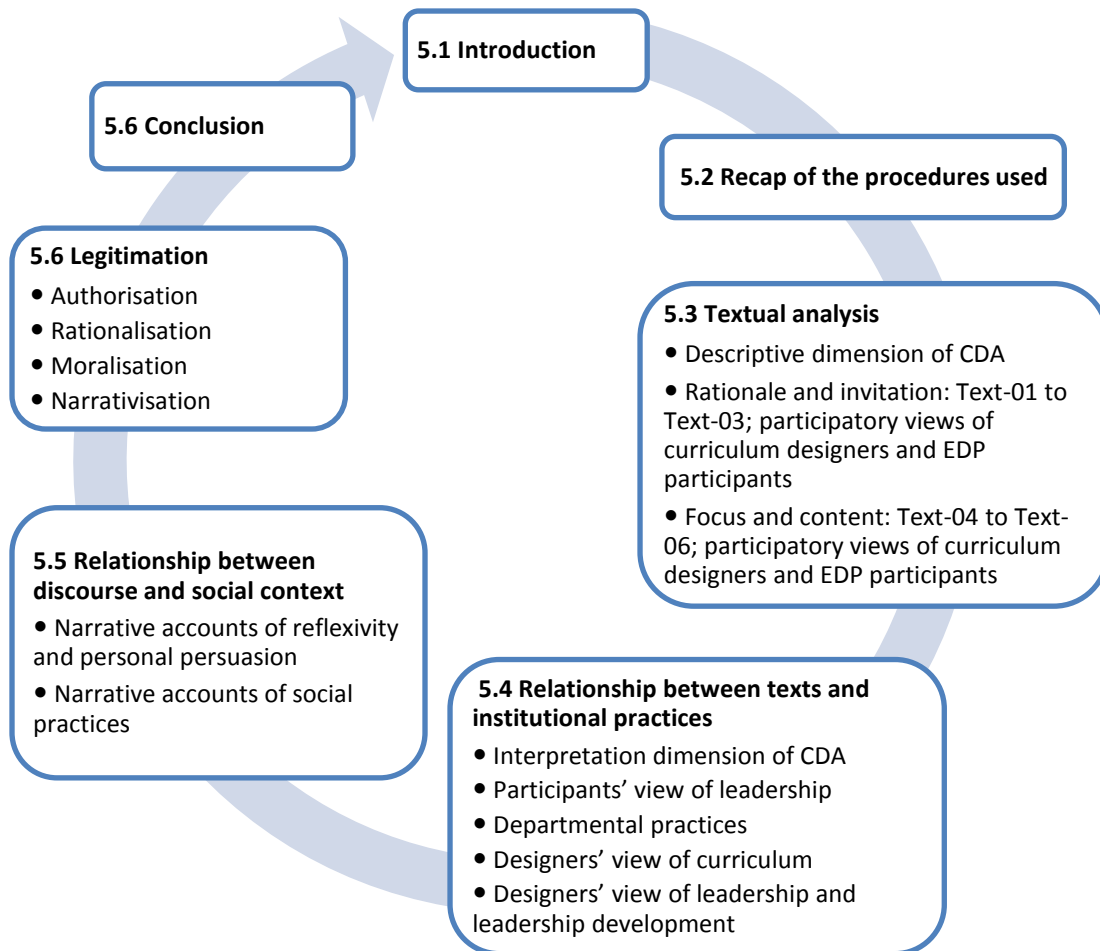


Figure 18: Synopsis of Chapter 5

## 5.2 Recap of the procedures used




To aid data processing, I combined the use of computer assisted qualitative data analysis software (CAQDAS) for institutional documents and manual coding for curriculum

dialogues and the EDP participant interviews. Reference has already been made to the Curriculum and Learning Programme Management Policy (NSG 2016) and Curriculum Development Standard Operating Procedures (NSG 2015a) in Chapter 3. The main institutional documents under consideration for analysis are as follows:

- Terms of Reference for the Full Scale Rollout of the EDP (SAMDI/PALAMA 2008) and for the Delivery of the EDP in Partnership with Higher Education Institutions (NSG 2015c);
- EDP learning material that addresses the core competencies in the SMS Competency Framework.

During transcription, I selected some MSWord Wingdings characters to create a simple range of coding symbols for the transcripts as a way of capturing verbalised responses and communication dynamics, as well as my interventions – such as omitting some detail to optimise privacy and confidentiality.

**Table 13: Symbols created for interview transcription**

	More than two speaking
!	Emphasis
	Gesture
	Laughter/chuckle
[X: text]	Overlapping speech/sound by researcher or another participant
[inaudible]	Inaudible speech or indistinct audio recording
[-Name-]	Actual name of person, programme, department or institution omitted
<text>	English translation of word/expression used
<...>	Parts omitted in excerpts for brevity of presentation

I use excerpts from transcripts in the next sections of this chapter to illustrate how I have made sense of various statements in my analysis of data. Importantly, since it is not possible to give equal attention to every strand of data, the analysis itself “is highly selective” (Fairclough 2001a:92). Inasmuch as I strive to provide detailed, thick, and context-rich descriptions (Miles & Huberman 1984:21,22), I draw out sections of data that

facilitate methodical data analysis and demonstrate my interaction with the data and with my notes as researcher.

### 5.3 Textual analysis

Text  
CDA dimension: Description

As discussed in Chapter 4, textual analysis is linked to the descriptive dimension of CDA. It is guided by questions that seek to elicit the experiential, relational and expressive values. In this study, verbal text is the foremost data source: oral interactions with participants rendered as written transcripts, as well as a selection of institutional documents. Led by the main research question and its sub-questions, my bias is toward text that reveals curriculum intentions for public service leadership development, views about leadership, and how leadership is represented in the public service context.

#### 5.3.1 Programme rationale and invitation

The rationale around which the EDP was conceptualised and the purpose for which it was designed offer an angle from which to grasp how leadership and associated attributes are understood. Three sources of expression of the programme rationale and invitation are pertinent. Although these text segments are derived from separately identifiable documents, they are linked to one another as a composite of communication tools and institutional records by which others, such as higher education institutions (HEIs) and programme participants, become members in a particular discourse practice. This is the social interaction in which text is produced, used, ordered and redistributed in different ways.

The first text segments are extracts from NSG documents which I have consecutively labelled Text-01, Text-02 and Text-03.

### Text-01

Source: ToR for Full Scale Rollout of the Executive Development Programme (EDP) as Part of the Presidential Strategic Leadership Development Portfolio (SAMDI/PALAMA 2008)

The South African Management Development Institute (SAMDI) wishes to contract the services of consortia of reputable higher education institutions to deliver high quality, relevant and applicable training in all nine provinces to a cohort of managers who are already part of the Senior Management Service (SMS) on salary levels 13 and 14.

Senior managers in South Africa are facing unique challenges, as they are responsible for the future direction that their organisations are to pursue. They have to demonstrate skills and competencies in terms of, amongst others:

- The Department for Public Service and Administration's Senior Management Service competency framework; and
- The Leadership Development Management Strategic Framework.

SAMDI's purpose is to unlock the efficacy of departments through appropriate training and development interventions to enable them to improve service delivery. Through the establishment of strategic partnerships between the SAMDI and appointed Higher Education Institutions, the strengthening of capacity in terms of building a robust, effective and efficient senior management service will be achieved.

### Text-02

Source: PALAMA website and information brochure (2011a)

Are you a

- Senior Management Service (SMS) member in the Public Service?
- Middle manager who is responsible for strategic direction in your organisation?

Do you need to improve yourself in one or more of the following competencies? [...]

Then the Executive Development Programme (EDP) is for You.

The EDP is one of PALAMA's flagship leadership development interventions aimed at enhancing the capacity of public service leaders in a dynamic, democratic, developmental state.

### Text-03

Source: Executive Development Programme (EDP) application form (PALAMA 2011b)

Dear Executive Development Programme (EDP) applicant

Just ahead of you, lies a unique executive development experience. A possibility of attending one of the Public Administration Leadership and Management Academy's newly researched, carefully designed leadership programmes.

The Executive Development Programme (EDP) aims to enhance your knowledge and skills as a member of the Senior Management Services (SMS) to enable you to effectively



lead your team, and meet the challenges of an ever changing and complex policy environment. It will also improve your ability to effectively and efficiently work towards creating a better life for all our citizens.

It is our wish that you will approach this programme with commitment and enthusiasm, thus making the necessary improvements in your Department for the benefit of the citizens of South Africa. This will ensure that we meet our public service mandate, achieve the outcomes of government, and contribute to building a developmental state.

We look forward to seeing you in our classrooms all over the country.

With warm regards

The formal properties of the selected texts convey and open up a number of understandings in which others participate. Themes that emerge from these texts are enumerated A to F. My discussion of each theme is inclusive of experiences and issues raised by curriculum designers and EDP participants as partakers in the discourse. These are excerpts A<sub>1</sub> to A<sub>3</sub> under theme A; excerpts B<sub>1</sub> to B<sub>6</sub> under theme B, and so forth.

#### **A. The NSG (then SAMDI and PALAMA) is in charge and seeks partnerships**

Relationally, it is the NSG, on its terms, that invites and initiates the process of contracting HEIs. Expressively, it is the NSG that identifies and qualifies HEIs as 'reputable' and worthy of becoming 'strategic' partners on the basis of criteria set by the NSG, for the delivery of 'high quality, relevant and applicable training' on behalf of the NSG. Nevertheless, the invitation is polite, in optative mode (Text-01): The NSG 'wishes to contract the services of...' This modality has the effect of reinforcing the readiness and good intent to cooperate with other institutions that may exercise the choice to participate, for the purpose of 'strengthening of capacity'.

The declarative part 'SAMDI's purpose is to unlock the efficacy of departments' (Text-01) is placed at the beginning of the next paragraph. Attention is drawn not only to the NSG as an institution that understands its role, but also to the important assignment to which the HEIs will become collaborators.

The involvement of other role players, often referred to as stakeholders, is a common and important feature of the way work is done in the public service. In turn, the partnerships and stakeholders need to be managed, as stated by some of the EDP participants.

A<sub>1</sub>: My focus is on our stakeholder management <...> So we do <...> consultation with key stakeholders in different areas of the legislation of course. <...> So you can just begin to see that the focus for my work; the scope is much wider. (EDP Participant, 9 Nov 2016)

A<sub>2</sub>: The other thing that I do in terms of leadership is to establish and manage partnerships with relevant stakeholders in relation to capacity building. So establishing that and managing stakeholder relations is part of what I do in my capacity as a middle manager. (EDP Participant, 3 Mar 2017)

From a curriculum design perspective, the involvement of stakeholders brings about complementarity and constant negotiation. There is a strong impression that the achievement of purposes of a particular programme encompasses a firmness of intention, agreeableness to compromise, and consensus.

A<sub>3</sub>: I perceive curriculum as a very intentional process, it's <...> a deliberate process that has a purpose that needs to be accomplished, and in that process you have actors, and that eventually those are going to be the different stakeholders we work with. And each of them has a specific role to contribute to make sure that the purpose is attained, which is usually content and values - That's how I see curriculum. It's a very deliberate process, with focussed intentions. <...> I've noticed that in my experience with curriculum, that there is a facet that keeps emerging, that is the unintended outcome of curriculum that needs constant negotiation. It's very, it's an activity in curriculum that you cannot avoid. I find myself in the process of curriculum, of writing materials, you find yourself in the situation where you have to continuously negotiate the unintended, and mediating the unintended outcomes to reach that final consensus that we all agree on. So it's a very important function of curriculum itself. (Curriculum Designer, 19 Sep 2016)

## **B. The NSG (then SAMDI and PALAMA) understands the context and challenges of SMS members**

In experientially describing the role that it fulfils 'through appropriate training and development interventions', the NSG directs its efforts to individuals – SMS members in this case. This group is 'facing unique challenges', which include the requirement 'to demonstrate skills and competencies' that are laid out in policy documents (Text-01 and Text-02). These are the important individuals in whose heads and hands are the efficacy and future direction that their departments, and in whose heart are best interests of our citizens. The rationality in a manner of a value proposition would then be: this is where the NSG comes in. The NSG is a mandated and discerning enabler that has just the right combination of interventions for 'You' (Text-02). The EDP expressively 'is one of

PALAMA's flagship leadership development interventions'; it is 'newly researched, carefully designed' and 'aimed at enhancing the capacity of public service leaders in a dynamic, democratic, developmental state'. Being part of the exciting experience that the EDP affords lies 'just ahead of you'. 'You' have the power to turn this possibility into your reality.

The compelling messages of the relevance of the EDP for the public service context and SMS responsibilities, and the privilege of being equipped to bring out the best in yourself, your department and creating a better life for all our citizens, are concluded by the relational shift in power from the NSG to the applicant (Text-03). This invitation has been largely well received, with recipient emphasis ranging from affirmation of own leadership capability and appreciation of how government works, to preparation for SMS and prospects of career advancement.

- B1: The invitation was: Be the leader, be the change that you want to see. You don't have to change the position. You have the power where you are to change. (EDP Participant, 6 Oct 2016)
- B2: I saw an opportunity to say: Here is the course that's going to elevate me, that's going to make me see how government works. (EDP Participant, 14 Feb 2017)
- B3: Mostly speaking for myself obviously, when we started doing these courses, we were at middle management level. So, this was the[!] course to actually prepare us, and mould us into senior managers – obviously expose us to the ways that senior managers are to think and do things. So that was basically the understanding that I had before even embarking on it. (EDP Participant, 2 Mar 2017)
- B4: There was always an emphasis on grounding, as to the workplace. The assignments were workplace based, so in a way it reinforced the notion that this exercise is about you making sense of your space where you come from, that is the public service. That grounding was very important for me, because it then forces you – whatever module you are doing whether it's communication or whether it's the budget – it always sends you back to your [workplace]. (EDP Participant, 28 Feb 2017)
- B5: The way that the programme was marketed was about this is really going to put you on another level, this will just enhance your current role in the organisation, it will open up opportunities. So that was how it was communicated to us. There was no link to you know you can continue with your Masters. In actual fact that wasn't even the issue; it was purely about up-skilling those who were chosen. (EDP Participant, 1 Mar 2017)

B<sub>6</sub>: The EDP, I mean the ADP, came across as a programme that was going to really make an impact into my career. <...> the way that it was sold in terms of what it is going to do for those that participate. It really gave me interest, for me to do the programme, first, because it prepares one for management responsibilities in the public service. <...> So it was really sold, it was really positioned, so the main intention was to say: if you do this programme, this is what you'll be able to do and that is what I see us having. Because I am able to still implement what I have learnt and I have now. (EDP Participant, 3 Mar 2017)

There are several commercial connotations: 'it was marketed'; 'it was really sold'; 'it really was positioned'. There is also a normative acceptance that there is a particular way in which 'senior managers are to think and do things', and that SMS aspirants should subject themselves to the 'moulding' that takes effect through the EDP. Interestingly, the 'grounding' that 'forces' participants to relate their learning to the public service workplace, is part of the same dynamic that stimulates 'up-skilling', 'opens up opportunities' that may bring about professional or career 'elevation'.

### **C. The NSG and the EDP serve a greater purpose institutionally and socially**

Although the NSG is only one of many contributors, often indirectly, to the realisation of 'a better life for all our citizens', this remains the ultimate goal. Reference is made in different ways to the enhanced capacity of SMS members that culminates in the obligation to 'meet the challenges of an ever changing and complex policy environment'; 'improve service delivery'; 'meet our public service mandate, achieve the outcomes of government, and contribute to building a developmental state' (Text-01 and Text-03).

When describing what their leadership role entails, a number of programme participants point out the greater purpose to which their function is designed to contribute. There is a duty and ongoing personal commitment to action, and to live up to the ideal of an exemplary public servant. Then again, there is a conditionality that suggests that 'the greater good' hangs on a chain of expectations: know about NSG programmes ➤ participate in appropriately selected programmes for your role ➤ gain enhanced capability ➤ be a better public servant and better leader in the delivery of the public service mandate ➤ see the realisation of the greater good of the country.

C<sub>1</sub>: As a leader in the Public Service I believe it is my responsibility to be actively involved in finding solutions even where there seems to be none or little. I believe that it is my responsibility to find ways of delivering services even in the seeming absence of resources

and/or plans. I believe that I should be an inspiration to the team I lead, and an example of what it means to be a public servant. (EDP Participant, 13 Apr 2017)

C<sub>2</sub>: ... ensuring that we have better public servants who can do their work because then they would have been exposed to the programmes that the School offers. <...> If they have taken up those programmes they would be better civil servants. At senior management level if they take up the various leadership programmes, they would also be better capacitated to lead the public service as it delivers on its mandate for the greater good of the country. (EDP Participant, 28 Feb 2017)

This social context and the greater purpose to which all public service efforts should contribute are uppermost in the deliberation of curriculum designers about their responsibility. They express concern and frustration about the extent to which curriculum can really bring about significant change.

C<sub>3</sub>: I think we're quite clear on what it is we teach and to whom we teach, but I'm not sure that we're able to answer 'to what effect?' We know that we have programmes and courses at the NSG to improve service delivery but I'm not sure that we know what the impact of these programmes is. (Curriculum Designer, 19 Sep 2016)

C<sub>4</sub>: For me the intention of curriculum is to bring about some kind of change, and it can take various forms <...>, attitudinal change. I see change as some kind of transformation, especially in the public service. (Curriculum Designer, 19 Sep 2016)

#### **D. The involvement of HEIs will ensure a high quality learning experience**

The desire to forge partnerships with reputable HEIs is expressed in an epistemic modality that associates the success of the partnerships with the certainty of achieving a superior SMS: 'Through the establishment of strategic partnerships ... the strengthening of capacity ... will be achieved'. Moreover, the ability to achieve the greater purpose of meeting the public service mandate is achieved through, and by implication measured 'in terms of', specific descriptors: 'a robust, effective and efficient' SMS; 'to effectively lead your team'; and 'to effectively and efficiently work towards...'.

The benefit of having HEIs as strategic partners is more pronounced in the stipulation of how the EDP would be accredited and how the structure of its component modules would create a pathway to Masters' degree (**Annexure D, Box 4**). The differentiation between 'core' and 'elective' modules, even after reference to 'credits' and 'levels' on the National

Qualifications Framework (NQF) was discontinued (**Annexure D, Box 3**), remains a feature of the EDP 'architecture'. The perceived connections between HEI partnerships and 'high quality, relevant and applicable' learning experiences seem possible to make. In general, EDP participants welcome the involvement of HEIs and the promise it held, but equally point out the threats.

D<sub>1</sub>: I would say it comes up tops, especially because it was also customised for the public service. (EDP Participant, 3 Mar 2017)

D<sub>2</sub>: I think that the idea of it being an accredited course was very important to us. Because one doesn't want to be putting in such a lot of time and effort and then not get any kind of accreditation to your name. <...> that was very important to everybody. What appealed to me specifically was that it was like that MBA for public sector which covered wide range of <...> standard modules. But also, it was different because it was from a government perspective. (EDP Participant, 25 Oct 2016)

Some of the discontent is stated in admonitory terms:

D<sub>3</sub>: The more you outsource the higher your risk. And I think that's where we went a bit haywire with the EDP, because then it wasn't about professional development, it wasn't about doing my job better, how do I enhance my skill; but was now about chasing a qualification. That now put a new spin on it. (EDP Participant, 1 Mar 2017)

D<sub>4</sub>: I'm not sure how you draw your facilitators; because for me, <...> it helps when you have somebody who has some government experience facilitating these sessions not somebody who's talking as an outsider looking in. Because at times, there are certain nuances about government and you don't want somebody who's gonna come and make assumptions about things they don't understand. (EDP Participant, 18 Nov 2016)

D<sub>5</sub>: Clearly communicate the benefits of the programme and ensure that prospective delegates understand the credentials of the programme beforehand. (EDP Participant, 4 Oct 2016)

## **E. EDP participants should bring about change in their work environment**

Once the capacity of SMS members 'to effectively and efficiently work towards creating a better life for all our citizens' is facilitated through strategic partnerships with well-appointed HEIs, SMS members should thereafter, collectively and individually, translate their learning experiences to improved departmental conditions. The deontic appeal is made (Text-03): 'It is our wish that you will approach this programme with commitment

and enthusiasm, thus making the necessary improvements in your Department for the benefit of the citizens of South Africa.’

The extent to which any education, training and development (ETD) intervention can lead to improved departmental practices and service delivery is the main concern of curriculum designers. As illustrated by the response by C<sub>3</sub> and C<sub>4</sub> earlier, individuals are committed to bringing about change. Yet, they also mention that the link between learning and improved departmental practices is not that clear-cut.

E<sub>1</sub>: But someone very brutally brought to my attention, about a month ago, <...> it was a DG from one of the departments, saying all of these people have been trained but we're not seeing the results. It has not brought about any change, the status quo still remains. So that's quite sobering, that with the best of intention, even when the programme, when we use the curriculum to design some kind of behavioural change, and even when certain individuals come to a classroom and they tell you that we've gone through some kind of transformation, some kind of 'aha moment' in the classroom, when they go to their departments something else, something much more is required than just curriculum, something is required to bring about these changes. So, that is why I'm saying that I have this dilemma, because I think that curriculum can't be used to fix the bigger problem that we experience in the public service. There are a whole lot of things that need to be in place, it is just but one component and if all of these things are not in place, then the gains you want to make with curriculum can't be reaped. So I do worry about that from time to time. (Curriculum Designer, 19 Sep 2016)

E<sub>2</sub>: I think we should ourselves not fall into the trap of thinking that, or supporting the view, creating the impression that training is the silver bullet that solves all problems [A: *Hmm*]. As [-Name-] says, the DG said you've trained 5000 people [C: *Hmm*] and we haven't seen any change or behavioural change in the workplace yet. We forget [🌀] how difficult it is to show causal relationship between training and what happens in the workplace just because there are hundreds, maybe thousands[!] of uncontrollable variables [👉 *Hmm*] between the time that the person trained and when they have to implement what they have learnt in the workplace. And I think we should foreground that more <...> (Curriculum Designer, 19 Sep 2016)

#### **F. The EDP target group excludes Deputy Directors-General (DDGs) and Directors-General (DGs)**

Even though the programme presents ‘a unique executive development experience’, and originated ‘as part of the Presidential Strategic Leadership Development Portfolio’, its implementation sought to benefit ‘existing and new senior managers’ across all spheres

of government, as well as 'middle managers in the Accelerated Development Programme (ADP)'. These middle managers are described as 'high-flyers that have been selected on the basis of consistent high performance at work and have shown passion to work in the management component of their organisations' (**Annexure D, Box 4**). Hence in their responses, participants (B<sub>3</sub> and B<sub>6</sub>) make clear that 'when we started doing these courses, we were at middle management level' and that by 'the EDP, I mean the ADP'.

There are mixed responses to this demarcation. On the one hand, there is a sense of gratitude for being hand-picked for a rare privilege, and validated as a potential SMS member.

F<sub>1</sub>: I think what got me within this thing <...> it says 'executive programme', of which when I got here, that's how I felt to say okay, I'm ready to be an executive in the not so distant future. So then I thought obviously there is potential, for me to get ready to be an executive or to get leadership skills so that I can be a senior manager. <...> So it's basically for me was a good thing, as Deputy Director I attended this, although this is meant for Director and Chief Directors. Sometimes, also things become uncomfortable because even now in the class I'm sitting with Directors. But it helps me because it has, as I've said, equipped me to be ready for SMS. (EDP Participant, 17 Jan 2017)

F<sub>2</sub>: I felt like, it's okay, so there is only a handful of us and so now we are really the ambassadors of this programme. (EDP Participant, 1 Mar 2017)

On the other hand, lament is expressed that DDGs and DGs are missing out on an opportunity to create a unifying view of departmental work and a common approach to improving service delivery. The need to include executive managers as programme participants is described in a manner that accentuates the jeopardy of their exclusion.

F<sub>3</sub>: I would say as leaders, all senior managers have to attend the EDP. It will be easy for us to approach things correctly and to support the department. If I'm sitting as Deputy Director but I don't know my Director's strategy, or the department – we must change that. Because we want to take the government strategy down to the department, down to specific section or division, and then be able to achieve our goals, to correct our actions. (EDP Participant, 17 Jan 2017)

F<sub>4</sub>: It's Directors and Chief Directors that attend this course. And then you ask yourself- what about DDGs? And also what about a DG as well? <...> If you, we really want to improve the service delivery, we need to bring everybody. Yes. Because now <...> after the course, you're empowered now. You want to put this into practice. But now, <...> maybe there's an



element of insecur[ity] from your ...[✿] boss about this, what you are introducing or- So you find that it's, there's an element of frustration. You're getting frustrated. <...> Maybe it must be compulsory because we are told that it's not compulsory. <...> Maybe in a way they should be compelled to say- Look, come on board and be part of this as well. And maybe <...> I'm pushing it too far ...[✿] but I think it's important that... Because at my level, I'm reporting to my Chief Director. It's important for him to attend. And also the person above him. It's important <...> that spine as well, yah that value chain I was talking about. <...> I would say that must be re-looked, if you really were to improve the service delivery, within the public service. Yah, otherwise then you will learn it at your level but then you may find that the impact might not be as wide as you would like <...> in terms of service delivery. (EDP Participant, 9 Nov 2016)

Another way of including DDGs and DGs is presented from the perspective of programme facilitation.

F5: In each module, or one or two modules, allow a guest presenter from the public service preferably <...>. It wouldn't hurt to have one DDG or a DG who is in the field. Give him a module or not a whole module but a topic within a module to speak on thirty minutes and then break the monotony of having the whole thing presented by that one lecturer. <...> Then it would break the mood of this being seen as an academic engagement. (EDP Participant, 28 Feb 2017)

This recommendation may suggest that it is undesirable for the HEIs to be the academic face of the programme whereas the NSG and public service practitioners have much to offer and are the lead partner. It seems the sensitive nature of programme planning and coordination is well understood and respected. Therefore, at the least level of disruption, a member of the public service should be 'allowed' to 'break', without 'hurting', the character of the programme as a counter-voice to what is otherwise an academic platform.

### 5.3.2 Programme focus and content

The EDP learning material provides the second portion of text selected for its descriptive elements, together with traces of intertextuality. The *Background* section is identical for all EDP modules (NSG 2013), save the specific details about topics and learning outcomes. Key parts of this section are extracted for analysis, together with purpose statements and the content summary of each module. Like the previous extracts on the

programme rationale and invitation, the following selection on programme focus and content is labelled Text-04, Text-05 and Text-06.

#### Text-04

Source: Overview and Programme Purpose

Welcome to the [-name of module-] module of the Executive Development

The EDP is one of NSG's flagship leadership development interventions aimed at enhancing the capacity of public service leaders in a dynamic, democratic, developmental state. The programme is aligned to the Senior Management Service (SMS) competency framework, and aims to equip you with necessary knowledge and skills to perform effectively as senior managers and leaders in the public service. In an ever-changing and complex policy environment, the EDP will enhance your capabilities in research, analysis, and application. Furthermore, it prepares participants for the challenges that they are likely to encounter as managers.

Thus the EDP provides structured opportunities for managers to learn, grow and serve.

[...] Embedded in the module are the following key attributes of a 'Public Service Cadre':

- The ability to innovate and contribute to the development of new ideas for the public good.
- The ability to be self-motivated and ready to motivate others to serve the public.
- The ability to give of one's best regardless of the position one occupies.
- The ability to develop turn-around strategies to salvage a failing situation.
- The ability to understand that we have to serve a larger population, and this population has expectations that should always be considered when doing work.
- The belief and practice in partnership development.
- The ability to take responsibility for the processes of service delivery.
- The capacity to be an active agent in implementing the public service agenda on the continent and in the world.
- A deep commitment to promoting anti-corrupt and ethical behaviour.

Source: The 2009 PSTF Conference – An Extract from the Minister of Public Service and Administration's Speech.

#### Text-05

Source: Programme Design and Delivery Strategy

The design and delivery of the EDP is informed by extensive international research on management and leadership competency-based programmes, and a senior management training needs analysis. The programme has been developed in collaboration with some of South Africa's higher education institutions (HEIs) and public sector practitioners. [...]

Text-06

Source: Overview of Content

<p><b>Strategic Human Resource Management</b></p> <p>Associated competencies: <i>People management and empowerment; Service delivery innovation</i></p>	<ul style="list-style-type: none"> <li>• Strategic human resource management and planning</li> <li>• Recruitment and selection of the right people</li> <li>• Challenges to and opportunities for strategic human resource management</li> <li>• Performance management</li> <li>• Labour and employment relations</li> </ul>
<p><b>Programme and Project Management</b></p> <p>Associated competencies: <i>Programme and project management; Service delivery innovation; Problem solving and analysis</i></p>	<ul style="list-style-type: none"> <li>• Programme life cycles in government</li> <li>• Programme success and ministerial oversight</li> <li>• Managing inherent and residual risks in programmes</li> <li>• The project life-cycle</li> <li>• Project management knowledge areas</li> <li>• Project documentation</li> <li>• Projects in a globally and culturally diverse setting</li> </ul>
<p><b>Finance Management and Budgeting</b></p> <p>Associated competencies: <i>Financial management; Service delivery innovation; Problem solving and analysis</i></p>	<ul style="list-style-type: none"> <li>• Introduction to public sector financial management.</li> <li>• Planning, budgeting and performance management</li> <li>• Risk management, internal control and supply chain management</li> <li>• In-year monitoring and reporting</li> </ul>
<p><b>Strategic Planning and Management</b></p> <p>Associated competencies: <i>Strategic capability and leadership; Service delivery innovation; Problem solving and analysis</i></p>	<ul style="list-style-type: none"> <li>• Analysing the external an internal environments</li> <li>• Develop a strategic intent</li> <li>• Develop and evaluate a strategic business plan</li> </ul>
<p><b>Leadership for Good Governance</b></p> <p>Associated competencies: <i>Strategic capability and leadership</i></p>	<ul style="list-style-type: none"> <li>• Beyond management: the art of leadership</li> <li>• Leading for strategic alignment</li> <li>• From motivation to inspiration</li> <li>• Considerations for an African leadership approach</li> <li>• Principles and practices of good governance</li> </ul>
<p><b>Policy Formulation and Implementation</b></p> <p>Associated competencies: <i>Knowledge management</i></p>	<ul style="list-style-type: none"> <li>• Policy formulation</li> <li>• Policy implementation</li> <li>• Policy monitoring and evaluation</li> <li>• Education and training for policy development</li> </ul>
<p><b>Leading Change</b></p> <p>Associated competencies: <i>Change Management</i></p>	<ul style="list-style-type: none"> <li>• Instituting change and leading transition</li> <li>• Practical guidelines for leading change</li> <li>• Change and transition: the strategy link</li> </ul>

I resume the identification of themes as in the previous section, and continue the numbering from G to J. I incorporate thoughts expressed by curriculum designers and EDP participants within each theme.

### **G. Alignment to SMS Competency Framework and more**

There is intertextual consistency of communication beyond the open invitation phase, through learning material and enjoining policy references per module. The alignment of the EDP to SMS Competency Framework reappears (Text-04) as giving credibility and authority to the programme. Participants readily associate SMS competencies with the DPSA.

G<sub>1</sub>: It was something that, I think, it has been dictated by the DPSA. But this competency assessment for SMS members, for me, I don't think it should only be for SMS members. I think it should go down to middle management as well, because those are the competencies that are required from each and every manager. And you don't really get to know where the middle managers are lacking in terms of competencies, because there isn't any formal assessment that is done with them. (EDP Participant, 4 Oct 2016)

G<sub>2</sub>: The recruitment message from [-name of department-] to participants was that the EDP <...> is aligned to the competency framework against which SMS members are assessed for recruitment and development purposes and the SMS requirement in line with Chapter 4 of the SMS handbook. From the NSG the recruitment message was that the programme is meant to bridge the skills gap SMS members might have in pursuit of their responsibilities. (EDP Participant, 22 May 2017)

The additional motivation for participating in the EDP experientially brings an academic rationalisation dimension, namely 'enhance your capabilities in research, analysis, and application' which are crucial for navigating 'an ever-changing and complex policy environment'. Whereas the SMS Competency Framework does not have policy management as one of the requirements, the (Text-06) EDP curriculum brings this area to the fore among the core modules and creatively links it to the knowledge management competency. One participant singles out the policy module as a differentiator of the EDP from the MBA she completed more than ten years ago.

G<sub>3</sub>: I think for example in the EDP there was one module, like policy which I have never done before, which was a bit of an exposure. <...> But, yah, nothing that was really- except for

the policy that was a bit wow. But it was wow because of the lecturer, [-Name-] was excellent [✿] and he sort of brought it to life. (EDP Participant, 25 Oct 2016)

Policy is mentioned in nearly all conversations with EDP participants and curriculum designers – as a necessary resource of the public service, an injunction on ways of relating with citizens, a useful guide for specific work, and a constraint that sometimes takes special ability to overcome.

G<sub>4</sub>: I decided to say I'm going to read all those particular sections, and some other legislation and policy that one didn't know – your gender mainstreaming and your budget issues and others. (EDP Participant, 17 Jan 2017)

G<sub>5</sub>: We are not doing any citizen a favour when we do our job well. They are doing us a favour by trusting us to give them the support and opportunities as per policy and prescript. (EDP Participant, 13 Apr 2017)

G<sub>6</sub>: I consider policy direction and assist in putting in place structures to ensure full realisation of the policies. I then work within the legislative programme of the department, cabinet and parliament to ensure that there is synergy between policy proposals and necessary implementation thereof. (EDP Participant, 2 Mar 2017)

G<sub>7</sub>: You see for me the policy is already a guideline. The policy is clear on many things <...> and the SoP is there. If you get stuck you can actually go there and see what should I do next and what should I do next. (Curriculum Designer, 19 Sep 2016)

G<sub>8</sub>: So now the policy says my role as the Deputy Director, I am responsible for [-name of division-] employees, <...> from the salary level one to twelve. Meaning that according to the policy, it excludes SMS members. (EDP Participant, 4 Oct 2016)

G<sub>9</sub>: Now for me that leadership, it's going to take him years to get the new policy in place, and the new regulations in place. But the fact of the matter is, he has taken that battle and he's running with it and he's inviting it from all of us, you know? So for me, it takes a certain kind of person that can work within those constraints. (Curriculum Designer, 26 Sep 2016)

Flowing from the experiential relevance of the EDP, an epistemic possibility exists that the programme 'prepares participants for the challenges that they are likely to encounter as managers'. The connective phrase that follows expresses the intended effect: 'Thus the EDP provides structured opportunities for managers to learn, grow and serve' (Text-04). The last triad bears resemblance to the Batho Pele belief set: We belong. We care. We serve. It is derived from the core values of the NSG, which appear in the branding of

official documents such as the NSG letterhead, power-point slide template, formal reports, and the cover page of the EDP application form.

Participants are therefore reminded of the role of the NSG in their 'growth' as learners and public servants, and of their duty to serve in the Batho Pele manner.

## H. Advancement of 'cadreship' attributes

The use of 'cadre' (Text-04) evokes the idea of belonging to an activist, military or political organisation in which members undergo specific training and advocate certain ideological values. The concept carries a political tone even if cadres can be of any professional field. The list of attributes is credited to the Minister of Public Service and Administration, which makes the context of origin and use acceptable. By omission of the name of the Minister, the list of attributes is given additional neutrality and timelessness. Furthermore, in the recontextualisation of the Minister's speech, the ninth attribute is added, which places emphasis on ethical conduct. It could be said that the foregrounding of cadre attributes as part of the opening statement of all EDP modules has given precedence to the 'cadreship' ethos while not entirely displacing the generally applicable Batho Pele belief set.

Nonetheless, in the context of South African public service, cadre deployment is a reality that some feel should be approached more forthrightly.

H<sub>1</sub>: For me even if you look at cadreship employment, one could also say underneath that, if there is no nepotism and bad agendas, all of us come from the struggle background, one way or another, and we had certain leadership roles in there. And so I mean if you then deploy into a particular area, if you look at the- I'm maybe not using the right words, but the positive deployment, then it can actually be beneficial to the public service, and not necessarily- so deployment doesn't necessarily have to be bad. (Curriculum Designer, 26 Sep 2016)

H<sub>2</sub>: The module I think is on HRM. <...> It avoids completely talking about some of the real issues around cadre deployment for example, which would be our[!] context. <...> If you

are talking about us, you address issues like deployment and then perhaps begin to say, like I've said, that if deployment is going to be our life practice, and I suspect it is, then what do you do. Ah, then we'll be more realistic for me when talking about that. What do you do as a department when colleagues get promoted not because necessarily they've got because of other considerations. There could be gender issues, because as a country we have to address these. You could go to town around those; cadre deployment, and don't be coy about it, but go to town. It has to happen because of 1, 2, 3, but then how do you then deal with those. Instead of speaking about no – the right person at the right time, succession planning; and then people are like: is he for real? (EDP Participant, 28 Feb 2017)

## **I. International comparability and local applicability**

As is common in qualification and programme plans, the international 'benchmarking' statement serves to reconfirm the rigour of the design and the credibility of the programme (Text-05). So, even though the EDP is owned by the NSG and delivered locally, participants are assured of its quality owing to the 'extensive international research on management and leadership competency-based programmes' and the involvement of HEIs. Public sector practitioners are included most likely to ensure the relevance of the programme for the public service, but they are secondary to HEIs.

The suitability and importance of the EDP module content is endorsed – from generic, sweeping acknowledgment of all modules, to specific mention of those more applicable to an individual's work context. Like the response by D<sub>2</sub>, other participants see closeness between the EDP and other formal programmes, in addition to its practical relevance for public service.

I<sub>1</sub>: For my MBA assignments, I still go back to those manuals that were given to me in ADP. <...> They help me with my assignments now, even though I'm doing the Masters in Business Administration and not Public Administration. Those concepts interrelate <...> (EDP Participant, 14 Feb 2017).

I<sub>2</sub>: There was a lot of revision for me that came through. <...> inasmuch as <...> I did strategic planning and managing I think during my BTech, but when I did it with the EDP, it was more focused <...>.and it had practical implementation in terms of how is it done now in the public service in the real workplace setting <...>. I would say that's how- my expression to that, there was a lot of practicality in terms of how this is engaged now to my work <...> (EDP Participant, 3 Mar 2017)

## J. Managerial and leadership topics

The target group and beneficiaries of the EDP are described as ‘public service leaders’, ‘senior managers and leaders in the public service’, and ‘managers’ (Text-04). The public service context is reemphasised while the role and function wavers between managing and leading. The interchangeable use of ‘leaders’ and ‘managers’ is possibly an acknowledgement of the coexistence of these related functions, more than it is uncertainty of what the role of SMS members entails. International research and training needs analysis (Text-05) would ostensibly provide justification for this position, besides underlining that South Africa is unique and simultaneously a part of the ‘continent and the world’.

That the distinction between management and leadership is hard if not unnecessary to make is also shown by the choice of topics for the modules (Text-06). Of the six core modules, four are named in management terms: *Strategic planning and management*; *Financial management and budgeting*; *Strategic human resource management*; and *Programme and project management*. It is unclear whether an error was made in swapping *Policy formulation and implementation*, which is aligned to the knowledge management process competency, with *Leading change* as an ‘elective’ aligned to the change management core competency. Management runs characteristically through the topics and content areas addressed in various modules, among which are: human resource management; performance management; project management; financial management; risk management; supply chain management.

Participants’ responses suggest that they experience manager/ management and leader/ leadership roles as intertwined, and participants may be ambivalent about which of these concepts best describe their roles.

J<sub>1</sub>: My role entails teaching and mentoring and monitoring. <...> So this is the management and maybe leadership role. I also have to lead by example. (EDP Participant, 28 Feb 2017)

J<sub>2</sub>: As a leader or as a manager, one would be expected to manage resources of the organisation. So that is also part of my responsibility, especially in the area of my work or the sub-directorate, that I should manage the resources in terms of human, in terms of assets, physical assets as well as financial resources as well, in relation to the projects of



the office. I think briefly, that's my role in terms of public service leadership. (EDP Participant, 3 Mar 2017)

The considerable management slant of the EDP seems to resonate with participants' work life and their understanding of their leadership roles. There is also a comprehensive take on management and leadership in the broader public service context, and the connection between competence and service, as exemplified by responses to the questions: *Are there particular expressions that you associate with leadership development that come from the EDP? What kind of vocabulary in the EDP matches that of your work context?*

- J3: I think the emphasis is mostly <...>, obviously from the principles of the government today which basically talks mostly to the, number one, I would say *service delivery*. I think in most modules that term comes up now and then. <...> most expressions will come from the specific name of the particular module. Like *communication* now, what we communicate, how to communicate. *Strategy*, obviously, as senior managers we have to be strategic thinkers. We want to perform at that particular level because if you are not strategic, you're not ready to be an executive. (EDP Participant, 17 Jan 2017)
- J4: I have found all the 10 modules I have done on EDP to be relevant to my work, however the following do stand out as contributing positively to my work: *Strategic planning and management; Leadership for good governance; Strategic human resource management; Leading change*. (EDP Participant, 22 May 2017)
- J5: In my case it would be the *customer* and a specific module that deals with *customer service* and orientation. (EDP Participant, 28 Feb 2017)
- J6: Obviously *good governance*. That is now a big part of what I do. It's not just *change management*, but *leading change* as well, because in certain instances you'll find that there is a possible transition from one structure to another, if I can call it that. (EDP Participant, 2 Mar 2017))
- J7: If you talk about management, you talk about strategy planning; you talk about budgeting; you talk about policy formulation, implementation; monitoring and evaluation; performance management <...>. So those are some of the vocab that are drummed up when you're there. Service delivery, yah..., because at the end of the day, that's the ultimate goal; make sure that there's service delivery. And also budgeting as well, it's important when you talk about finances. <...> you talk about your research as well, trend analysis, you need to do that <...>. Communication, customer care, if you talk about communication, you talk about customer care services; principles of Batho Pele. You learn about those concepts as well. In fact just to remind ourselves, because once you're in the public service, those are the

things that are in your face, in a way. But you need to, [🌟] maybe it was a way to remind ourselves to say- where are you. Yah, this is the environment, make sure that there are these little things that you can put together and then have your own tools, really, to succeed in the work environment. <...> There are also human resources as well; you need to know that because I think the EDP helps in a way to be a rounded person. I think as a manager, you need to be an all-rounder in a way. <...> It's not about, no you must not be focused; yes you've got your area of focus, of specialisation, but at the same time, as a manager you need to broaden yourself and be an all-rounder. You should know all these concepts and then apply them as well, and be, have some level of competency[!], yah, in terms of executing them as well. I think that's what I've learnt basically, which is well appreciated. (EDP Participant, 9 Nov 2016)

Leadership – aside from the Leading Change module – seems to be main subject of the Leadership for Good Governance module. One participant expresses initial confusion about the application of the term 'leadership' to the EDP as whole, and another calls for greater focus on the leadership theme.

J8: So when you said, 'the invitation to leadership' I'm thinking, leadership was just one course. But it's not even- it was there, it was leadership and governance but it's not what attracted me, it was the entire package. So if you are saying that to EDP, now I understand. (EDP Participant, 14 Feb 2017)

J9: Leadership is about personal growth and emotional intelligence. About innovation, creativity and people empowerment. I do not think that there is sufficient focus on these areas. We mostly focus on the hard skills, and what we have to do, and not on who or how we have to be. <...> The concept of leadership should not only be limited to a single module, but it should be infused in all the modules of the course. I further believe that the course should be extended to also include module of personal development, team focus and people empowerment (other than at a strategic level). (EDP Participant, 13 Apr 2017)

Curriculum designer's decisively point out that the managerial focus is neither accidental nor trivial.

J10: Curriculum Design dialogue, 19 Sep 2017:

D: It's basically based on new public management from Europe, 100%. So even EDP, EMDP, AMDP. All the managing; everything is being managed nowadays. We manage time, we manage [-Name-], we manage the School... [👉:🌟]

R: We manage this conversation [👉:🌟]

D: People management; it's there <...>

B: Money, we manage money

- D: Yah[!] I'm just saying the theory of managing everything is actually underpinning the curriculum and we don't question it. We just want to give content. I can you give one example <...>. Even Batho Pele, there's a label of African but when you open it, it is based on the NPM. [A: *Hmm*; R: *very true*]
- C: I, agree with you, for some of the courses, some of the management, perhaps some of the <...>. notions of leadership [D: *yes*] <...> in some of our programmes we try very much to deconstruct that, and to make sure that curriculum was transformative, that it would bring about redress, and would build capacity for example on how to mainstream change in behaviour and things like that [A, R: *Hmm*]. But despite all of that being done, it didn't yield the results, it still didn't yield the kind of results we would have liked.
- B: I agree with [-Name-], because if you look at the competencies that are listed, it's always manage people, manage money, even manage change! So, I totally agree with you.

Text has context, and discourse draws upon other d/Discourse. In the foregoing text segments, there are glimpses of the context and processes of interpretation that give rise to the understandings expressed and questions triggered. The next discussion ponders the institutional context of curriculum designers and EDP participants to illuminate discourse sources and processes concerning leadership and leadership development.

## 5.4 Relationship between texts and institutional practices

Interaction between texts, processes of production and institutional practices  
CDA dimension: Interpretation

Discourses work in context, both situational and intertextual. This phase of CDA throws light on how texts, participants and their departmental contexts are the product of and a resource in the process of production, distribution and recontextualisation of understandings and certain worldviews about leadership.

### 5.4.1 Participants' view of leadership

In relating their leadership roles, socialisation, and the views they hold about leadership, participants use a range of descriptions. These are understood to be a portrayal of the leadership that participants themselves wish to demonstrate, and that which they witness or experience as desirable or not. Expressions and metaphors used by EDP participants are summarised below.

## **Leadership is...**

- A call to serve
- A mix, depending on the situation; transformational in the sense of providing opportunities for others to learn and grow, and find areas of interest for themselves; being democratic and consultative in some instances by seeking the views of others; and authoritative when something has to happen in a certain way
- A process; leadership is not static; the more one learns, the more one gains
- Allowing space for innovation and excellence
- Always good; it's about the development of the people individually, in the work environment, at home, socially and everywhere
- Being action owners, deliver on what we say, which provides safety and gives others a firm footing in the environment
- Being ethical, responsible, accountable, and inspirational
- Being part of a collective and structures of influence
- Caring, building, motivating; not demanding but remaining at a distance
- Generosity, kindness, and openness to listen to others on work related or personal matters
- Giving credit to the team instead of taking personal glory for achievements
- Giving others wings to fly
- Giving permission for others to exercise something a little bit different in the workplace
- Guiding others while you learn about yourself in the process
- Having a sound technical and academic base which provides the spring board to influence, lead and deliver
- Having a stable political-administrative interface in the public service, thus minimising upheavals, uncertainties, and decision paralysis on the part of the institutional head
- Having the wellbeing of people at heart; seeing them not as things or resources but as human beings
- Helping people to reach their full potential, be successful, share a vision and reach their goals (with a smile); creating relationships, opportunities, pathways to success
- Leading by example; being the mirror
- Leading from the front, and leading from the back as well
- Openness to ideas and listening to what people are saying
- Speaking up, voicing concerns, advising

- Sustaining policies and programmes in the interest of service delivery rather than discontinuity each time there is a Cabinet (re)shuffle
- Taking the initiative; maintaining personal locus of control
- Taking the needs of the public into consideration, focusing on service delivery and empowering the people in the organisation
- Understanding the strengths of each and every individual; know what role each person plays or should play
- Walking the talk; not sending conflicting messages.

The descriptions provide insight into participants' interaction with and interpretation of their natural and social world in general, and their public service work in particular. The policy and academic intertextual context can be seen, e.g. in reference to transformational, democratic authoritative styles of leadership; and the use of phrases such as 'political-administrative interface' and 'walking the talk'.

#### **5.4.2 Departmental practices**

The institutional processes and practices by which some of the leadership descriptions or perspectives are secured are considered next. Participants' interpretation of their work environment echoes, among others, unique departmental cultures and practices, structural rigidities and liberties, personal attempts at being resourceful and influential, and discourses that are drawn upon under existing conditions.

In the discussion that follows, I use some of the actual statements uttered by EDP participants to 'peg' the emerging themes. I do not number the themes but I use the same convention I adopted for incorporating the interview extracts. Thus I assign K<sub>1</sub> to K<sub>7</sub> for extracts attributed to Department 'Belong'; L<sub>1</sub> to L<sub>4</sub> for Department 'Care'; and M<sub>1</sub> to M<sub>3</sub> for Department 'Serve'.

##### **i) Department 'Belong'**

*You have to have that technical base which gives you a form of credibility:* Two participants emphasise the business, technical and research orientedness of their department, and see this as an attribute that makes the department excel in the public

service. Additionally, professional behaviour is expected, as governed by the Code of Conduct for Public Servants.

K<sub>1</sub>: We're very strong technically, especially in the division that we are in <...> and it's important. I mean you can't, you can't go into an environment and be like 'aah flower power' <...>. You have to have that technical base which gives you a form of credibility to be able to <...> spring board and influence and lead, and deliver. And it's very important that you have that, it really is. <...> So I'm just trying to highlight that the technical aspect must be there in terms of the maturity and in terms of your leadership style as well. <...> We tend to very much bring in trends and best practices into our environment; and utilise a lot of public sector approaches and methodologies, frameworks. So I think we are <...> more cutting edge as opposed to, say, other support units in other departments - government ones. A lot of what - we always talk about benchmarking, benchmarking, benchmarking in a lot of the things that we do. So we do our own research and get exposure to what is out there in the world in terms of theory and practice. <...> We- there are a lot of accolades, <...> and that's because we keep our fingers on the pulses to what is happening out there.

K<sub>2</sub>: I would think that in terms of thinking, the organisation such as [-name of department-] is, I would say it's more business-like oriented or minded. And the kind of thinking that is required, especially in the role as well, it's the thinking that one has to be professional at all times. And by professional, I mean in terms of the way of thinking, the way of addressing oneself, the way of engaging with stakeholders. So it demands that one has to be thinking strategically and also professionally in terms of conduct as well <...> because in the level of work that I am, let me put it in that way, I am requested to think strategically. In whatever that I am, it must be that I have the business, I put the business first, and then the needs of the person or the individual later after that. So your thinking is mostly professional; that one has to behave professionally at all times, and I think with this, the emphasis is put mostly on the code of conduct for the public service.

*You have pre-conceived ideas until you come in and you realise okay, actually people are working:* Whereas one participant ascribes strict procedure for written communication to a high standard of professional decorum, another experiences the conditions as stifling, depersonalising, and a culture shock that had to be absorbed and accepted. Rigid bureaucratic systems, not lack of will on the part of employees, are often the reason for delays in work and service delivery processes.

K<sub>3</sub>: And in writing, we are a business, we are a department which requires that our writing must be professional <...>. Our documents are very- the documents that we produce are very particular. We look into aspects of spelling; we look into aspects of grammar. Those kind of things in terms of writing, that a specific template [is] provided just like as we are in the public service, in terms of if you are writing particular documents, memorandums, letters,

submissions et cetera; how they need to be like. So but they are required to be professional and there's a specific writing standard that is expected from me as a manager. So <...> documents don't easily just go. They go through a process of determining whether they are up to standard, whether they follow the standards that have been set for the office, especially in the area where I am in this division, which is corporate services. Yah, we are required that the documents that we produce are neatly and well thought of and well written.

K4: So, joining [-name of department-] was a culture shock [✿] No, it was. Because government has all those policies and rules and most of them are not flexible. If you write a submission, it must follow exactly <...>. You even lose who you are because- What I liked about the previous environments is that much as there was a structure to say when you're doing clarification, these are the things that you need to follow but then you could bring yourself into the writing, but with government, I find that you actually had to even change your tone to suit [✿] the political and administrative tone. <...> Sometimes you write a submission and it will be returned three times because it's not exactly the way- it's not even the content but the way it's structured. They want it structured in a certain way and you have to get like four signatures before you get anywhere. <...> I think whenever you come into government space, you have pre-conceived ideas until you come in and you realise okay, actually people are working[!]. Problems might be maybe the bureaucratic systems or the rules and policies and all that, that delay processes. It's not that people don't want to work.

*So there's less utilisation of 'I', there's more utilisation of 'we':* Understanding the bureaucratic environment implies working as a collective, having a sense of belonging, and encouraging and acknowledging team effort.

K5: There is a sense of involvement, there is a sense of inclusive approach. There is a sense of bringing everybody on board on what is being done. <...> You remember we are in government. I mean government by its nature is a bureaucratic environment. But <...> the feeling is that <...> because we always work in a team environment, we encourage that let's work as a team in whatever that we do. So you'll always know what the left hand is doing, so to speak. So, fortunately, that's what I've experienced <...> now if I were to talk at a Departmental level, if you check our corporate publications, the tone, of the language- there's a lot of emphasis on team work in terms of our work. The Minister in the foreword or the DG in the foreword will use words 'we'[!] and not 'I'. Because, as a leader, you need to, people must have a sense of belonging. They must know that, it's all about us, it's not about me individually. Because as human beings, we, sometimes we want to take that personal glory on work that we do. But there's a lot of emphasis, I mean, if you check the tone; the language that's been used, of 'we'. We need to do this; we need to do that; that's how we can achieve this... So there's less utilisation of 'I', there's more utilisation of 'we'. Yah, so which is good, because you begin to see now that- Oh, okay, we are here. <...> there's that sense of ownership and belonging to say- this is for us all, not for me individually.

*The sky is the limit.* For some employees, the generosity of the department in providing formal opportunities for continuous learning and development is met with gratitude and eagerness to do more and be more. For others, opportunities are found through personal initiative and on-the-job learning.

K<sub>6</sub>: My work environment offers lots of opportunities. One needs to be assertive; leadership is always receptive of new ideas and even showers one with divergent, pragmatic, paradoxical views and paradigms to consider. The sky is the limit.

K<sub>7</sub>: I don't think there are opportunities but here and there I will create opportunities for myself. That's the only solution; like offering my services to my manager especially on things that I've noticed that he doesn't like to do <...> So I take advantage of the situation.

ii) Department 'Care'

*That's the question the Auditor General asks:* Specialist functions contribute to departmental performance, which is determined and monitored in line with accountability prescripts. Internal auditors mirror what the Auditor General expects of departments, and poor departmental performance may reflect adversely on the quality of work of the audit committee. Yet, it is not easy to compel compliance and hold senior managers to account when the specialist and advisory direction derives from those below the SMS.

L<sub>1</sub>: I can call it a challenge <...>, the issue of accountability, for me where I'm sitting in terms of internal auditing. I think the leadership needs to do more, with regard holding people accountable, or educating <...> about the accountability and responsibility <...>, the issue of making sure that we are having a clean audit. It's everyone's responsibility but I believe that leaders must drive that ship, and account and also make people to account, for not achieving a clean audit. <...>. And it's worrying me because it also talks to my effectiveness as an auditor, to say what is the auditor's role. Because that's the question the Auditor General asks. If Auditor General comes and say we got a disclaimer, or, we've got a qualified audit, then the audit committee will come and ask but we've got internal auditors, what are they doing? Of which unfortunately, it cannot hold the person by hand to say do 1, 2, 3. We can only tell them or advise them to say do 1, 2, 3. But as I said, for me, the key word is accountability. <...> Without being biased, my Director <...>, we subscribe to the same principles in terms of being members of the Institute. She has demonstrated particular accountability, and, to me she leads by example. She does whatever is necessary to deal with a problem <...> which basically for me is the key- what I'm expecting to see from management. Because mostly what is happening, management defends rather than to accept so that you can correct it.



*We are on a journey to improve, in terms of performance, to improve in terms of our image, improve in terms of our professionalism: Accountability, good governance and rigorous performance management have become areas of greater importance for the department, in addition to basic expectations of professional conduct. Whereas in the past the department was indecisive and ineffective in holding senior managers to account, there are now visible consequences for poor performance, which are a motivation for better performance. The bold move to hold managers to account seems to be attributed to the new DG, and perhaps also to managers' own desire to be an exemplary department. An element of despondency still lingers.*

L<sub>2</sub>: Public service leadership in my view is very relaxed, people are not held accountable for non-delivery of services, and it is making a mockery of those who aspire to do well. There are no consequential actions for those who do not comply. The only way to change the way public service is viewed by general public and private sector is to strengthen accountability for SMS members. <...> Junior staff mimic bad behaviour from senior management because they can see that people are not held accountable for incompetence. The new DG is holding SMS accountable for their incompetence. SMS members know that they are under the microscope in as far as their work is concerned, and there has been some significant improvement. The DG made an example by removing some of the non-performing SMS members to other areas, making room for new leadership in struggling areas. Those he could not move, he has put them under administration, providing needed support to them whilst affording them the opportunity to learn and improve. <...> The organisational culture in as far as SMS is concerned and in general is more on good governance and performance. <...> In the past, the leadership was all about talk but there were never consequences. The new leadership is shaping things up at senior management level.

L<sub>3</sub>: We are on a journey to improve, in terms of performance, to improve in terms of our image, improve in terms of our professionalism. And at this point in time I will say, as part of that journey, there are things that as managers we have identified as not professional to do, or to behave in a working environment. Unfortunately there isn't much we can do <...> I'll give you an example of dress. Our dress code policy was just being reviewed, <...> because we identified some gaps, loopholes in that policy. <...> And another thing is about, communication as a whole. To say, if you're a practitioner or an official in the department, <...> there is nowhere where you would have, or exchange emails, nasty emails, with your colleague and in the midst of all that, you're also copying external people <...> it's really unacceptable to do that. And also there are also issues of not having boundaries <...> in terms of separating personal things from work related or business issues.

*My current position is actually taking me backwards:* Participation in decision making structures is an important part of the leadership role, and exclusion therefrom diminishes the extent to which a senior manager can be influential in departmental functions. There is incongruity in the former junior but influential role as Deputy Director at a province and the current senior but marginalised role of Director; and incongruity in the 'strategic' responsibility of a national department and the routine functions assigned to Directors. The promotion to Director position is experienced as a setback in leadership development and career growth.

L4: Provincial work is very much operational whereas [-name of national office-] work is more strategic. <...> At [national office], the Director position is like an Assistant Manager at a provincial office. They are not part of top management structure therefore they have little or no influence regarding management decisions. They deal more with submissions and guidelines instead of leading a team strategically or even operationally. Only Chief Directors and up are part of management decision making structures. Whereas in the province as a DD, I was part of senior management structures of the province and had more leadership roles in the decision making of provincial operations. The Directors based at provincial offices <...> are better exposed to leadership roles than the Directors working at [national office]. My current position is actually taking me backwards from what I was used to; for me there is little growth in as far as leadership is concerned.

iii) Department 'Serve'

*I have had mentors and persons from whom I could learn:* Peers, managers and colleagues play a critical role in the socialisation and development of fellow public servants.

M1: I was blessed that, during the course of my career in the Public Service, I have had mentors and persons from whom I could learn. I was guided by my own managers and leaders that helped me develop and grow as an SMS member.

*I perceive a lot of negativity and animosity from others when you share ideas or 'speak your mind':* Some environments are sometimes unwelcoming of differentness and outspokenness. The effect can be very demotivating when the recipient of negativity has good intentions in being creative. Within the same environment, the animosity may be perceived by some individuals and not by others.

M<sub>2</sub>: Sometimes I experience the environment to limit freedom of thinking and acting in creative ways. I perceive a lot of negativity and animosity from others when you share ideas or 'speak your mind'. Sometimes it can even go as far as being discipline or conflict, where differences in being are not appreciated, but disregarded as being either futile or disrespectful. This in itself is incredibly demotivating.

*There is the opening up of space; that it is okay to explore, to bring new ideas:* In view of limited resources and the enormous task to be accomplished, the department encourages capability in research, cross-functional team work, direct delivery rather than project management of subcontracted services, and improved performance management. Like in Department 'Care', the head of department is said to be demonstrating leadership attributes that are making a difference in departmental work.

M<sub>3</sub>: I find the environment trying to force cross-functional teams as a concept. I'm saying the environment is forcing it because of the size, the small size of this department and mammoth task <...> to be done and a reluctance to change the structure such that it fits those, in a way that it forces the institution to adopt a mentality that says, or an attitude, that says work can still be done without necessarily people being moved from the post, the functional areas where they are. Secondly, the notion that as public servants we need to come out of the project management mode and into doing, facilitating ourselves; that is coming out very strongly that we can do more for the public service out there <...>. Thirdly, reading and writing and research <...>. In other words the opening up of space; that it is okay to explore, to bring new ideas. Let's try what best we can, given the fact that the job needs to be done and the resources are limited. <...> Another angle which comes from that is the emphasis on managing performance within the institution, which is one of the key areas to achieve efficiencies. I would say the current [head of department], what he has said at least I have seen him doing it. <...> So those for me then are exemplary leadership traits: you communicate, you demonstrate what you want done, warts and all, and that then brings- it narrows the trust deficit that might or might not exist. <...> Leadership, in my view is also about narrowing that trust deficit that often exists between the led and the [leader].

### **5.4.3 Designers' view of curriculum**

Having considered institutional contexts of EDP participants, attention is now paid to curriculum designers and their institutional practices relating to curriculum and leadership. Therefore, in sections 5.4.3 and 5.4.4 I mark extracts of curriculum designers' responses as N<sub>1</sub> to N<sub>6</sub> and O<sub>1</sub> to O<sub>6</sub> respectively. Where the extract is a portion of a focus group transcript, speakers involved in conversation are distinguished by the letters A, B, C, or other as applicable.

Curriculum designers have a weighty responsibility of making programme design and development choices that have the potential to affect the thinking and attitudes of thousands of individuals. In the earlier discussion of some of the EDP texts at 5.3.1, some specific and related views that designers hold about curriculum, and the training through which it is operationalised, were articulated and are restated below:

- What is it that we teach, to whom, and with what effect
- A very intentional and deliberate process in which various complementary actors are involved in pursuit of a negotiated purpose and outcome
- The intention of curriculum is to bring about some kind of change, including behavioural and attitudinal change
- Public service curriculum seeks to contribute to transformation and improved service delivery
- Curriculum cannot be used to fix the bigger problem that we experience in the public service; curriculum is just one component of many things that should be in place
- Training is not the silver bullet that solves all problems
- When a person has an 'aha moment' in the classroom it does not mean they will implement what they have learnt in the workplace
- It is not possible to show a causal relationship between training and what happens in the workplace.

The last point is followed by fervent emphasis on the responsibility that departments should take and the credit that the NSG should not claim.

N<sub>1</sub>: Curriculum Design dialogue, 19 Sep 2017:

B: Departments should take responsibility for the return on investment. I've been saying this all along; it's the departments that make an investment in training. Therefore, they should, number 1: Follow up whether people are applying what they've learned in the workplace and whether they are creating an enabling environment. <...> So we mustn't forget that training is just one cog in this big wheel of human resource management and development, and improvement.

<...>

D: <...> naturally, we only talk about NSG curriculum but it's supposed to be public service curriculum. But because we want to own the success we cut out the other curricula that are in the public service. <...>

A: Maybe just on the point of order there [-Name-], I wasn't excluding other

D: Not you [👤], no, not you [👤], I wasn't saying

A: I'm just saying we're talking NSG just because this is where our lived experience is currently. <...>

D: <...>. We want to train 60 000, we only trained 30 000 <...> but that does not mean 1.6million people are not being trained. <...> The challenge we have is the way we are defining curriculum, as a syllabus of the NSG [👉 Hmm]. We need to say this is a public service curriculum and there are linkages, <...> and do we have an underpinning that guides all public service curricula across.

Several views point at the political-historical connections, distributed locations, and global domination of curriculum. As was introduced in excerpt J<sub>10</sub>, more light is shed on the Discourse being drawn upon in the social practice of ETD locally.

N<sub>2</sub>: Curriculum in government is, it can be demarcated from other forms of curriculum especially because curriculum in government is based on the political system of the country <...>, and what the vision of the country is, as opposed to private objectives. In private businesses they have their own aspiration, however curriculum in government must be aligned to what the government vision of the country is, especially our history, where we are presently, and where we want to go. That plays a key role in what the curriculum is, and that can inform what the framework will be and some of the implications for not aligning our curriculum to that thinking.

N<sub>3</sub>: So there is a curriculum in communities; there is a curriculum in public service; there is a curriculum everywhere where we are, whether it's codified or not codified. It has always been there because people come together to think in a more systematic way and package ways of learning in order to improve their lives all the time. It means it's a continuous process <...> Now, what has happened is that after '94, especially around 1998–2000 <...> We knew the word 'syllabus' before. [👉 Hmm] It was syllabus[!]. Syllabus was actually even more cutting a piece of curriculum and then saying you're going to it the way were going to tell to teach it, and by this time frame, and so on. And then when we opened up, we say no-no-no, but if we go the syllabus route then we're going to be in trouble. Let's go the curriculum route. But, we then resort back to syllabus <...> because syllabus means one size fits all approach. Let's cut and paste this content and all of them will get the same case study all over the country, <...> they must know this case study.

N<sub>4</sub>: Ideally the local experience, knowledge, values must inform curriculum. Ideally, practically we should have a *glocal* approach – combining global and local. But what is happening is that global is dominating the curriculum.

Some of the institutional and resource constraints that make good curriculum intentions difficult to attain or sustain are mentioned, within the NSG and across public service departments.

N5: So, for me there's a disjuncture with what we believe in, what we think is important, how we think curriculum needs to be rolled out and what our- I'm kinda getting stuck, but there are certain limitations in what we can do. So we try to operate and then we work within this context; we try to survive, we try to meet our targets. And so even though we have this broad vision, this broad way of thinking, our context here at NSG and even in the public service limits and narrows what we do. So I want to use another example; <...> I remember we tried to form a community of practice, but to form a community of practice requires some resources, requires a lot of time, requires money and then eventually it kind of like fizzles out even though we started off very well. Because there were certain constraining factors here and within departments. So we then we do what we can do and what is practicable.

A spontaneous interstimulation ensues in which the following captions of a philosophical underpinning of curriculum are formulated:

- *Botho/Ubuntu*, i.e. humanity, being humane
- Being responsive to our political mandate of the country
- Through coming together and sharing, we come to some realisation or we change our thinking, or we become more human
- Being in a collective you respond in a flexible way
- Consciousness about where we are, what we are here for, and about what it is we want to achieve
- That we must come up with products and interventions that are contextually useful, to bring about positive change.

Building on the separate inputs that are modified in dialogue, a final integrative revision is offered, culminating in '**the weave**'.

N6: Curriculum Design dialogue, 19 Sep 2017:

E: Yah, I tried to capture the beautiful words, the play of words I heard [🌀]; words that were used, like consciousness, collective, responsiveness, whatever. And to sum up what I am eventually taking away from my colleagues, what they have said as well; my philosophical underpinning is no longer *by design*. However, it should be *design as you go, which means the collective responsiveness to conscious need within a flexible space*.

D: That's it.

R: <...> I will listen again

C: It's like a minimalist approach. [B: *hmm, hm!*] So it's minimal [A: *hmm*] and something that happens in that space.

R: It's humbling. You don't start up with 'I know what to design' <...>

D: It's challenging the expert driven, deductive approach. <...> It says let's weave, as we meet, we're weaving – she's got a green thread, she's got a yellow, a blue; we're all weaving a jersey. Each will end up with a nice jersey, [E: *multi-colours*] and it's full.

#### 5.4.4 Designers' view of leadership and leadership development

The distinction between leadership and management appears to be one of the recurring issues signalled with an attempt to reconcile the two. Curriculum designers pose the question with reference to their situational role and the design intentions of some of the NSG programmes. The impact of leadership, like curriculum, is raised as a point of struggle intensified by the institutionalisation and current limitations of monitoring and evaluation (M&E) processes in the public service.

O<sub>1</sub>: Curriculum Design dialogue, 26 Sep 2017:

B: And do we lead or do we tow a line? Are we leading some, how much do we lead now, how much does, like now [-Name-], a Director. How much <...> scope does she have <...>

And is a leader automatically a manager, or a manager automatically a leader? Can one be the other, which comes first, do you know what I mean?

E: You are first a manger and then you're a leader.

B: Is a good leader, can a really good leader be a really good manager at the same time?

C: Yes.

D: You can, you can...

R: Let's ask-

A: It's not mutually inclusive, the two concepts. I think for me maybe from my organisational development schooling, I think I'm a bit different to what [-Name-] is saying <...> because I think there are smaller things in our curriculum to awaken the will of people <...>. Not their leadership, but their leader will. And because sometimes I see it, because in our programmes we do work quite consciously with the concept of you must understand, you must make meaning of things, and then you must be able to see how you can apply that and then eventually do it. And I hear what [-Name-] is saying, we're not really measuring the impact. But it's not that you can't measure it. I think what we're struggling with, and our M&E instruments <...> don't ask the qualitative questions. And I think their focus group or their interviews with people, maybe is an attempt to do that.

Curriculum designers continue to share their awareness about the dominant Discourse shaping leadership and management perspectives in the public service. As the next excerpt elaborates, the adoption of international trends – specifically European – has

sponsored the entrapping use of managerial and leadership concepts elsewhere and in the public service. A point is instructionally made that *leader* has been conflated with *leadership*.

O2: I get a sense that we seem to be talking about leadership, and assuming we are saying the same thing about it. <...> Leadership is coming to the fore because we are all frustrated by management. And so management is missing from the conversation. And we are all frustrated by administration. So management came into the picture in the '80's, because administration was not giving the world what it thought it must give. And then management came in, efficiency and effectiveness. Now Europe has moved away from new public management, but we are moving straight[!] [♣] into it. [👉:Yes] <...> So, it is frustrating that there has been a journey, conceptual levels, about how should we lead ourselves, managers, and how do we organise ourselves in such a way that we can live better. So this is important. <...> because the dominant paradigm or discourse, it promotes leaders, so whenever you say leadership, you talk about an individual[!]. And <...> the fact [is] that leadership is not an individual, but when we talk, it's this, no there is leadership, look at so and so, you are doing very well. But now you are reducing it to an individual.

The curriculum design dialogue, like most responses of EDP participants, nevertheless builds in some of the markers of leadership in the sense of an individual leader. Moreover, reference is made to some of the major texts that are seen as sources of authority on leadership matters.

O3: If you define leadership the way we have defined it, <...> like if you look at our Constitution, if you look at other important works, I think even from different religions and so forth, when they talk about leaders and how leaders must govern the people, you talk about a benign leader, a caring leader, a humble leader, a leader who leads from behind, like that Madiba quote. I think that you've got it in that [-name of programme-] hey?

A self-critical call is made for curriculum designers themselves to check their assumptions about leadership and leadership development. Furthermore, in continuing the thought about impact, a view is expressed that the effect of leadership is known through subtly ubiquitous deeds by which one is consequently referred to as a leader. Thus leadership development is understood to be a contextually nurtured quality, unlike management which is easier and quicker to master.

O4: So I think, <...> we'll have to be genuine in what we understands by leadership, and <...> it must come through in a truthful way in the curriculum. It is not an easy thing. It makes assumptions that I can make a leader out of you <...> and is it a correct assumption? Or I



can only train, because leaders are trained through immersion, they are not trained in a laboratory. And, but, yes managers can be microwaved, but leadership emerges. You only know that person is a good leader because of the deeds that have- <...> So it's a tricky thing, it's like cancer. Cancer, you only know when it has spread, but it's so slow <...> So I think when we comes to [leadership], we mustn't make simple assumptions <...> that are measurable and everything is ticked and so on.

Sharp contrasts and mediated convergences are drawn between government and the private sector on the one hand, and formal hierarchical leadership and traditional dispersed leadership on the other hand. Like the view about curriculum in excerpt N<sub>3</sub>, the dispersed nature of leadership is underscored. The expediency of competency based frameworks, derived from the NPM worldview, is juxtaposed with the unwieldiness of managing leadership.

O<sub>5</sub>: I think leadership allows, demands agility. You have to be able to adapt quickly and respond quickly. If you're a good leader you have to lead the environment, and you have to be able to respond quickly to that. And I think sometimes in government, because it's a bureaucracy, maybe it is difficult to implement <...> your responsive ideas, as quickly as you would <...> in a small organisation in the private sector for example.

O<sub>6</sub>: In South Africa we have a leadership, not leader, leadership that is dispersed, especially in indigenous or traditional societies or arrangements. Then we've got hierarchicised leadership. Just because you're at the top. Now the thing is, it has implications, when hierarchicised, structured at that way, the authority and power seem to be concentrated at the top, and the poor fellow must be massaged every week because of the stress [☀] <...> So in traditional societies you have dispersed- <...> you know that at a certain point they'll have to come back to me, because I am a leader in that area, but tomorrow it's that one <...>. My neighbour is also a leader at a certain point, you also have that. But that is taken away and it's concentrated on only me, as the general, and that is what we're having. And that is the way we have organised our managerial systems, which we've taken from new public management. <...>. And so therefore the managerialism was able to write it in the form of laws. 'What is a good manager?' Then we have the competency[!] driven frameworks, and then these are the competencies[!] with 'ies', of a manager, a senior manager, a middle manager, a junior manager, in that hierarchy. <...> But legislatively, it is very difficult to legislate leadership, almost impossible. <...> You do legislate managerialism and administration, but not leadership.

The interpretations given by EDP participants and curriculum designers to their situations extends further than their departmental and work settings to prevailing social discourses nationally and internationally. This expansion is consistent with the analysis of context in

the CDA approach. The analysis of context straddles both the second and third critical discourse dimensions, and the text–interaction–context bond is ever present.

## 5.5 Relationship between discourse and social context

Societal context  
CDA dimension: Explanation

This dimension brings together the interactive aspects of discourse (in the interpretation phase) and the social, political and cultural environment in which the text, participants and their interaction occur. The explanation phase recognises that all texts, members of discourse communities and the conditions that govern their discourse processes “are tied to specific historical contexts and are the means by which existing social relations are reproduced or contested and different interests are served” (Janks 1997:329, 341). As ‘insiders’ in their own environments and ‘members’ of similar communities (Fairclough 2001a:139), EDP participants and curriculum designers make use of available, ideology laden, resources to give meaning to and maintain or interrupt their social practices.

Even with the constraints that led to absence of an opportunity to identify lead narrators per departmental group, narrative accounts shone through the responses and elaborations of various participants. It became evident that all participants were lead narrators in their own right, as tellers of their own lived experiences. I was reminded that “story or narrative is one of the fundamental means by which we organize, explain and understand our life and social relations. In this respect, stories are always about human action and experience” (Eriksson & Kovalainen 2008:210-211). Importantly, Fairclough (1991:114,119) remarks that “locating ideology in practices puts the emphasis on ideology as ‘lived’ in ordinary experience” besides locating of ideology “both in structures which constitute the outcome of past events and the conditions for current events, and in events themselves as they reproduce and transform their conditioning structures”.

The narratives brought out from conversations with research participants are broadly categorised into those that highlight reflexivity about personal circumstances and persuasions, and those that contemplate macro level discourses. Altogether, the

narratives provide a context for the understandings and (world)views held by participants, as well as the legitimations of those (world)views.

### 5.5.1 Narrative accounts of reflexivity and personal persuasion

The first narrative conveys socialised expectations of professionalism and feminine dignity that are modelled by a female senior manager. Her demeanour is a text, 'read' with self-evaluative comparison that prompts change in behaviour. The use of the culturally appropriate title *Mme*, is indicative of respectful appropriation of mother status to someone older. This socio-cultural discourse has evidently crossed domains as an integral part of the participants' early socialisation and lifeworld. Likewise, the Christian worldview is an inseparable part of the next narrator's being and doing. Relevant Biblical principles are actively sought and provide a spiritual and virtuous basis for the practice of leadership. These principles are of greater value than the numerous academic and theoretical texts that have been useful for education background. The third narrative is also about deep concern for the team and the work with which the senior manager is entrusted. It illustrates tensions in adopting a critical worldview, seeking to be part of a bigger cause for socio-economic goals as expressed in the current policy rhetoric, and yielding to the obligation to lead *with* others.

#### i) **Silent influence**

There are good managers, but I had a personal experience with Mme [-Name-] that changed my whole life. I cannot even talk about anyone [else]. Mme [-Name-] influenced me without having to say anything, because <...> I thought I don't qualify to sit here and to be talking to Mme [-Name-] because of the way that I am dressed. I mean I was not worried, mina </> I just take anything and come to the office. Ke'ore <So> you learn gore <that> as a woman you have to cover certain parts. Sometimes you will think showing a cleavage is an in-thing because everybody is doing it. But the way she dresses, you will understand gore <that> it's important you must dress properly. And after I went home, you know, and I took out all the nonsense I thought it was clothes, threw it away. I went and I bought everything that was appropriate for work. And I've noticed that those who are in the campus, they are fine. They dress properly. It's only us here because we are isolated and then we work with technicians. We don't care. And then when you attend these meetings, you realise that I'm not a technician, I must dress properly. I must look

professional. And the way she makes decisions, you're not going to doubt her decisions because she's straight and firm. She's confident about what she's saying.

## ii) **Servitude and spiritual principles**

I'm very much aligned to leadership of servitude <...>, and I take my leadership principles from the Bible, okay. So that's- I know there is ten million books out there on how to lead and what to do in certain situations and that can guide you and can build you as a person. I don't really spend a lot of time in those kind of theories. I have to because of my educational background. I have delved into those theories but I still return to writers and then [✿] also the word of God really. <...> And I want to give an example of that as well. I was chatting to one of my staff members <...>. And we were talking about certain things that are happening within the team. And I shared with her something that I have been looking at quite closely in the Bible, which is John 17 where Jesus prays for his disciples <...> Yah, <...> you read through these things and sometimes you just skip over the word and it doesn't make sense to you or you don't really make a connection. But this time around, I was specifically searching for how to be a better leader <...> and then going back to what Biblical principles are saying. And in that chapter, <...> Jesus was praying for his disciples and there were so many interesting and relevant principles that I could draw out of that, which I have never ever seen before. So things like: they, these people are mine, they're my responsibility, they are my accountability and that should mean a lot to me, they were given, specifically handpicked to me. There's a reason for that. So each and every single person is special to me and there's a reason for our connection <...> And things about: you pray for their protection. <...> And I know these are <...> very spiritual principles, but to bring that spirituality into your leadership dynamic, is, I find more impactful than any kind of leadership theory that I have ever exposed myself to or ever tried to put into practice in the workplace, and it creates a stability for me [✿] something a foundation for me. I'm not second guessing myself. I am not running around like a headless chicken, okay try this, and okay try that, and okay this one, this doesn't work. It gives me a certain foundation which I then leap from, that platform, into how I relate as a leader, what kind of relationship I build with people and the foundations and the principles of that relationship and that leadership that I try to put into place. I'm not perfect, I'm still learning, but I can tell you that <...> in implementing these kinds of principles, it has freed me a lot, in terms of my personality, in terms of my character, in terms of drawing out

certain characteristics, values and principles within other people as well, because as you give, you, you receive it back.

iii) **Dissatisfaction with the *status quo***

But what I can tell you is that <...> I'm experiencing some challenges. I want to run. Now as a leader, it's either you run with your team or you run ahead of your team. I'm at a stage where I really, really, really[!] need to slow <...> down. And I don't wanna do that because I want us to do this, we've been doing this for a while now; you cannot tell me that we can't run. I'm here- I'm at that stage <...> So I think, for me <...> as a senior member, I think I'm not there yet. And I guess I'll be there yet when I die[!]. Because people are different and unfortunately you cannot nit-pick your own team; even if you were, there'll be somebody who is good in an area where you are weak and you need to work with that person. Whether you like it or not, and you have to take your personality and put it aside <...> and say: What is it that I'm doing to contribute towards receiving what I'm receiving? Or: How do I[!] look at this person? Do I want to look at this person with this eye or I'm gonna choose to look at the positive that this person is bringing and ignore the rest; or do I want to perfect the entire world <...> So in my response, I'm trying to say that to you, as a senior manager, it's a process. For me, I'm never there yet. <...> When I joined the [-name of department-], my mission was to add value, and in my little mind, I thought: immediately when I join, I'm going to add value. Reality check, that was not the case, because I needed to learn the environment, I needed to know what they do, how they do it, how did they, how did they get to where they are? Right? And I think I'm closer to knowing how they got where they are and I'm at a point where I'm looking at the way that things are done here and I'm saying: How can we optimise the way that we do things? So unfortunately for now, I do not have a specific person in mind that I can say this person thinks like this in relation to work, in a way that it aspires to be optimal according to my standards. So, I guess I'm in the middle <...> I'm somewhere in-between the bend. Where I've just seen how things are done, where I've just explored how we have- <...> how the division has reached where it is. <...> And my goal is that, remember we say- the government says they want a 'radical economic change'. Now which means for me whatever I do should be contributing toward that 'radical economic change'. So on our way, when we aspire towards that journey, I think that most of us are not there yet. The current leader even posed a question to us, one day <...>: Are we the right people

to drive the radical economic change? And answer was 'no' to all of us. And then whatever I do, I say to myself: What is my contribution towards that radical change? Which then brings into play this critical eye that I have, to say in the way that we are doing things, here in my work <...> are we really delivering? If we are not, why are we not delivering? Is it the mandate itself, or is it because we lack funds? Is it because of the PFMA, which is becoming a corporate bottleneck to the entities? Those are the things that I look at. So I'm just trying to share with you, where we are heading, in terms of where I'm at. <...> I'm never satisfied with the *status quo*. I refuse to be satisfied with what I have for as long as I live, because there's more.

### 5.5.2 Narrative accounts of social practices

Narrators shed light on political, historical, transnational, and social practices that set in motion some of present conditions and discourses, the effects of which have been felt at institutional and personal levels. An example of selfless use of expertise from a point of historic privilege is noted among troubling experiences of disempowerment.

#### iv) **Mr Mandela's call to Judge Mervyn King**

I'll tell you why I say Mr Mandela. Mr Mandela called Mr Mervyn King and said: 'Mervyn, I want you to help us with governance. Can you develop a code, not, I don't want it to be legislated because it will be complicated. Develop a code that will guide us on governance. And Mervyn' – and Mandela, just before he hung up, he said: 'By the way, you are not going to be paid; you will be doing this for the country. I am entrusting this in your hands, co-ordinate the right people'. Now Mr King, who is also a judge sat and looked at people who would help him do this. Just like- in a similar fashion that the Constitution was drawn up, it was drawn up the King code. And if you look at governance, internationally, South Africa is amongst the best. Now when you go- when you start interrogating and looking into this; you look at the person Mervyn King. Who's Mervyn King? He's a judge; he's been an attorney for many, many years, whether he was an advocate or something, but he's an expert in his own right. When he was asked to take over the task, he was not doing it for profit; he was doing it for the good of the country. So to me, that would be a leader that I will want to aspire- that set an example for me. <...> So, for me it's that, and unfortunately to be honest with you, I have not experienced- I've

got a sense, but I have no evidentiary proof, like I've just given you Mervyn King, that I can mention a name of a person within the [-name of department-] and say: this is the person for me; let alone the whole country, other than Mr Mandela himself.

v) **The crying CEO**

So what I want to say is that there are people you get and you realise okay, this person is the leader, he's in charge in government, right? And then there are others you get and you wonder how did they even appoint you? How did you even get this position? Do you even know what you're supposed to be doing? Are you even able to lead people? If I'm looking at you and I get a sense that I'm not comfortable in your space, I don't get a sense of you even are able to give direction to people. I mean one agency we went to with Mr [-Name-] when we setting up the initial [-name of entity-]; when we got there, the staff was on strike. <...> ...and we were standing at the gate debating whether we should go in or not. But then we called and he said: 'No it's fine, I'm in the office; you can come in'. And we were chatting, asking him, because we were doing a benchmark. And at some point, the man starts crying- and now I look at Mr [-Name-] and he's looking at me like, I mean I don't know how you deal with a man who's crying. And the gentleman says: 'Yah you see they brought me into this. They said I must run this, now I'm on my own, the Board is not supporting me. The Minister is not supporting me, da-da-da-da-da.' But then you ask yourself: okay, where, at what point do you take accountability and responsibility? Because I don't think anyone would have force-fed you to take the position. But at the same time, what are we doing as government to support our CEOs. You have a Board that is seen to be unsupportive and actually being in cahoots with the unions. And what are the interventions that we have in place to make people like that not feel ostracised to say: 'I cannot go to my Board, I cannot go to Minister. I feel like I'm all alone, and what do I do?'

vi) **The paper shuffling officer**

Okay, <...> just starting with the whole debate about leadership and going broader than just our country <...>. If one looks, if you're looking at public service leadership, you're talking about government, because that's what public service means for us, because then that's why [-Name-] is saying it doesn't reach civil society, because we've interpreted public differently. And it's not just in our country, it's across the world where you find that

government, I mean you can look at India, you can look at what's happening in Brazil, anywhere, you find that government becomes a kind of animal unto itself. <...> In reality, the state, this concept of a nation state comes from the whole colonial project. When they went out and divided the world into nation states, it was for a bureaucratic managerial reason. It was so that the centre like London or Paris or what, Holland, or Hague, or whatever, it was so that they could have control over certain areas of land with certain resources and so forth. So the bureaucracy was created and that's why bureaucracy is so untidy, or obtuse almost. Part of it was to keep the colonies, and when I say colonies now, it's like the British people who were staying in India, or in South Africa, they had to be kept busy so that they didn't question what the centre was doing. <...> So they had to set up things where you were continuously busy, busy[!]. And if you look at us, we always say we're busy. It is part of the nature of bureaucracy to be busy. And I remember the first time I went- I mean we were still in shackles then at the time, I went to Kenya, before 1994. And I never understood; they used to talk about bureaucracy, shuffling paper. And I will never forget this. We were staying at the [-name of hotel-] in Nairobi <...>. The guy at the hotel was actually shuffling the papers. He took my form, he put it here, he put it behind him, he brought it back, he put it... And I found at Kenya at that time, because Kenya was a very good British colony at the time, it had adopted and continued to perpetuate a lot of the British bureaucracy. And I realised then if you wanted to see a good bureaucracy at work, you could see it there. If you go to India, <...> you will go crazy if you look at how any government office there works, if you're talking bureaucracy, it's really tangled up. So now we need to ask ourselves, can you really have leadership in a bureaucracy, in a public service?

Having presented and analysed the data with special focus on texts, institutional discourse practices and their wide-ranging social conditions, I now turn attention to legitimation as a theme arising from the analysis and as an issue in the main research question of this study. Indeed, discourse, ideology, and legitimation are inseparable; and individuals, institutions and established ideologies in macro systems in society take part in the legitimation of one order or another. To highlight forms and significances of the legitimation of leadership development intentions and leadership practices emanating from the preceding analysis (5.3 – 5.5), I apply the four major categories of legitimation of Van Leeuwen's (2007) framework.



## 5.6 Legitimation of leadership development intentions and practices

In the first two chapters, I introduced discourse as ideologically saturated language that is a form of social practice which reflects and constitutes the social world, and is reconstituted by other social practices and structures. As a material form of ideology, i.e. a worldview, discourse is also a system with sub-systems of relationships and practices embedded and propagated through the socialisation of its members and users. This process disposes the legitimation of what is considered important and valuable (Bakhtin 1981:271; Fairclough 1991:114,115; Jørgensen & Phillips 2001b:61). In addition, contestations for domination are involved in the production, preservation, distribution and use of forms of knowledge, beliefs and practices that set one discourse community apart from others. Languages of legitimation (Maton 2000; Maton & Moore 2010) are accordingly deployed in various ways to enhance the validity, credibility and perhaps superiority of particular claims and activities. As a form of discourse practice, leadership is construed and interpreted within a broad context of epistemological and ideological debates. Likewise, leadership development is principally concerned with the advancement of certain worldviews about leadership. Therefore, leadership development endeavours in and for the public service would be impelled by particular interests to accomplish particular contextual work. The communication of these interests is facilitated through legitimation strategies, four of which are used here (Van Leeuwen 2007:92).

### i) Authorisation

This form of legitimation happens by reference to the authority of tradition, convention and law, and of persons in whom institutional authority is bestowed. Throughout the EDP documents, authorisation stands out as one of the main legitimation strategies. Curriculum designers and EDP participants also mention some elements of authorisation, from their institutional and social points of reference.

- *Tradition and convention*

In departmental official documents, it is conventional to state upfront the authority – which is the legislative mandate and related national strategic objectives – in support of which the department is pursuing a particular project or assignment. This is the case in developing Terms of Reference for example. Conventions that are addressed as teaching

points in the EDP and as practice by participants include government planning and reporting cycles, and prescribed tools such as the annual performance plan (APP) template. In learning material and related curriculum texts, expert authority is constantly drawn upon, which includes citations of published works. This convention is taught as a standard for academic and official writing, in addition to other technical requirements. It is noticeable that even though local publications and texts on management and leadership topics are extensively used, the greater part of sources of content is Western. This is also true at this point of my writing, as can be seen in the Reference List of this thesis. I discussed the factors that contribute to the prevalence of this state of affairs in Chapter 2, and my ongoing responsibility as researcher and education practitioner to examine privileged perspectives and naturalised discourses.

Departmental traditions have been mentioned in connection with formal submissions for approval, and the use of the inclusive 'we' as the preferred style.

- *Legislation and policy*

The Constitution of the Republic of South Africa (1996) is the supreme law of the country. In it, public servants find the values and principles by which they should conduct themselves and deliver services. Some EDP participants cite the provisions of the Constitution that direct them to work in a particular way, such as consulting relevant stakeholders when drafting sector related legislation. A curriculum designer mentions the importance of the Constitution as an area of curriculum effort and for learning. Specific examples of policy that prescribe minimum norms and standards to which public servants adhere include the Code of Conduct for Public Servants, the Performance Management and Development System, departmental code of conduct, and the professional code for members of a specialist professional body.

The EDP foregrounds the DPSA SMS Competency Framework and the Leadership Development Management Strategic Framework (LDMSF). Notions of development, efficiency and effectiveness, and accountability can be traced back to the Constitution, while phrases such as 'enhancing capacity' and 'developmental state' are associated with the National Development Plan (NDP). Module topics and content unfailingly bring policy to the centre, the most memorable being the Public Finance Management Act (PFMA). Reference to legislation and policy tends to present such content verbatim, albeit with apposite discussion about how particular statements should be understood and applied.

The NSG ETD policy documents (**Annexure D**) borrow directly and implicitly from the National Qualifications Framework (NQF), the South African Qualifications Authority (SAQA), the NDP, the Constitution, and Batho Pele principles.

- *Persons in authority*

At least in the Background section of every EDP module, the speech of the Minister for Public Service and Administration enjoys prominence as an unwavering voice of authority. The effect pursued is a kind of thinking and approach to work that secures and proliferates a shared ethos of service. The set of nine attributes may be considered the 'golden thread' in the socialisation and development of public service managers. In one response, a research participant describes her leadership role as connected to the State of the Nation Address (SONA) that the President of the country presents every year. Like the use of the Minister's speech in EDP learning material, making input to the SONA extends the authority past the person to the status of the office.

- *Institutional authority*

Each state department, as a structure of government, has a specific mandate for which it exists. The legislated mandate is thus the highest source of institutional authority, which is devolved from Minister to DG. Research participants refer to government as a bureaucracy, and to the privilege of participating in decision making structures of which the DG, and sometimes the Minister, is a regular part. Bureaucratic institutional authority effortlessly overlaps with leadership as top management and the power of the persons in authority. Research participants mention the EXCO (executive committee) or MANCO (management committee) as the location of influence and seat of institutional pronouncements that senior managers should help operationalise.

The NSG makes it clear that it bears institutional authority to provide ETD that benefits the public service. For the purpose of designing and delivering in the EDP, the NSG's authority surpasses that of other departments. Thus the NSG exercises its discretion to collaborate with other institutions, such as through HEI partnerships; involve policy making departments such as the DPSA and National Treasury in design decisions; and to make final decisions in what eventually makes up a learning programme. The convention of international 'benchmarking' is encouraged in ETD practices and required by quality councils. This way of promoting fair comparison in design and content of similar

programmes offered by different institutions, boosts the institutional authority of the provider of ETD services.

ii) Rationalisation

Van Leeuwen (2007:92) explains that rationalisation achieves legitimation by alluding to “the goals and uses of institutionalized practices, and to the knowledge that society has constructed to endow them with cognitive validity”. Therefore, the purposes for which the NSG offers opportunities for public servants to learn, grow, serve; the discretion by which it carries out its mandate; and the positive feedback it receives about its programmes, increase the cognitive validity of associating the NSG and the EDP with a legitimate process of equipping programme participants ‘with necessary knowledge and skills to perform effectively as senior managers and leaders in the public service’. The claim to ‘extensive international research on management and leadership competency-based programmes’ legitimises the EDP as a ‘high quality, relevant and applicable’ ‘flagship’ programme.

Theoretical arguments and considerations about leadership in module content evidently offer empirical and explicit representations of ‘the way things are’ (Van Leeuwen (2007:103). This form of legitimation could be said to be a major aspect of the formal curriculum, and consistent with a programme that is ‘researched’ and ‘developed in collaboration with some of South Africa’s higher education institutions’. The concurrence among EDP participants (as brought out at J<sub>3</sub> through J<sub>7</sub>) about the theoretical and conceptual appropriateness of the modules lends additional legitimation of the content of the EDP. In response to whether there is any vocabulary in the EDP that they found ‘foreign’ to their work context, most participants share the sentiment:

P<sub>1</sub>: ‘Not really <...> So, all in all it’s hard to say anything is foreign, it’s just that some appear and disappear from time to time; depending on the roles that one has been tasked with, not necessarily foreign. But if one says in my work context, I can maybe just go back to that one module. Okay, it maybe foreign to my context, my work, but it shouldn’t be. (EDP Participant, 18 Nov 2016)

There are some exceptions, though, that call into question the rationalisation by which certain worldviews are advanced:

P2: For me it was 'African Leadership'. I am not sure whether it was the context in which it was presented. But it gave an impression that as Africans we need to follow the African leadership style, which for us as a group did not make sense because we believe we are a democratic country, and we believe that <...> there is globalisation and other things which are influencing us. For us it was limiting to be talking about African leadership only. (EDP Participant, 28 Feb 2017)

iii) Moral evaluation

Also referred to moralisation, this form of legitimation draws upon value systems and may even include sentiments of 'this is the right thing to do'. The normative modality is applied in what should or ought to be done or not done by an ethical manager. Research participants have expounded in different ways on what the thinking, values and conduct of senior public servant should be like, what the form and effect of leadership in the public service should be. For some participants, their Christian worldview provides the grounds for the moral evaluation of their thinking and experiences. In EDP modules, the obligation to serve in line with the values and principles of the Constitution is the uppermost source of moral evaluation. Related provisions that are normatively itemised in the Public Service Regulations and Code of Conduct can be found. The general moralisation in EDP texts is associated with the importance of developing SMS competencies, which in their totality are understood as signifying leadership capability. Thus participating in the EDP, like compliance with legislation and established policy prescripts, is the right thing to do for all good managers.

iv) Mythopoesis

This form of legitimation makes use of story, narratives, cases or scenarios whose outcomes reward appropriate actions and disincentivise unacceptable actions. Like moralisation, narrativisation makes evident good practice that should be emulated, exemplifies how practical challenges that can be overcome, and flags consequences of poor choices. In the EDP modules this is slightly accomplished through short cases and scenarios, generally but erroneously referred to 'case studies'. These serve to stimulate thinking and suggestions for ways of thinking and acting to bring about a good outcome. Some participants, however, recall that the cases used in one module were mainly from the private sector.

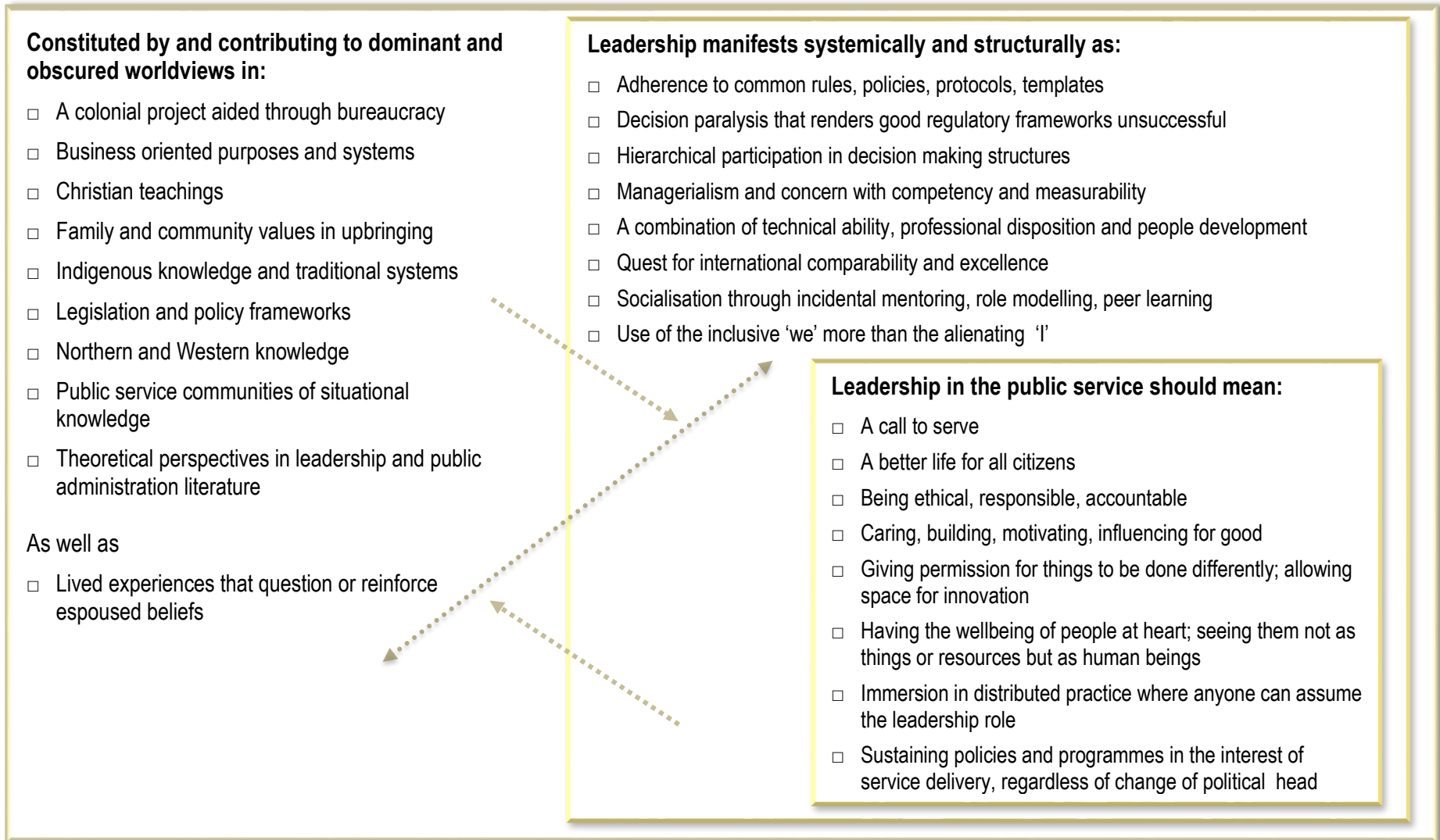
P<sub>3</sub>: We tend to go to private sector case studies and people would get up in arms and say: no, but you know what here is this apparent challenge, why don't we use this for example. So, the only thing I think, <...> the key word in all of this is *the work context*[!] because that really does make a difference. (EDP Participant, 1 Mar 2017)

Another participant appeals:

P<sub>4</sub>: Real case study scenarios for each module should be used for participants to relate better on the benefits and consequences. Participants can also use case studies to provide solutions on how the burning issues should have been solved. (EDP Participant, 22 May 2017)

Research participants offered some of their detailed responses in the form of narrative to illustrate some of their predicaments, breakthroughs, or how far-reaching certain institutional practices have been. In their rich narratives can be found elements of legitimation, e.g. moral evaluation that prompts action in 'Silent influence'; personal authority and relative personal agency in 'Dissatisfaction with the status quo'; adverse moments of poor institutional authority and powerlessness in 'The crying CEO'; and historical background to domination and unequal power relations through bureaucracy in 'The paper shuffling officer'.

Throughout the analysis, the intricate relationship between d/Discourse and forms of legitimation has been noticeable in the text, interaction and context points of reference. However subtle at times, there is ongoing structuring and conditioning that permeates discourse and social practices. With emphasis on leadership and public service practices, I conclude the analysis with an explanatory summary of emerging patterns of discourse and their ideological network, as shown in in *Figure 15*.



**Figure 19: Emerging patterns of leadership discourse and public service practices**

## 5.7 Conclusion

In this chapter I presented data from samples of institutional texts, transcripts of dialogues with curriculum designers and of individual and group interviews with EDP participants, and my field notes. The analysis followed Fairclough's CDA model, which involves textual analysis, discourse practice analysis, and social practice analysis. I integrated rich thick descriptions of original institutional texts along with participants' responses to research questions. I demonstrated how situational, intertextual, institutional and societal practices cross over and manifest in texts, and in the interpretations by research participants of their context. By means of Van Leeuwen's legitimation framework I interpreted the foremost and secondary ways in which leadership and leadership development discourses are legitimated in curriculum and in institutional practices.

The next chapter sharpens the main findings and their implications, and offers recommendations for praxis.





## FINDINGS, IMPLICATIONS AND RECOMMENDATIONS

*If you want to walk fast walk alone  
If you want to walk far walk together*

### 6.1 Introduction

“A critically oriented discourse analysis can systematize awareness and critique of ideology (which does not of course mean it is itself automatically immune from it). From awareness and critique arise possibilities of empowerment and change [...]. Since all such movements take place within the matrix of hegemonic struggle, however, they are liable not only to be resisted but also to be incorporated. A critical discourse analysis must aim for constant vigilance about who is using its results for what, and about whether its critique of certain practices is not helping to naturalize other equally but differently ideological practices.” ~ Fairclough 1991:129

As introduced in Chapter 1, the puzzle that concerns this research study is: *How is public service leadership understood, communicated and legitimated in design and in practice?* I provided the background of public service work and the public administration environment, the significance of the Senior Management Service (SMS), and my interest in language and leadership discourse. For theoretical perspectives, I delved into worldviews and linguistic turns in the discipline of Public Administration in Chapter 2. I explored links between current scholarly contributions and some of the curriculum orientations evident in the structure of postgraduate Public Administration formal programmes. I observed that there have been swings of understandings and ideological overlaps around administration, management, governance, and leadership. The discourse of leadership is still subsumed in administration and management, and only slightly prominent in a handful of module names and topics. Given the coexistence of concepts, constructions and their technical, developmental, economic, humanist and hierarchical orders of discourse, I pointed out the need for critical awareness of the discourses upon which we draw for education, training and development (ETD) purposes.

In Chapter 3, I took a closer look at dominant leadership theories and their historical location outside Public Administration (PA). I noted ambiguities in some of the leadership and management theorisation, and the relocation of managerial leadership discourse in the public service and ETD practices. I showed the association between the structural composition of the public service by occupational categories, and the architecture of the Integrated Management Development Model (IMDM) with its ladder of programmes. I remarked that the competency approach to leadership development corresponds with discourse practice that greatly valorises economy, efficiency and effectiveness; procedure and uniformity; compliance and accountability; and measurability of performance. I then highlighted the general inclination toward *curriculum-as-plan* to the marginalisation of *curriculum-as-lived*, and suggested that there should be a bolder opening up of domains of leadership practice for contextual regeneration of knowledge.

In Chapter 4, I described the qualitative research design and methodological choices I made in order to explore and interpret the relationship between the language and discourse used in the design of curriculum and that used in workplace practices, and how the practices come to be legitimated. Since I intended to gain deeper and critical understanding about how those involved in public service leadership practices interpret and make sense of their world, I found the interpretivist and critical paradigms compatible with this aim. I drew purposive samples from the naturally bounded group of NSG curriculum designers and the nested cases of departmental groups who participated in the NSG Executive Development Programme (EDP). Although the focus group interviews with EDP participants hardly materialised as envisaged, the intent of ethically conducting conversations with voluntarily consenting information-rich individuals was accomplished. As explained in Chapters 4 and 5, my data sources included institutional documents concerning curriculum design, the learning material of the EDP modules that deal with the core competencies on the Public Service SMS Competency Framework, and my field notes. I presented the data and my approach to the analysis in Chapter 5, and demonstrated my application of the three dimensions of critical discourse analysis (CDA) to selected institutional texts, and transcripts of interviews with NSG curriculum designers and EDP participants.

Flowing from my writing up to this point, I provide a response to the *rhetorical question* adjourned since its mention in Chapter 4:

- I endeavoured to use a discursive lens throughout my engagement with existing literature to shed light on issues pertinent to the question of this research study.

- Stemming from an education and curriculum design interest, I sought to elicit rather than cull the context of the taken-for-granted language, perspectives and validations concerning leadership and leadership capacity development. Hence, I kept the protracted exposition of PA and leadership theoretical understandings.
- I ensured transparency by exposing my interaction with raw data and my use of selected coding schemes. As I also undertook not to splinter the discourse field, I conveyed the analysis as reflective of (though never perfectly) the co-optive and partially assimilative nature of discourse practices. Thus, I did not present curriculum designers' data separately from EDP participants', nor did I present each of the CDA dimensions as a separate chapter.
- I concluded Chapter 5 with an illustration of intertextual and interdiscourse strata of public service leadership. To consolidate the conceptual and empirical analysis, I now summarise the main findings and their implications, and comment on the limitation and contribution of the study.

## 6.2 Main findings

The main findings of the study reveal situational, institutional and social conditions connected to the three research sub-questions: i) How is an understanding of leadership and associated attributes conveyed in public service leadership development curriculum design? ii) What role does the workplace play in the way public service leadership is understood and communicated? iii) How best can congruence be engendered in the way that the desired public service leadership orientation is learned and lived?

### i) **The EDP draws upon and conveys dominant discourses and structures**

From a design founded on international comparisons of competency based management development programmes, there is a palpable managerialist discourse in the EDP learning material and official documents. Similar to the PA honours level programmes considered in Chapter 2, the EDP modules cover more topics on management than they do on leadership. The standard academic literature in use supports this design perspective; hence the epistemic rooting is largely Eurocentric. The leadership topic is the explicit subject of only two out of ten modules. Nevertheless, the leadership theme is implied in other modules such as Strategic Planning and Management, and Strategic Human Resource

Management, which may be supportive of the idea that leaders are 'strategic' in knowing and doing, whereas managers are 'operational'. The African leadership perspective seems to be announced as a component of a single module more readily than a deliberate design philosophy of the EDP. Likewise, the substitution of *customer* with *citizen* in the renaming and elucidation of the Communication and Customer Focused Strategies module is a principled curriculum design move against the otherwise commercial language borrowed from the new public management (NPM) and the private sector, but it is just a drop in the predominant managerialist discourse.

Even though the ten modules are not a literal replication of the ten SMS competencies, the competency discourse dominates. Moreover, the EDP as a public service leadership development programme derives its uniqueness from its alignment to the SMS Competency Framework and to the major policies and strategic frameworks of the public service. In this sense, the political (policy) discourse overshadows a clear pedagogic (ETD) philosophical underpinning. Policy and bureaucratic procedure are a significant part of the curriculum text of the EDP: from the Constitution and national development goals to financial, human resource, project, and policy management themes. To a large extent, therefore, the EDP revolves around measurable and often fragmented competencies instead of boldly exploring leadership constructs, practices and their worth.

The exclusivity discourse of an 'executive' development programme is maintained long past the age of the Presidential Strategic Leadership Development Programme (PSLDP) and even when the EDP openly invites Deputy Directors, Directors and Chief Directors rather than the 'executive echelon' of the public service. There seems to be a prestige that is rather misleadingly encouraged as a structural relation of a hierarchicised public service. This too may serve the marketisation interests of ETD, since the EDP competes among a plethora of similar programmes locally and internationally.

## ii) **The EDP in only one of many socialisation instruments**

Very few of the NSG programmes are mandatory, and the EDP is not one of them. Public service departments choose from an array of ETD service providers for

capacity development interventions deemed relevant for institutional needs and seen as providing value for money in compliance with the PFMA. This diversity of programmes offered by HEIs and private institutions proliferates sources of socialisation into management, leadership and function specific roles in the public service. Whether in single modules or comprehensively, the EDP enjoys only a limited privilege in the entire scope of capacity development.

In the workplace, socialisation and on-the-job-learning take place in the context of localised discourses of the sector and department. Socialisation opportunities involve hierarchical processes of participation, e.g. acting at a higher level, involvement in management structures, and making presentations at committee meetings; and distributed processes e.g. project team work and planned or *ad hoc* cross functional interactions. Key socialisation agents therefore include peers within the division or specialist function; immediate supervisors and managers as 'mentors' or 'coaches'; colleagues in the same portfolio or cluster; institutional codes, internal policies, SoPs, conventions and protocols; and the language and stories recounted in-between. In some cases there is active membership in specialist /professional bodies, and these also provide education and grooming in particular ways of knowing, doing and relating.

Still, the EDP is well received as a relevant management development programme that opens up understandings of theoretical and policy issues for application in the public service setting. Equally valued are the other learning programmes that constitute the ADP, namely Mentoring for Public Service Managers and Project Khaedu. The latter is singled out as a 'powerful' programme that brings office based managers closer to the issues 'on the ground' and the innovative solutions required.

iii) **Public service leadership discourse is heteroglot with multiple dialects and dialectics**

Trends noted from interpretations provided by curriculum designers and EDP participants confirm that there are general commonalities in the public service leadership discourse practice. These include the cascade of authority and asymmetrical power relations in the political-administrative, national-provincial,

and SMS–MMS differentiations for example. The hierarchical patterns of work and assignment of responsibilities are predictable by title and salary level, such as Director-General (DG) and Deputy Director-General (DDG) at the ‘top’ or ‘executive’ end, Deputy Director (DD) and Assistant Director (ASD) in the Junior and Middle Management Service (JMMS) range, with Chief Director (CD) and Director (D) as senior managers between the two ends. Accordingly, leadership accountability is proportional to the level of seniority by managerial position.

There is a common repository of official pronouncements from which departments and individuals develop and interpret their roles, functions and associated norms and standards. Paramount among these are the Constitution of the Republic of South Africa, Public Service Regulations which includes the Code of Conduct, Batho Pele belief set and principles, the Public Finance Management Act (PFMA), and the Performance Management Development System (PMDS). The expected set of observable behaviours and functional attributes that are deemed to be the required link between individual leadership capability and the leadership capacity of the public service are presented in the SMS Competency Framework as five core and five process competencies. These generic competencies are the basis for recruitment, appointment, and performance management and development of SMS members.

Supportive of Bakhtin’s assertions about discourse, the study reveals that among the standard, unitary frameworks that proceed from a centripetal intention of unification and centralisation, there are cues of centrifugal forces that render the discourse hetero- or polyglot (Bakhtin 1981:270-272). Within the same legislative and policy texts can be found economic and marketisation language (e.g. economy, efficiency and effectiveness; globally competitive service; client orientation and customer focus; and value for money), militarist titles for positions of authority (e.g. Director-General), instrumentalist measurement and control tendencies (e.g. annual performance planning, reporting, monitoring and evaluation; and individualised performance management), impulse for inventiveness (e.g. service delivery innovation), and appeals for cadreship values (e.g. loyal execution of the lawful policies of the Government of the day; and key attributes of a ‘Public Service Cadre’).

Outside the broad provisions emanating from national planning and policy making, there are other stratifying discourses in provincial, institutional, professional and personal contexts. The service discourse and work orientation coexists with a business mindset that is legitimated in the institutional mandate of departments in the economic cluster, and one that pursues business interests first, contrary to Batho Pele. Similarly, not all departments are direct providers of services to citizens. Therefore, 'improved service delivery' could remain a far-off reality that is mediated through multiple interactions and layers of activities. Professionally, specialist languages or technical dialects with their underlying worldviews are evident in specialisation areas such as project management, internal audit, marketing, human resource management and development, employee counselling, legislation drafting and policy formulation, and information technology. The emerging complex of live discourses seems to be one of dialectics delicately held together between conventional structures and conveyed from one public service cohort to the next. Managerial leadership thus involves constant negotiation and transcending of apparent dichotomies:

Bureaucratic rigidity and compliance – situational innovation and agency

Competition – collaboration

Exclusive – inclusive

General – specialist

Global / European – local / South African

Management – leadership

Political – administrative

Public – private/business

Stability – fluidity.

- iv) **Intended and lived curriculum experiences are as dissonant among the curriculum designers as they are between designers and programme participants**

Within the curriculum design community, the crucial dissonance between ideals and intentions on the one hand, and materialised processes on the other hand, boils down to the elusive impact of curriculum and learning programmes. There is a strong desire and inclination to generate or contribute to a consciousness about a curriculum philosophy for the public service. There is also eagerness to dissolve

the limiting managerialist orientation in favour of a more inclusive and contextualised praxis. However, prevailing social practices and institutional discourse practices perpetuate a superficially uniform design that casts unplanned, emergent design as an anomaly. Having said that, active and systematic involvement of programme participants as co-designers, and *in situ* department led (rather than NSG led) conversations and learning initiatives, are mooted though not strongly emphasised as alternative curricula. The possibility of a more open or porous curriculum dawdles in the periphery of institutional ownership and control.

For EDP participants, there are many examples of good leadership practices noted, which exist in the midst of stifling policy interpretations, programme disruptions, cost containment measures, and absence of a common and sustained approach to work. The exclusion of DDGs and DGs from the EDP or a similar permutation tailored for this management category is considered one of the missed opportunities for cultivating unified public service leadership. Another missed opportunity is in the absence of joint reflective dialogues among EDP alumni, within and across departments.

From the themes that emerged in this study, there are indications of dissonance between design and lived experiences of participants. These include the semi-decontextualised generic 'case studies' in modules; and the rich, living narratives of leadership challenges and experiences in the context of work and social life. There are pseud-neutral worldviews about formal, positional leadership in the modules and established literature; and personal convictions, spiritual and religious beliefs, and traditional indigenous knowledge systems in lived experiences. There is a declared understanding of who public service managers are, what their challenges are and how their training needs should be met in the documented curriculum-as-plan; and the undocumented wisdom of alternative ways of thinking and doing, shared mentoring, peer learning and interactions with citizens in the lived curriculum. There are visible forms of leadership whose characteristics can be listed and assessed; and the invisible, awkwardly temporary and rotational kinds of leadership that are understood in time, place and action.



v) **Bureaucratic discourse practices are susceptible to detrimental outcomes**

Whereas the general institutional discourses have much in common, and official policy provisions intend to create structural and procedural uniformity, the same provisions can produce unintended discourses. Two examples are brought out in this study. The first is the view that provincial work is operational while national is strategic. Simultaneously, promotion to a Director position at the national sphere suppresses leadership development by limiting access to decision making structures only to Chief Directors, DDGs and the DG. The positional promotion ironically results in a 'juniorisation' of function and influence, and an impediment to professional development. The second is the view that a specialist function in which an individual has no team to manage is a disadvantage. The experience of such individuals is that being a line-manager increases chances of, if not a foregone requirement for, entry into SMS. These lived experiences illustrate discourse practices by which positional leadership that bears a resemblance to production line environments is prized more than distributed leadership that contributes to communal goals institutionally and nationally.

vi) **Legitimation in design and in practice is marked by marginalisation**

Leadership development through curriculum-as-plan is legitimated by the authority of policy pronouncements, mediated by knowledgeable teams of curriculum designers, academics, independent contractors with public sector experience, and public service practitioners who mainly work from national and provincial spheres of government. The exclusion of the learner's (student's) voice and living experience is a common aspect of the curriculum design practice. The experiences of learners are construed for them by way of easy story lines developed by the design team or fashioned from examples obtained elsewhere.

The abandoned intentions of creating a learning pathway between the EDP and Masters level programmes suggest that the pursuit of capacity development for service sake is knotted in worldviews about programme value, quality and credibility. The creation of a programme that is internally approved by HEI senate, with the likeness of a postgraduate formal qualification, seems to have been a result of lure of the accreditation prestige. For EDP participants, the rationalisation

of the value the EDP by competency framework and preparation for SMS service delivery responsibilities falls short of the established discourse of value by association with a qualification.

Consistent with the naturalisation of dominant discourse practices, the inclusion of African leadership perspectives raises some disquiet where globalisation is accepted as the influential order of discourse. There appears to be a comfortable recognition of a global-to-local discourse direction but not the other way round.

### 6.3 Implications

From the conceptual analysis in the literature review and the analysis of themes from data collected from the curriculum design and programme participant communities, it can be said that an interdisciplinary and critical discourse perspective aids the thoroughgoing study of leadership and leadership development practices. Moreover, ETD considerations underscore the vulnerability of curriculum that is planned from prevailing policy, theoretical and institutional dictates. Among the implications of this study, the following are noteworthy:

- *Leadership questions*: Whether leadership attains the full standing of a discipline or not, key leadership questions must continue to be carefully crafted: What has still been overlooked about ideological frameworks of leadership for the construction and practice of leadership to be better understood? What kind of leadership matters, for which context and why? Whose interests are served by particular constructions of leadership with what consequences?
- *Epistemic traditions*: The epistemic traditions that feed current processes of production, consumption and legitimation of leadership discourse as discussed in Chapters 2 and 3 need to be acknowledged. Those that are outside the margins or rendered subordinate, such as the endogenous and community based, must be recollected, relegitimated and integrated into the mainstream discourse. For example, South Africa has an abundance of traditional leadership knowledges and practices with which many local communities have a real connection, and which are recognised in legislative and administrative provisions. Yet, these sources of wisdom are expediently eschewed more readily than being appreciated for their complementary import in addressing a range of pressing issues for which

dominant Eurocentric understandings continue to prove inadequate. In raising our own discursive consciousness we need to transcend routine boardroom quick fixes, and reawaken alternative knowledge bases for complex social challenges, and post-bureaucratic and networked conditions.

- *Curriculum design*: Curriculum design, as an ideologically guided weaving of living texts, imposes profound demands on the curriculum design role. At least three leadership implications can be identified in the context of interdisciplinarity and multiple public service mandates: principled curriculum leadership and pedagogic foresight; agility in mediating public service policy and practice; and an insistent, critical study of the leadership subject matter. Like the policy formulation and review responsibility, the curriculum design role requires perceptive curiosity about the master narratives that emanate from popular epistemologies, catchy terminology and concepts, or out-of-context models and frameworks.
- *Policy*: The struggle between policy orders and curriculum design practicalities is a delicate one and the latter cannot be reduced to a mere servant of the former. The development of the ADP to support the sustainable pool scheme illustrates that policy formulation and curriculum implementation are not always in sync. The policy intention for a form of succession planning to replenish the SMS pool never took off, yet the ADP remains in place after the great 'investment' in its design and prospective effect. Even more important is that policy formulation, like curriculum design, should be premised on sincere openness to reviewing and adjusting an unfeasible intention or the means of its realisation.

#### **6.4 Limitations and significance of the study**

As stated in Chapter 1, the qualitative design of this study precludes generalisation. It is situated in the national sphere of the public service and involves three small departmental samples of managers who completed at least the core six modules of the EDP. The sample size was influenced by the sampling criteria on the one hand, and by the obtainability of institutional permission and individuals' voluntary consent to participate on the other hand. Notwithstanding initial delays, the study realised its aim of engaging samples from the curriculum design community and from the EDP participant community. The design and methodological procedure, largely unfolded as planned, without undue influence on

who agrees to participate and the degree to which each participant freely opens up to respond to the research questions.

The study makes a contribution to the discursive view of leadership and leadership development, and public service work context. It brought a critical perspective to the languages and texts through which leadership development endeavours have proceeded to date. It revealed subtle and incidental domination of leadership discourse by the powerfully established managerialism and leaderism worldviews which are often uncritically relocated into the public service domain. It also uncovered contrasts between narrow policy and curriculum perspectives and richer understandings and narratives of public service work and leadership.

Methodologically, this study has contributed to a paradigmatic bricolage that interprets the lifeworld of public service managers and explains the ideological influences of institutional and societal practices. Thus, the study has gone beyond offering a flat phenomenological account of participants' experiences but critically situates these in the stream of other constitutive texts, d/Discourses and languages of legitimation.

## **6.5 Recommendations**

The discrete zones and activities of policy development, theory and knowledge production, curriculum design, and learning programme development, will continue to absorb and propagate out-of-context, and 'universal' paradigms and languages while alienating lived experiences of those for whom such academic knowledge, policies and learning programmes are intended. Building on the recommendation represented in *Figure 10* of Chapter 3, this study proposes a thoughtful weave of ontologies and epistemologies of leadership study, policy and curriculum. As shown at *Figure 20* below, such a weave should foreground reflective application of learning in context; embrace multiple voices, experiences and narratives; and embolden a messy emergence of languages of living leadership (**L**) that may counter, disturb, and hybridise standardised perspectives and worldviews.



**Figure 20: Lived leadership development discourse practice**

Freebody *et al* (2008:197) succinctly make this point, which I adopt as an advisory note:

“The structures of knowledge areas need to be central factors in educational decision-making. The teaching and learning of knowledge, and of the forms of language whose variations embody that knowledge, are defining features of education. To ignore knowledge is to diminish the promise, practices, and social, cultural and economic consequences of education. More specifically, to ignore the implications of different structurings of knowledge is to be satisfied with universalist solutions that will continue to fail some learners in some communities, workplaces, and societies.”

That being said, the stimulating of an alternative leadership discourse is not a call for irresponsible replacement of one dominant worldview with another. It is definitely not a recommendation to replace managerialist competencies with leaderist competencies. Rather, it is an appeal for resituating leadership development efforts in meaningful interaction and deepened praxis. Leadership capacity for increasingly ambiguous and complex challenges of “a dynamic, democratic, developmental state” will not be realised if capacity development approaches simply maintain the convenient political and pedagogical discourses of disparately assessable management, leadership and policy themes and individualist performance management processes.

The following issues merit specific deliberation to bridge the worlds of design and delivery, knowing-in-theory and knowing-in-practice, and vertical and horizontal discourse:

- In exploring *leadership*, pursue more purposeful intersections of disciplines and subject fields besides economic management sciences, including anthropology, development studies, education, environment studies, languages, and sociology;
- Critically seek to understand and legitimate *'other' worldviews*, especially African, traditional, indigenous and endogenous;
- Involve *participants from all three spheres of government and communities* in curriculum and learning programme design for public service leadership capacity development;
- Consultatively articulate a clear, albeit revisable, *philosophy of curriculum* for the public service;
- Use more lived experiences conveyed in *narratives* as points of reflection, teaching and learning, than alien case studies often developed at high cost;
- Systematically create in-between curriculum, *third spaces* of interaction and learning, joint reflection and co-creation of knowledge;
- 'Harvest' leadership insights from public service contexts of practice toward building *a living repository of leadership stories, lessons and perspectives*, which in turn bolster the curriculum-as-lived;
- Relook proportion of class attendance to *social learning* in action, in dialogue, and in the context of service challenges; and
- Make collaborative learning and collective leadership a prominent feature of *performance management norms and processes*.

This study moots the possibility of a journey toward a more critical and integrative view of leadership and leadership development. The study scratches the surface of some of the issues and discourse practices at the national sphere of government within current understandings of leadership as a derivative of management, in a policy driven and hierarchical environment. The present circumstances and approaches to work and learning exclude massively imperative developments that should be given attention as critical components of leadership. Therefore, paths for future research should consider

the following themes, as hinted in some recent reviews (Anderson, Baurb, Griffith & Buckley 2016; Lord *et al*/2017; Antonakis 2017; Pillay 2017), among others:

- Unethical and destructive leadership: what brings it about, how its discourse permeates public service, and why it is hard to study and eradicate;
- Inter-generational connections: the extent to which current leadership theories and discourse practices are relevant for the new generation of youthful leadership – in public service and administration, and across other sectors;
- Climate change, sustainable development, and artificial intelligence: how society and the public service work is being changed by these factors, and what their implications are for public service leadership; and
- Leadership development policy: theoretical, empirical and political assumptions behind current policy positions; whether and how leadership development depends on policy and standardisation; and forms of participation in policy construction and support for implementation.

## 6.6 Conclusion

This chapter is a culmination of the work undertaken to provide a response to the research question: *How is public service leadership understood, communicated and legitimated in design and in practice?* I started by providing an overview of the literature review, the research design and methodological choices, and the presentation and analysis of data. I explained how I addressed the rhetorical question, after which I presented six main findings of the study. Implications for critique of leadership, epistemological traditions, curriculum design and policy were followed by recommendations for ways of stimulating congruence between leadership discourse in design and social practices in the public service. I have consciously avoided a sway to ‘develop a model’ for leadership development and illustrated, instead, possible ways of encouraging a more adaptive, living leadership discourse in the public service. Past this research report, I look forward to reconnecting with the research participants to pursue some of these recommendations, and to revisit patterns of participation in social practices of the ‘call to serve’.

– the importance of hybridity is that it bears the traces of those feelings and practices which inform it, [...] the traces of certain other meanings or discourses. It does not give them the authority of being prior in the sense of being original: they are prior only in the sense of being anterior. The process of cultural hybridity gives rise to something different, something new and unrecognisable, a new era of negotiation of meaning and representation.

~ Homi Bhabha



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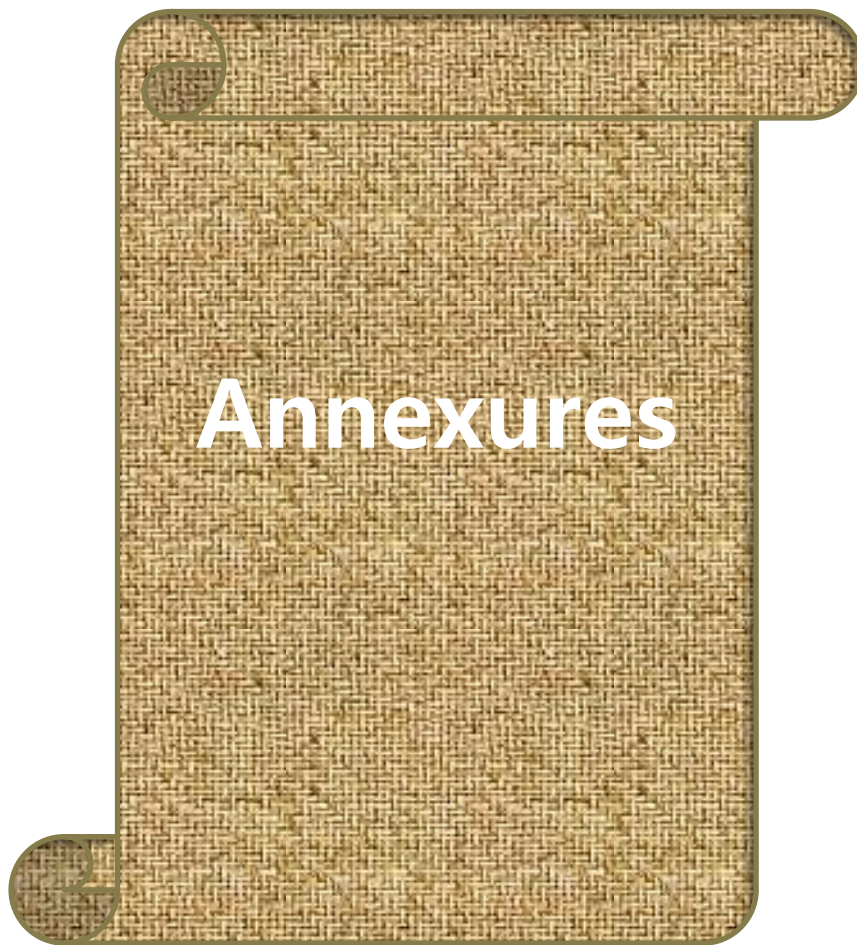
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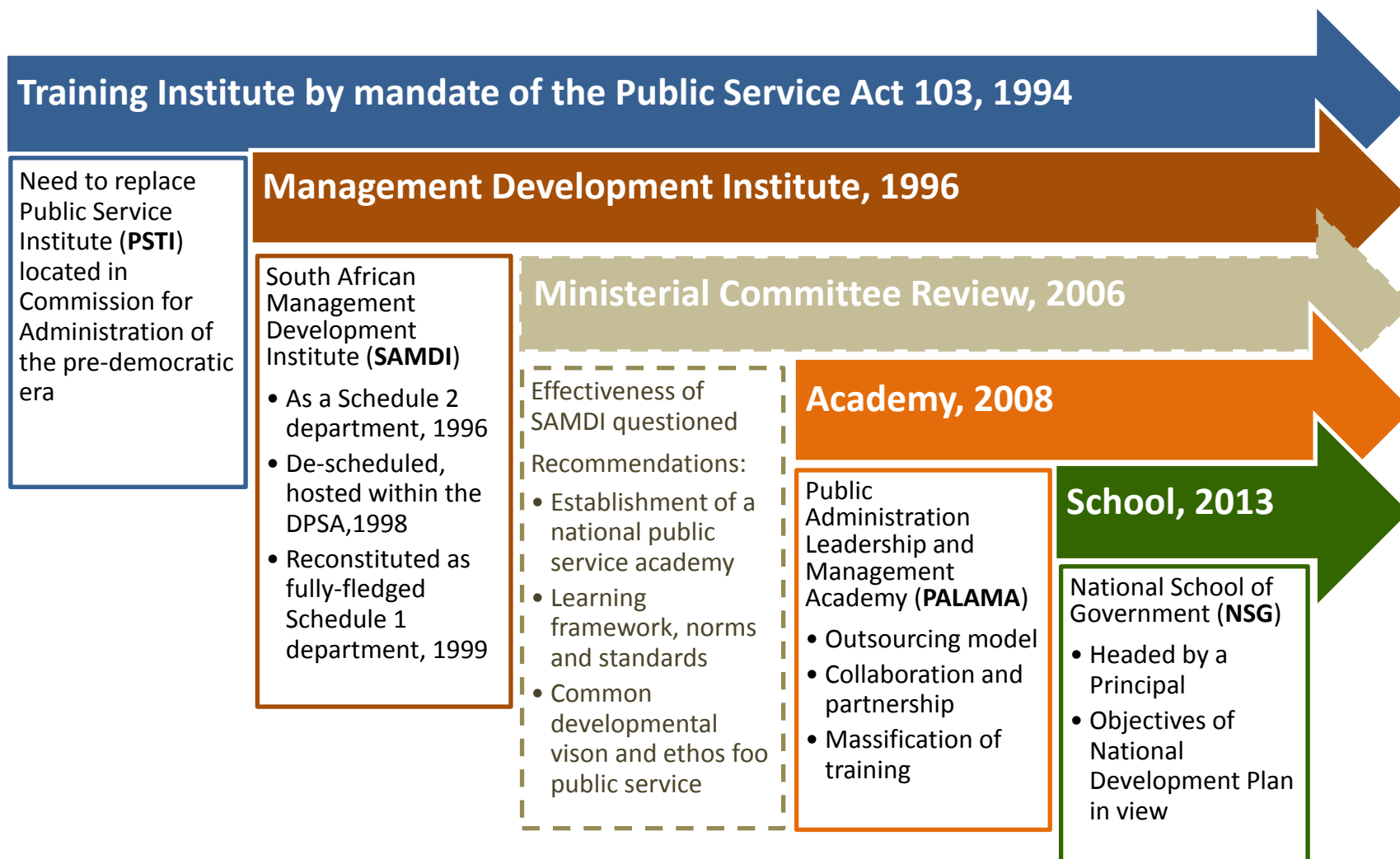
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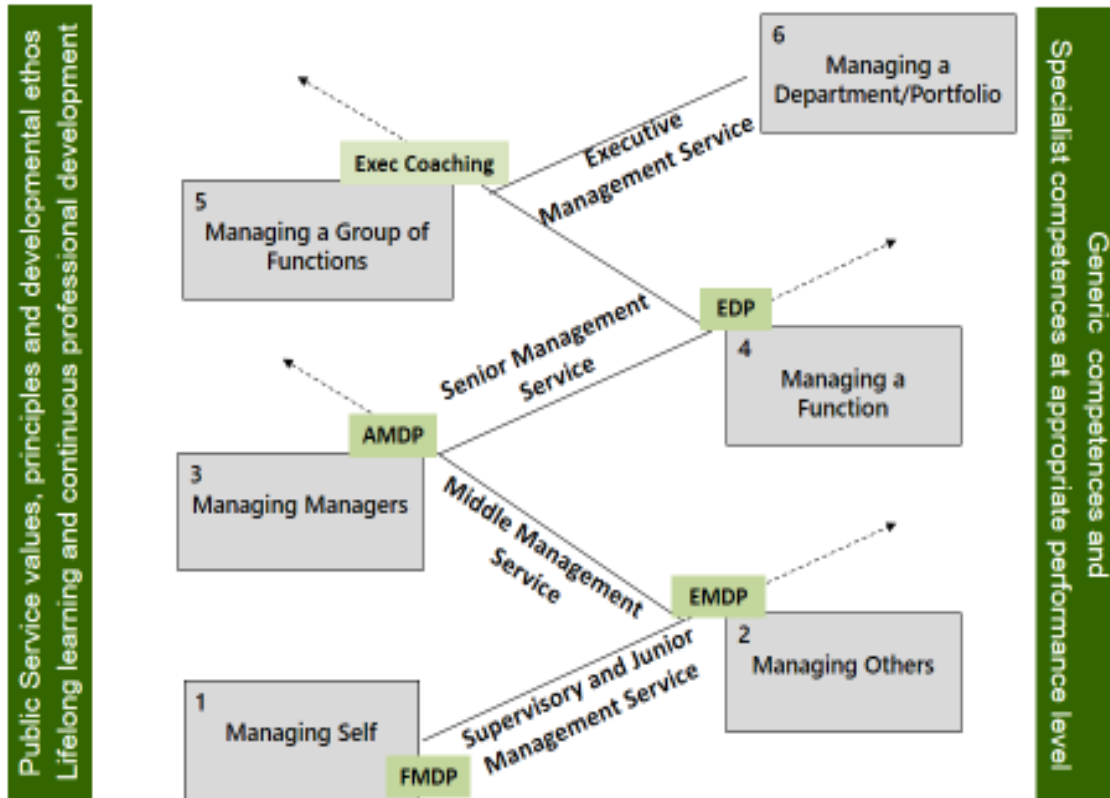


## Annexure A: Evolution of the Public Service Training Institute to the NSG





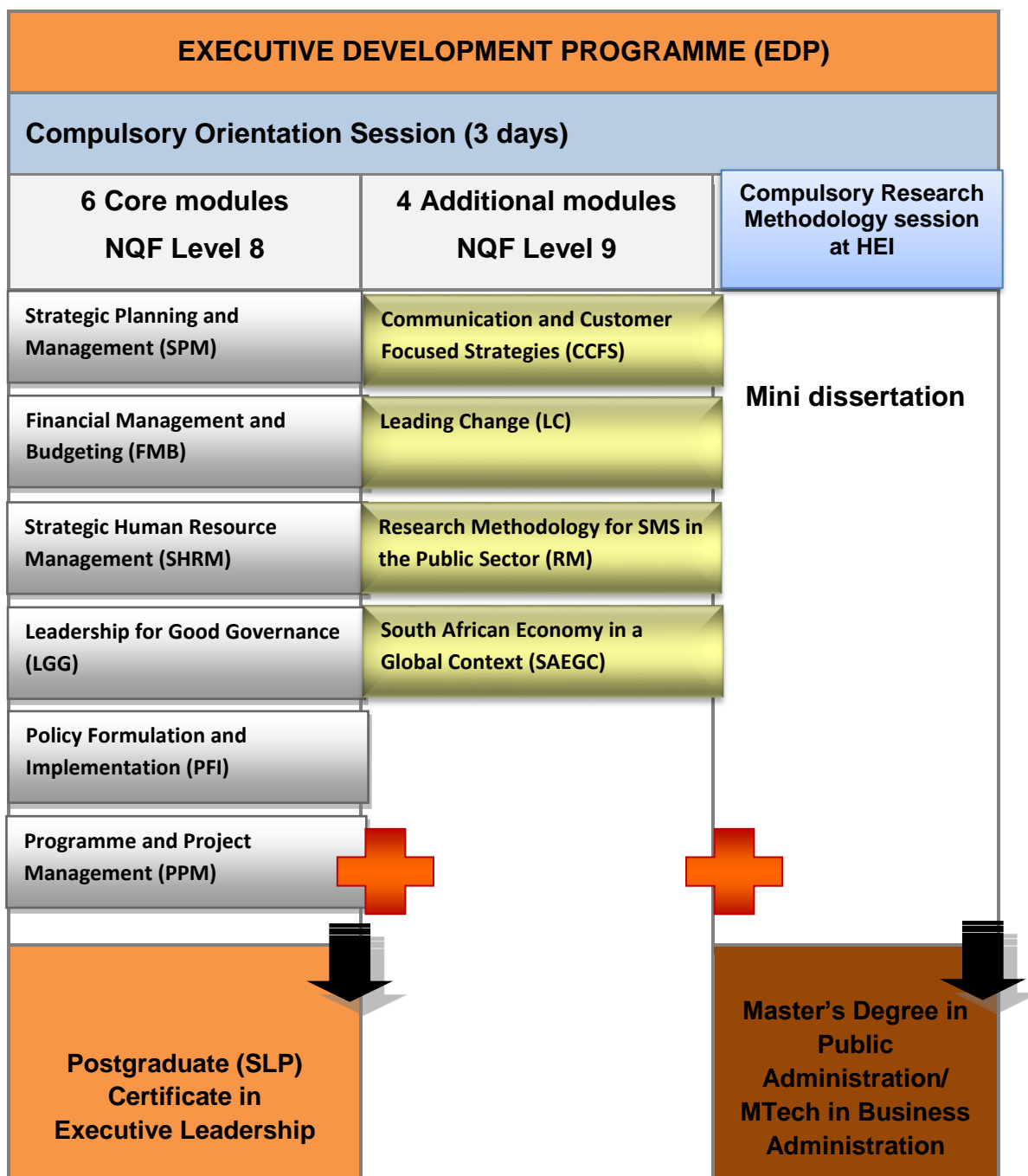
## Annexure B: Integrated Management Development Model (IMDM)



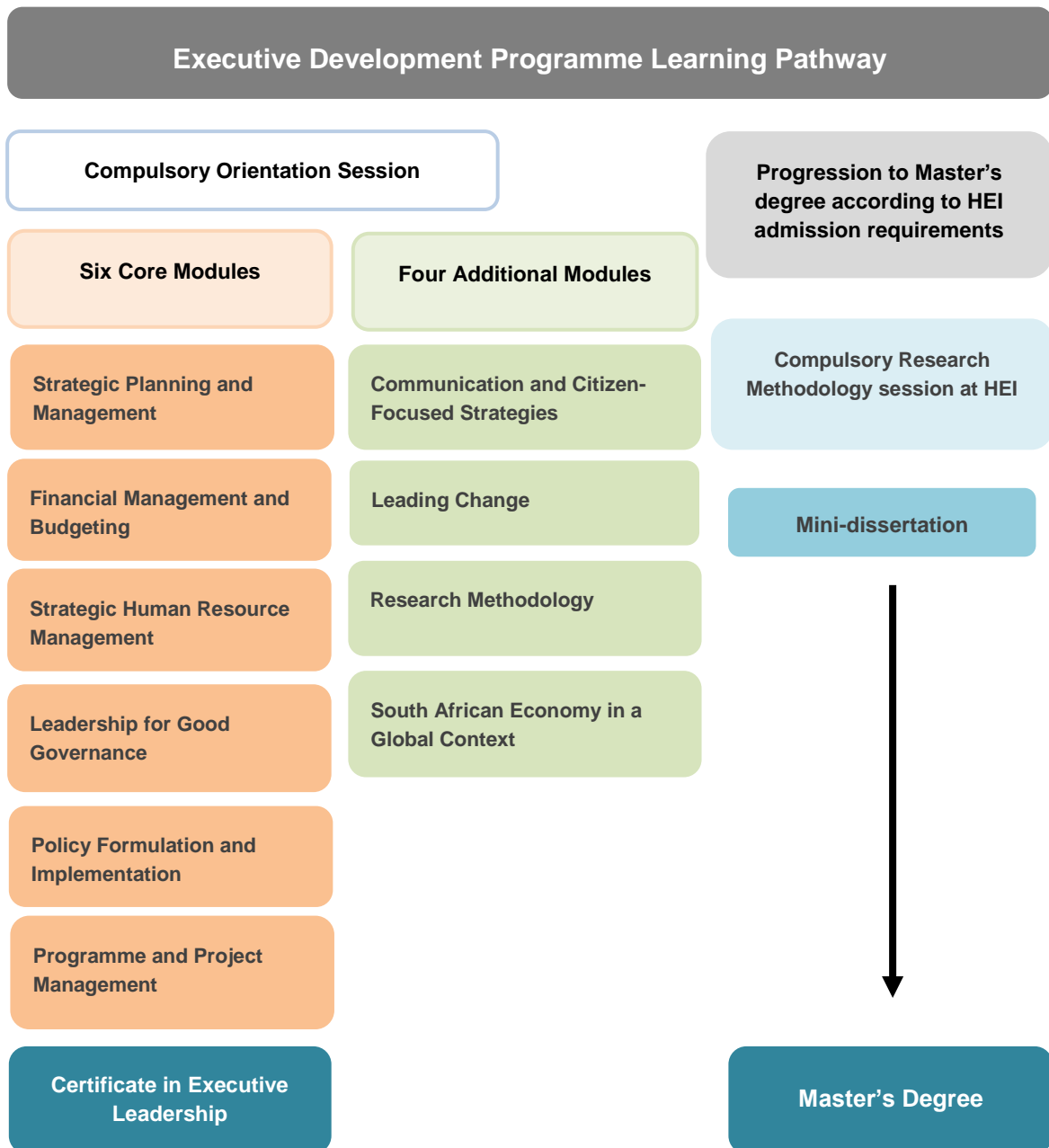
Leadership Pipeline (adapted from Charan, Dotter & Noel, 2011)

## Annexure C: Original and revised structure of the EDP

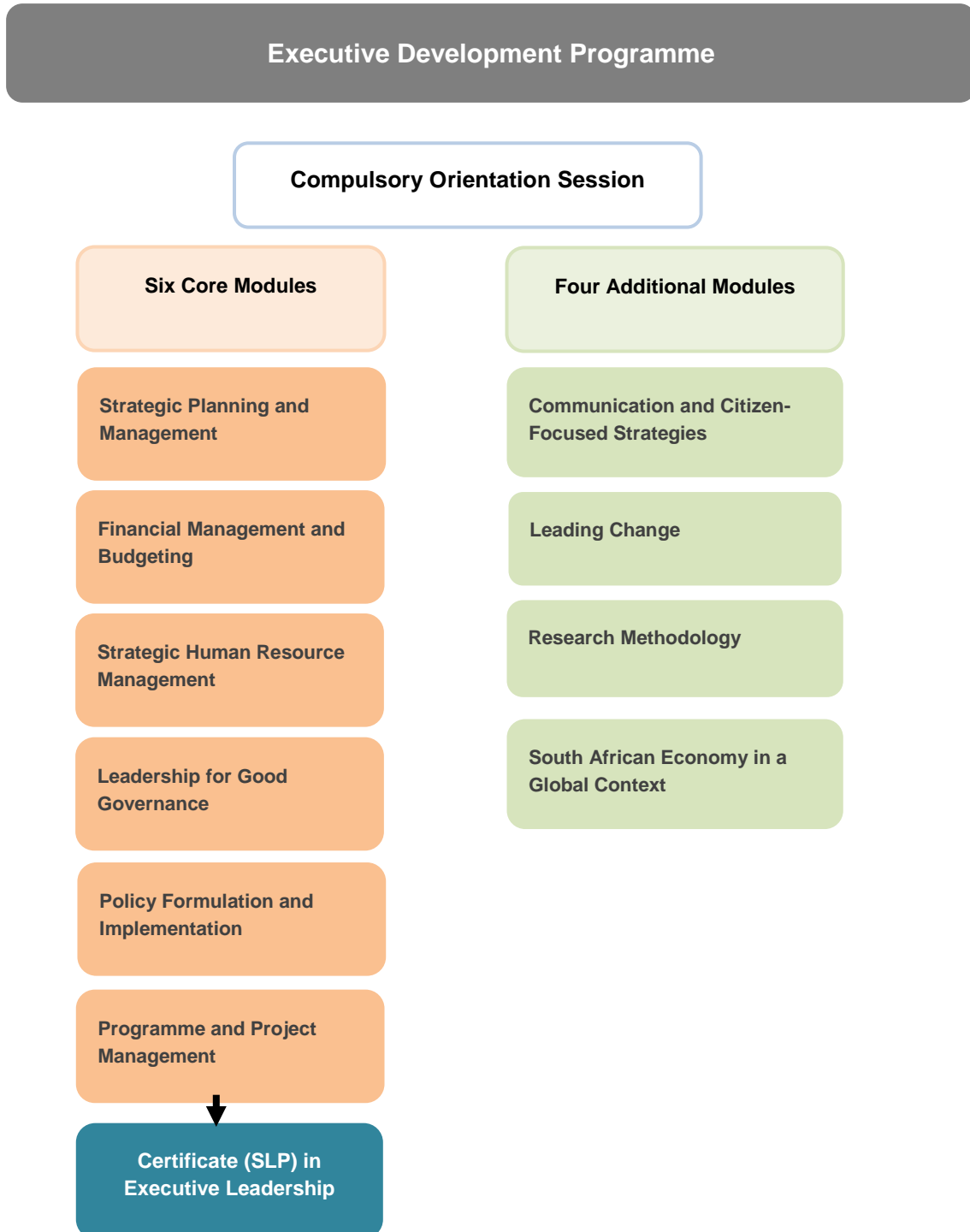
- i. Structure and Learning Pathway as depicted in information brochures (2008-2012)



ii. Revised Learning Pathway as depicted in information brochures (2013-2015)



iii. Revised Learning Pathway as depicted in information brochures (2016 to date)



## Annexure D: Excerpts from NSG institutional documents

### i. Box 1: Excerpts from the NSG Curriculum and Learning Programme Management Policy (2016)

#### Purpose

The purpose of this policy is to advance the standards and requirements of the National Qualifications Framework Act and its sub-frameworks for assessment management. The policy is specifically aligned with the following objectives of the National Qualifications Framework:

- a) To create an integrated national framework of learning achievements.
- b) To facilitate access to, mobility and progression within education, training and career paths.
- c) To enhance the quality of education and training.
- d) To accelerate the redress of past unfair discrimination in education, training and employment opportunities.
- e) To contribute to the full personal development of each learner and the social and economic development of the nation at large.
- f) To enable the development of a committed cadre of professional public service.

The policy advances the principles and values that characterise an open and democratic society and the constitutional ideals of human dignity, equality, inclusivity, justice and freedom. The policy upholds our Constitutional values and the Batho Pele belief set (i.e. *we belong, we care and we serve*), as well as the ethos of the National Qualifications Framework Act and adult learning principles.

#### Principles and values

The principles and values that underpin education, training and development in public service include the following:

- a) *Integration*: Learning provision demonstrates integration of teaching, learning and assessment strategies, standards, frameworks and policies. Integration is achieved within and across public service competences and competencies for general support staff and junior, middle and senior managers.
- b) *Legitimacy and credibility*: Relevant stakeholders, nationally and internationally, are involved in the planning and review of standards and processes to promote the acceptance and recognition of NSG training and development interventions.
- c) *Access, redress, equity and success*: Curriculum design takes into account different needs and abilities of learners, their background, prior learning and expectations, as well as the context of application of learning in the public service.
- d) *Articulation, portability and progression*: A variety of pathways, as well as entry and exit points, facilitate movement between programme components, and the achievement of qualifications, where relevant. [...].
- e) *Relevance and quality*: Curriculum and learning programme management practices demonstrate relevance to national goals and priorities for public service transformation, accountability, professionalization, service delivery and value for money.

- f) *Outcomes-based design*: Learning programmes and training and development interventions clearly state the expected skills, knowledge, values and attitudes to be acquired as the end result of learning, and learning provision is designed such that the intended outcomes can be achieved.
- g) *Learner-centred design and work-based application*: Learning provision takes into account the different needs and abilities of learners, their background, prior learning and expectations, and is designed to promote transfer of learning to the workplace.
- h) *Sustainability and impact*: Training and development interventions are designed to ensure that learners are empowered to direct their personal and professional development, and contribute to the achievement of organisational strategic objectives for service delivery, the reconstruction and development of the country, and environmental sustainability of the planet.

## ii. **Box 2: Excerpts from the Curriculum Development Standard Operating Procedures (2015)**

This document outlines the Standard Operating Procedures (SOP) for curriculum initiation, design, development, delivery and associated processes of the National School of Government (NSG). Benchmarked against the existing Education, Training and Development (ETD) Quality Management System (QMS) of the NSG as well as international standards and practices for designing and developing curricula, the SOP is central to the management and development processes of quality learning programmes and courses for the Public Service of South Africa. This SOP document renews the processes in the Value Chain document in the light of recent policy, institutional, curriculum design and development changes.

These changes include:

- i. Adoption of the National Development Plan: Vision 2030, in particular the sections relating to poverty reduction and Public Service performance.
- ii. Adoption of the Public Administration Management Act (2014).
- iii. Publication of curriculum and assessment policies and processes by the relevant Quality Councils on the learning components of curriculum and the assessment of knowledge, practical experience and workplace application.
- iv. Curriculum approaches incorporating social justice and citizen centredness, knowing the “faces of poverty” and making the Constitution and Batho Pele principles a “lived” experience for public servants.
- v. Entrenching inclusivity in the curricula, especially with regard to gender, disability and the environment.

The SOP is intended to complement the NSG Curriculum and Learning Programme Management Policy (2013) [...].

This SOP establishes a system of rigour in the development of high quality curricula and programmes/ courses, and ensures that indicators, monitoring and evaluation are taken into account in the curriculum and learning programme/course design and development processes. The SOP also maps all the essential activities in the cycle of curriculum and programme design, development and delivery in an efficient and effective manner, and indicates the interface with other processes such as quality assurance and approval as well as monitoring and evaluation.

iii. **Box 3: Excerpts from the NSG Terms of Reference for the Delivery of the Executive Development Programme (EDP) in Partnership with Higher Education Institutions (2015)**

**Introduction**

The EDP is aligned to the Senior Management Service (SMS) Competency Framework of the public service and equips participants with the necessary knowledge and skills to effectively lead their teams.

**Purpose**

The purpose of this project is to deliver the Executive Development Programme (EDP) in a manner that provides a credible and sustainable learning pathway for public sector officials.

**Target Group**

The programme targets:

- i) Senior managers on salary level 13-14 in the South African public service, with a Bachelors' degree qualification and a minimum of three years management experience.
- ii) For redress and development of a public service leadership succession pool:
  - High performing managers, preferably female, on salary levels 11-12 in the South African public service, with a Bachelors' degree qualification, and a proven track record of at least two years; and
  - Persons with a disability, regardless of gender, on salary levels 9-12 in the South African public service, with a Bachelors' degree qualification, and a proven track record of at least two years.

**Objectives**

The objectives of this project are to:

- Deliver facilitation, assessment, moderation, and certification services for the components of the Executive Development Programme (EDP), currently as a short learning programme and as a component of the Accelerated Development Programme (ADP); and

**Scope of work**

The curriculum and structure of the EDP is under review to ensure relevant for alignment to a registered qualification on the National Qualifications Framework (NQF) by the South African Qualifications Authority (SAQA). Therefore, the scope of work as described in sections 4 and 5 of the Terms of Reference should be read against this background.

The HEI will deliver the EDP, which is currently structured as follows:

- Core modules (Executive leadership short learning programme (SLP) component):
  - 1) Strategic Planning and Management
  - 2) Strategic Human Resource Management
  - 3) Programme and Project Management
  - 4) Financial Management and Budgeting
  - 5) Leadership for Good Governance
  - 6) Policy Formulation and Implementation



- Elective modules:
  - 7) Communication and Citizen Focussed Strategies
  - 8) Leading Change
  - 9) The SA Economy in a Global Context
  - 10) Research Methodology.

### **Outputs**

Further outputs are listed below:

#### *Programme Approval*

The HEI will ensure that the programme is relevant for the public service.

#### *Learner Support*

The HEI will collaborate with the NSG to ensure that participants are appropriately supported in the following ways as required:

- Choice and implications of participation in the selected modules, six core modules, or all elective modules are well communicated.

#### *Continuous Improvement and Upgrade of Learning Material*

The EDP must be maintained for currency and relevance. The programme components must keep up with developments in the field, respond better to learner needs, improve delivery strategies, and reflect the dynamic conditions of the public sector.

The HEI will in collaboration with the NSG project team, revise and adapt the materials within the reasonable limits in order to respond to challenges that may be particular to the target group that they are serving. During such an exercise the materials should also be customised or upgraded to suit the requirements of the target audience and the challenges and priorities of the public service.

iv. **Box 4: Excerpts from the SAMDI / PALAMA Terms of Reference for Full Scale Rollout of the Executive Development Programme (EDP) as Part of the Presidential Strategic Leadership Development Portfolio (2008)**

**Introduction**

The South African Management Development Institute (SAMDI) wishes to contract the services of consortia of reputable higher education institutions to deliver high quality, relevant and applicable training in all nine provinces to a cohort of managers who are already part of the Senior Management Service (SMS) on salary levels 13 and 14.

Senior managers in South Africa are facing unique challenges, as they are responsible for the future direction that their organisations are to pursue. They have to demonstrate skills and competencies in terms of, amongst others:

- The Department for Public Service and Administration's Senior Management Service Competency Framework; and
- The Leadership Development Management Strategic Framework.

SAMDI's purpose is to unlock the efficacy of departments through appropriate training and development interventions to enable them to improve service delivery. Through the establishment of strategic partnerships between the SAMDI and appointed Higher Education Institutions, the strengthening of capacity in terms of building a robust, effective and efficient senior management service will be achieved.

**SAMDI's approach to programme delivery**

SAMDI has taken significant steps in establishing a new approach to strategic partnerships with various organisations. Through strategic partnerships SAMDI aims to improve levels of efficiency, effectiveness, and service delivery by developing management and leadership abilities across the public service.

SAMDI has been reorganised into nine branches, with one dedicated specifically to Executive Development. This branch consists of project and programme managers as well as administrators on various levels who are responsible for the design, development and implementation of a range of interventions targeting senior executives on salary levels 13-16 in the public service. In terms of the Executive Development Programme specifically, SAMDI envisages contracting a number of consortia of Higher Education Institutions based on the geographical area in which they are located, in order to present this programme nationwide on behalf of SAMDI.

**Beneficiaries**

The primary beneficiaries of the Executive Development Programme are drawn from the three spheres of government and are:

- *Existing and new senior managers in national and provincial departments and local governments:* These managers will be provided with specialised skills and knowledge that are practical and work related. This will support them with increased productivity to improve service delivery. The Executive Development Programme is based on the blueprint of the SMS Competency Framework, and competencies will be assessed against the Proficiency Level Toolkit. Government priorities and the Batho Pele Principles form a golden thread throughout all applicable modules.
- *Middle managers in the Accelerated Development Programme (ADP):* These managers are high-flyers that have been selected on the basis of consistent high performance at work and have shown passion

to work in the management component of their organisations. The training for this group will consist of a portfolio of initiatives and the EDP would be used as the formal academic component of the training provided. All ten modules of the EDP would be used for training.

### **Target group**

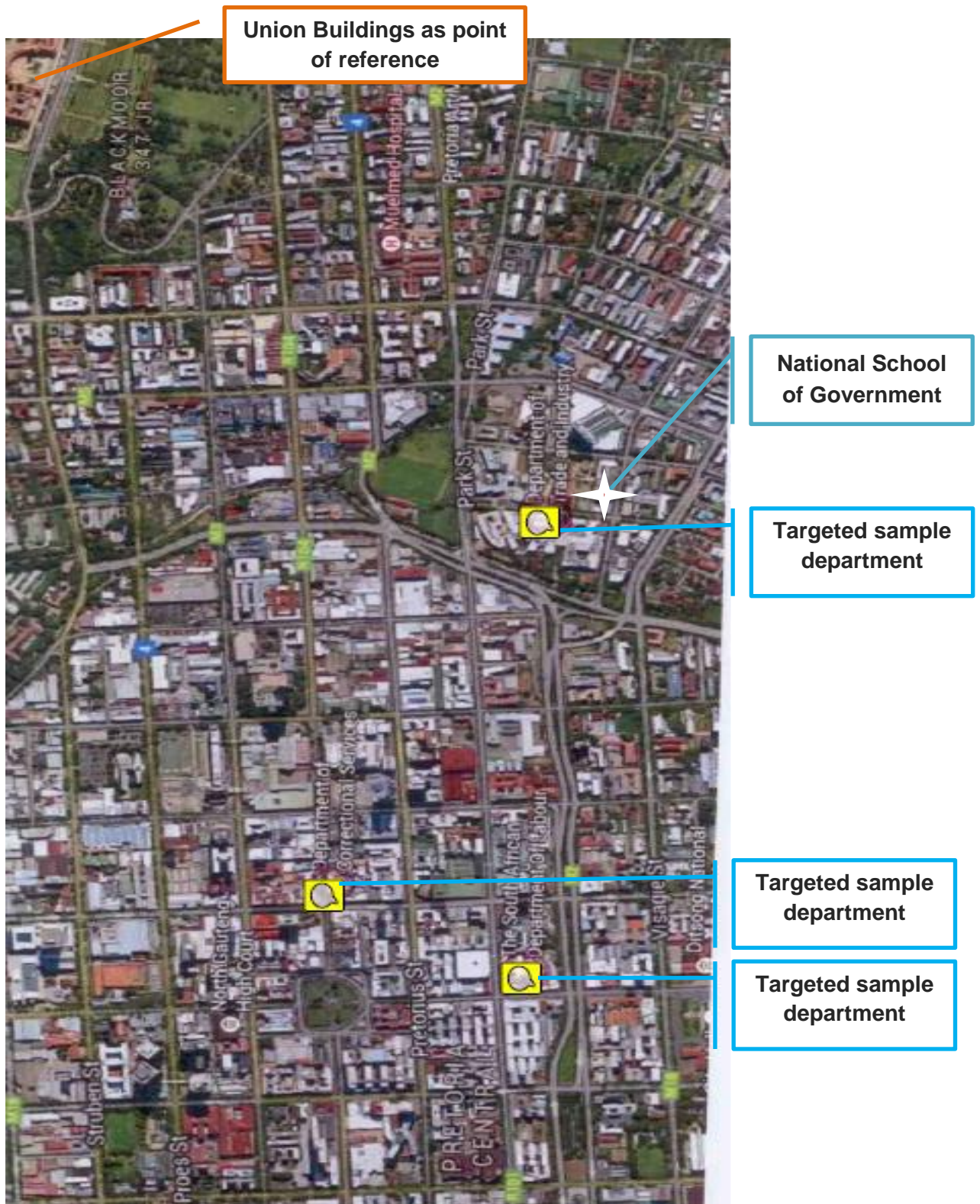
The target group for the Executive Development Programme (EDP) consists of officials at SMS levels 13 and 14 drawn from the nine provinces, national departments and local governments. In addition there would be about 300 participants drawn from all spheres of government yearly, who will be participating in the Sustainable Pools fast-tracking initiative.

### **Accreditation**

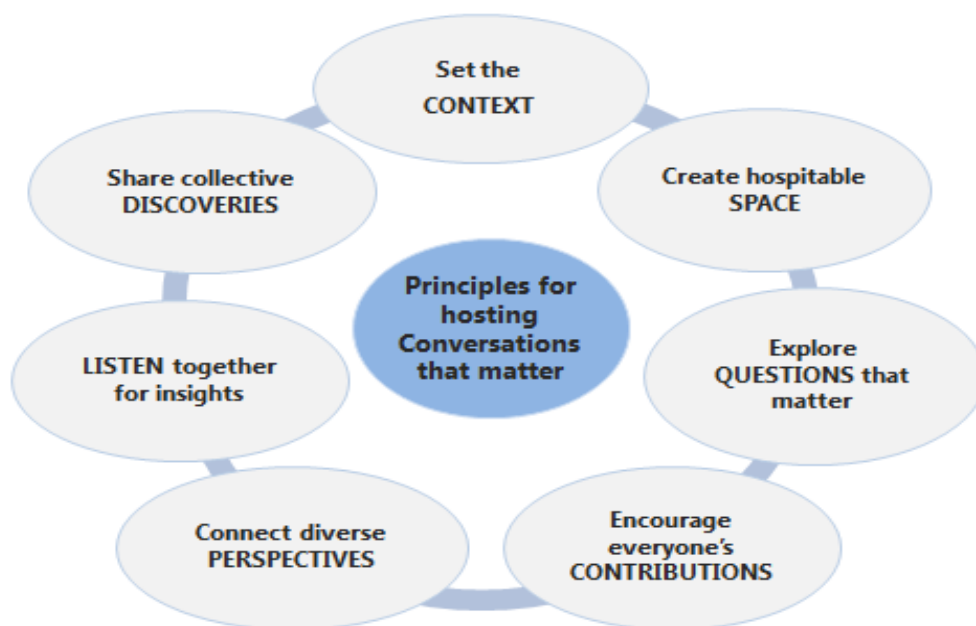
Bidding consortia will have to ensure that participants that successfully completed the programme will qualify for the following:

- On successful completion of the six core modules, participants should receive a Postgraduate Certificate in Executive Leadership. This certificate should be accredited on National Qualifications Framework Level 7.
- After completion of the Postgraduate Certificate, participants may apply for admission to the relevant institution's Masters in Public Administration (MPA) programme.
- Participants that are admitted to this programme should then complete the four elective modules as the course work component of their MPA, and subsequently these four modules should be accredited on National Qualifications Framework level 8.
- The course work component of the MPA should then be complemented by a research report, and after the successful completion of this report the participant should qualify for a Masters in Public Administration.

# Annexure E: Location of departments involved in the study



## Annexure F: Questions for curriculum dialogue



Setting and principles (based on Brown 2005:40)

### Dialogue 1 questions:

#### Part 1

- What does curriculum mean to you?
- Is there a particular view we hold about public service curriculum?
- Why is this view important?
- Is there a philosophical framework that shapes our public service curriculum design and programme development work?  
\*Where is derived from? \*How does it show in the curriculum design and programme development work? \*What are the implications for not using that framework?

#### Part 2

- What does public service leadership mean to you?
- Is there a particular view we hold about public service leadership?
- Why is this view important? \*Where is derived from?
- How do we communicate that view in curriculum design and programme development?

### Dialogue 2 questions:

- What leadership invitation does the EDP intend to convey to participants?
- What has determined the selection of issues and content we include in the EDP?
- What has determined the examples we use and those we do not use in the EDP?
- What has determined the vocabulary we use and that we do not use in the EDP?
- What should we do differently to ensure that the EDP conveys the intended message about public service leadership and invitation to senior managers?

## **Annexure G: Semi-structured schedule for focus group interviews**

### **FGI 1 questions:**

- What does your role in public service leadership entail?
- How have you been socialised for this role:
  - \*As members of your work community? \*As senior managers?
- What kinds of leadership development opportunities are available to you from your department (or sector)?
- What ways of being are promoted in your work environment?
  - \*Any particular way of thinking; acting; speaking; writing?
- Is there a particular view you hold about public service leadership in the context of your work?
- Why is this view important?
  - \*Where is derived from? \*How does it show in the work you do? \*What are the implications for not upholding that view? \*Which person(s) best exemplify this kind of leadership?

### **FGI 2 questions:**

From your participation in the EDP:

- What leadership invitation does this programme convey to participants?
- How was this invitation communicated?
- Are there particular expressions that you associate with leadership development that come from the EDP?
- What kind of vocabulary in the EDP matches that of your work context?
- What kind of vocabulary in the EDP is 'foreign' to your work context?
- What examples used in the EDP do not fit with your work context?
- What should we do differently to ensure that the EDP conveys the right kind of message about public service leadership?

## Annexure H: NSG institutional permission



The Principal  
National School of Government  
Private Bag X759  
PRETORIA  
0001

Dear Prof Richard Levin

### **Public Service Leadership Development: Language and Legitimation of the Intended and Lived Curriculum**

I am a postgraduate student at the University of Pretoria and am embarking on a research project on the subject above.

I hereby request permission to use modules of the Executive Development Programme and to involve eight colleagues as research participants. The participants will be individually invited to participate by voluntary consent. The information leaflet on the next page provides details of the principles and procedures that govern the study. I will be glad to provide additional details that you may require.

Your approval and signature below will be highly appreciated.

Sincerely

Milly Daweti <Paile>  
Chief Director: Leadership Training  
National School of Government  
Tel: 012 [REDACTED]  
[REDACTED]

Prof Rinelle Evans  
Department of Humanities Education  
University of Pretoria  
Tel: 012 [REDACTED]  
[REDACTED]

Date: 14 June 2016

Permission granted

Permission not granted

Comment: \_\_\_\_\_

Signature:

Date: 24/6/16

## **Public Service Leadership Development: Language and Legitimation of the Intended and Lived Curriculum**

### *Purpose and significance of the study*

The purpose of the study is to explore the relationship between the language and discourse used in the design of curriculum and that used in workplace practices. The main research question is: How is public service leadership understood, communicated and legitimated in design and in practice?

This study departs from a qualitative research approach, with the view that the creation and sharing of knowledge and discourse are always social, arising in and out of interaction with a human community. The importance of this study lies in gaining deeper understanding of discourse(s) of public service leadership and ways in which discourse can foster a common leadership orientation among senior managers.

### *Data sources*

The study is located in the context of public service work and in-service education, training and development (ETD). Two communities are involved: designers of the public service leadership development curriculum and senior managers partaking in the curriculum.

Main data and information sources will be:

- **The curriculum design project team for the Executive Development Programme (EDP) at the National School of Government (NSG).**
- A sample of EDP participants at national departments.
- Modules of the EDP that are aligned to the core competencies of the Senior Management Service (SMS) Competency Framework.

The NSG research participants will be required to participate in two in-depth dialogues which will have features of a focus group interview, while thematic analysis will be conducted for the EDP modules. As part of the research quality assurance measures, participants will be provided with transcripts of interviews for verification after each conversation.

### *Ethical approval*

This research protocol was submitted to the University of Pretoria's Faculty of Education Ethics Committee, and written approval has been granted by the Committee. The study has been structured in accordance with ethical considerations, including the principles outlined below.

### *Dignity and trust*

The dignity and human rights of participants will be protected. No one will be subjected to any act of deception or manipulation. Research participants may discontinue their involvement in the project at any point should they decide to do so.



### *Privacy and confidentiality*

Participants will have the option to choose how they are identified in the study, e.g. by pseudonym. Permission will be requested for use of personal documents and artefacts. All data and information obtained during the course of this research is strictly confidential and will be used for purposes of the research project. No information will be disclosed to any third party without the written permission of participants in compliance with the Protection of Personal Information Act of 2013.

Notwithstanding, some details of study may make it possible for the participants to be identified. Participants will be requested to acknowledge this possibility as part of their consideration to consent.

### *Informed consent and voluntary participation*

Each participant will be informed in writing and by oral briefing (at the beginning of the each dialogue or interview) about the nature, conduct, benefits of and requirements for participation in the study. Participants will be given an opportunity to ask questions and clarify expectations.

Participation will be entirely voluntary. Participation will be on the basis of full awareness that the research report will be accessible to the public in compliance with the Promotion of Access to Information Act 2 of 2000. Participation will also be with consent to the publication of a research article as a scientific output of the study.

### *Benefits of the study*

There will be no material benefits for participation in the research project. There remains however a prospect for research participants to be co-authors of publishable outputs of the study.

Overall, participation in the study is a contribution to knowledge creation and enhancement of reflective practice in public service leadership.

# Annexure I: Initial attempts to set up focus group interviews

Department 'Belong'

-----Original Appointment-----

**From:** Milly Daweti <Paile>  
**Sent:** 14 September 2016 02:05 PM  
**To:**  
**Subject:** Focus group session - research project relating to the Executive Development Programme  
**When:** 28 September 2016 10:00 AM-12:30 PM (UTC+02:00) Harare, Pretoria.  
**Where:** [...]

Dear Colleagues

Kindly find venue update as indicated: [...]

See you then  
Milly  
[Mobile number]

-----Original Appointment-----

**From:** Milly Daweti <Paile>  
**Sent:** 02 September 2016 01:17 PM  
**To:**  
**Subject:** Briefing meeting - research project relating to the Executive Development Programme  
**When:** 09 September 2016 01:00 PM-02:00 PM (UTC+02:00) Harare, Pretoria.  
**Where:** [...]



Letter of approval  
for conduct...



Departmental  
participant infor...

Dear Colleague

You have been selected with permission from the office of the DG: [...] to participate in a research project relating to the Executive Development Programme. In the attached correspondence, a brief project description is provided which I wish to discuss with you as part of a focus group.

I have confirmed with the [...] that some individuals have since moved to units outside of [...]. For purposes of this research project, I have therefore only included those of you who completed at least the six core modules of the EDP and are still in the employ of [...].

I'll really appreciate it if you can avail yourself for the focus group session on Wednesday 28 September as scheduled (venue update will follow). I also hope that we will use the time for as much of the group interaction as possible on this day. If there is a need to follow up with individuals afterwards, I will then arrange accordingly.

Looking forward to the session

Regards

Milly

[Full signature]

## Department 'Care'

-----Original Appointment-----

**From:** Milly Daweti <Paile>

**Sent:** 13 September 2016 02:31 PM

**To:**

**Cc:**

**Subject:** Focus group session - research project relating to the Executive Development Programme

**When:** 04 October 2016 10:00 AM-12:30 PM (UTC+02:00) Harare, Pretoria.

**Where:** Room [...] Fourth floor [...]

Colleagues, just confirming that the meeting is still on.

We don't have to use the entire time though. So do come at 10:00 even if you can only stay for the first 45 minutes

See you then

Milly

[Mobile number]

-----Original Appointment-----

**From:** Milly Daweti <Paile>

**Sent:** 09 September 2016 09:50 AM

**To:**

**Cc:**

**Subject:** Canceled: CANCELLED: Briefing meeting - research project relating to the Executive Development Programme

**When:** 09 September 2016 10:00 AM-11:00 AM (UTC+02:00) Harare, Pretoria.

**Where:**

Dear Colleagues

Owing to the unavailability of most of you, an alternative date will be scheduled.

Thanking you for your replies

Milly

<< Message: FW: Research Participant >>



Departmental  
participant info...

Dear Colleagues

Thanks once more for your reply to my previous correspondence, and for the brief opportunity I had to meet some of you in [...]. I have included only colleagues who are based in Pretoria, as confirmed with HR, so as not to impose any travel requirements.

In order not to [...], I humbly request that I meet you on Tuesday 4 October 2016 at [...].

I'll really appreciate it if we can use the time for as much of the group interaction as possible on this day. If there is a need to follow up with individuals afterwards, I will then arrange accordingly.

Looking forward to the session

Regards

Milly

[Full signature]

## Annexure J: Letter of participant invitation



Ms ... ..  
Department of ...  
Private Bag X...  
PRETORIA  
0001

Dear Colleague

### **Public Service Leadership Development: Language and Legitimation of the Intended and Lived Curriculum**

I am a postgraduate student at the University of Pretoria and am embarking on a research study on the subject above.

I hereby invite you to participate in the study as part of sample group that completed the six core modules of the Executive Development Programme (EDP). The information leaflet provides details of the nature of the study, and its principles and procedures. I will be glad to provide additional details that you may require.

If you consent to participate, kindly complete and sign the Declaration of Informed Consent on the last page of the information leaflet, and return same to me by fax or email.

Sincerely

[Full signature]

Date: 2 September 2016

# Annexure K: Participant's declaration of informed consent



## Declaration of Informed Consent

I hereby confirm that I have been informed by the researcher \_\_\_\_\_ about the nature, procedures, principles, benefits and risks of the proposed research. I have also received, read and understood the above written information regarding the study.

I am aware that the results of the study will be anonymously processed into the research report. I acknowledge that some of the departmental information included in the report might make it possible for my identity to be known.

I may, at any stage, without prejudice, withdraw my consent and participation in the study. I have had sufficient opportunity to ask questions and I voluntarily consent to participate in the study.

Participant's name and surname: \_\_\_\_\_

Participant's signature: \_\_\_\_\_

Date: \_\_\_\_\_

## Annexure L: Excerpt of curriculum dialogue transcript

### NSG Dialogue 1.1

Date: 19 September 2016

Venue: NSG

Duration: 63:03 minutes

Legend: Researcher R; Participants A – E

Emphasis ! ; More than two speaking 🗨️ ; Laughter/chuckle 😄 ; Louder 🔊 ;

Writing ✍️ Pause ❖ Gesture/raising hand 🙋

Names mentioned in dialogue are anonymised as [-Name-]

Parts of transcript left out for this excerpt <...>

---

R: Thanks once more for agreeing to the conversation. It is a conversation for our internal community of curriculum designers in the National School of Government. I trust you find the conversation easy er... just be yourselves. In the nature of the focus group interview, it takes a conversational format by design, it is conversational in nature rather than a strictly structured interview. This is Dialogue 1; it has 2 parts. The first part is about curriculum; what it means to you, to us. The second part is about public service leadership; what it means to you, to us. <...>

A: Okay, can I kick-off, I'll just start, I'll just start the conversation with 'what does the curriculum mean to you'? Is it fine?

🗨️: Yes, yah

A: I think at the moment curriculum, when we speak in the School of Government about curriculum we kind of connect curriculum to a particular unit, and the unit that er... drives the learning material which is but one component of curriculum. So essentially for me, we just have to have, you know, just a conversation term, without having er... a specific definition, it's about all the activities and products that we put together that enable learning in the public service. So that would include your material, that would include research that you are doing to get the material right, it would include the content, include the design, and it would include the strategies for the delivery as well. And with that obviously you'd have your monitoring and evaluation processes as well. So for me that's just essentially if I think about curriculum I think about curriculum in what we call now the curriculum delivery cycle. [R: *Hmm*]

B: Can I add to that? Sometimes I think we equate curriculum to content; [A: *Hmm!*] and I think that is a, it's a result of us working in silos. <...> [A: *Hmm*; R: *Hmm* ❖ ...: B,D: ✍️ ; E: 🙋]

R: [-Name-]

E: I just want to add to that em..., I perceive curriculum as a very intentional process, it's much more deliberate and er..., a deliberate process that has a purpose.er..., that needs to be accomplished, and in that process <...> That's how I see curriculum, it's a very deliberate process, with focussed intentions.

R: Hmm, I'm actually hearing you go further, you're even adding values 😊 [A, B: Hmm, hmm]

R: [-Name-]

C: Er..., I, I want to add to that because er..., I see curriculum as er... something er... you mentioned the word 'intentional'; for me the intention of curriculum is to bring about some kind of change; er... and it can take various forms. <...> So all curriculum serves that purpose – to bring about some change in er..., based on whatever experience we're going to give them; whether it's eLearning or face-to-face or whatever, a workshop, ultimately the intention is to bring about change.

B: <... >

R: <... >

B: I think that is the area where we lack, it's the what is the change, we, we want to bring about; what is the change that we are actually bringing about; that effect, it's where I think, that is where we are lacking; there is not enough focus on that. I think we focus too much on what and to whom and we sometimes forget about the 'to what effect', what is the change that we want er...

D: Just a ...

E: To add to that, I've noticed that in my experience with curriculum, that there is a, a facet that keeps emerging, em..., that is the unintended, em, outcome of curriculum that needs constant negotiation. <...>

R: This is so, so rich... [A: Hmm]

R: [-Name-]

D: I'm going to understand your question in two ways. One is the way in which we use English, because English is a noun-based language, but then indigenous languages are verb-based languages. <...> So I'm going to combine the two because I see curriculum as a learning and development journey to improve livelihoods. So there is a curriculum in communities; there is a curriculum in public service; there is a



curriculum everywhere where we are, whether it's codified or not codified. It has always been there because people come together to think in a more systematic way and package ways of learning in order to improve their lives all the time. It means it's a continuous process; and it is underpinned[!] then by certain ways of ...er..., by philosophical underpinnings, theoretical underpinnings. <...>

A: Sorry [👉]

R: You go [-Name-]

C: Based on what the last speaker said and some of my initial thinking, I have a curriculum dilemma, [R: *Hmm*] because if we ask the question 'what does curriculum mean to you?' I know what it means to me, I know what the intention is, and I support you when you say it's meant to improve livelihoods. But everything that we have done with the best of intentions – trained 5000 in this programme, trained another 5000 in that programme, has not brought the results, has not given us the results that we would have liked. <...>

R: So, is there, is the ...

E: Is the practice the tension? [R: *Hmm*; D: *Yah* 🏹]

R: Are you despairing? Do you feel discouraged therefore?

C: I, er..., sometimes I do. But I think within the NSG context, I wanna go back to your comment [*toward D*], we, it's easier for us to measure the tangible [D: *Hmm*]. And all of us have fallen in that trap. [A: *Hmm, hmm!*] And because we are forced to report on that, then I can say I trained 5000 on this, 5000 on that, and we, we, we're on that path. <...> I have this dilemma because I think that curriculum can't be used to fix the bigger problem that we experience in the public service. <...>

R: Thanks [-Name-]

A: Hmm, but I think it's, not but, and, [-Name-] I think maybe one of the reasons which one can begin to think about is that we have defined curriculum and packaged it into particular things <...> So we're not working on a continuum, and I really like what [-Name-] said. And pre 1994 we used to call, we used to talk about the formal curriculum and informal curriculum – simple terms. <...> But er..., so for me it's the, very often in this er... the tension that we have to run a business and to actually bring about the change that [*bumps water jug, making a noise*], sorry, that value chain and everything else that goes with that, we lose the er..., em, that intention that we, we want to achieve, you know. And that, and the, the purpose, the greater purpose, you know, and it's about how can we manage now. So, <...>

- E: Just to add ...
- R: <...> [-Name-], then [-Name-] and [-Name-] again [C, B: ✍]
- E: Yes, I want to, to agree with er..., what [-Name-] just said now. For example, we're just busy designing curriculum, we find ourselves going back to the drawing board, to ground zero, every time we design a new programme. <...> And so instead of improving and having a system that we can work from and improve that system, we always rebuilding from scratch and, and we don't, we don't really reinforce or enhance the products that we get and that also has implications on the turn-around time also for curriculum.
- R: Hmm, in a practical way, you are latching on indirectly to that continuous sense that [-Name-] was talking to. [D,E: Hmmm] Er..., em, you were eager to come back [-Name-]?
- D: Not yet, later.
- R: Ok
- B: I, I think we should ourselves not fall into the trap of thinking that, or supporting the view, creating the impression that training is the silver bullet that solves all problems [A: Hmm]. <...>
- R: Hmm
- D: Just to clarify. Your first question was what is your understanding of curriculum [R: Hm-hm]; you raised the second question about public service curriculum.
- R: Er..., yes, it is
- A: Yah
- B: We just carried on.
- D: Ok, but naturally, we only talk about NSG curriculum but it's supposed to be public service curriculum. <...> Also [-Name-] was saying departments must take responsibility [A: yah; B: yes], because we want to [👉:❄]; we want to take responsibility. We want to train 60 000, we only trained 30 000 [A: yah] but that does not mean 1.6million people are not being trained. [B: yes; C: Hmm; A: exactly; B: yes] 1.6million, it's a very [-]. <...>
- B: But I'm not sure whether, whether my point supports what you're saying or it's going to contradict; because my point is that at the NSG alone cannot take responsibility [D: exactly, exactly] for the effect that training has in the workplace. So maybe we're

saying the same thing just in different ways [D: yes, yes. A: Hmm]. There has to be synergy within the public service [R: Hmmm].

C: Ah, can I say something [A: yah!] with regard to that? I think there's a disjuncture with how we think what curriculum means to us and what is possible within our context here at the NSG. So even if we feel we want to make inroads into the whole public service, we want to give away our materials or whatever, we're very constrained. So we, er... I struggled in the past because I remember [-name of provincial office-] said we want your er... [D: curriculum] er... course on a particular subject and I was gonna go and have a meeting with them, saying we'll do a ToT with you, all of that, and we were actually stopped from doing that. So, for me there's a disjuncture with what we believe in, what we think is important, how we think curriculum needs to be rolled out and er... what our er....er, I'm kinda getting stuck, but there are certain limitations in what we can do. <...>

R: Er..., if you don't mind [-Name-], let's try to also bring in, if it's possible, what is it, in what we've expressed as this desirable curriculum broadly, or public service curriculum, that shows or that can be linked to certain philosophical underpinnings. So that phrase has come up quite a lot of times, em, philosophical underpinning. It is also part of the question here. <...>

E: <...> Yah, er..., I'm not so sure I understand the question the way it is put now. <...> I was saying curriculum in government is, it can be demarcated from other forms of curriculum especially because curriculum in government is based on the political system of the country, and, and whatever that political system is, it has a strong bearing on what kind of curriculum we will get. That's why curriculum in government is usually based on policies however, having said that, I can see what are the implication for not using that framework. <...>

R: Okay, [-Name-]

D: [toward E] You mean ideally, or what

E: Ideally, [A, B, Hmm; D : yes] because that is what we will want, because that's why there is that tension, that's why we agree that there is that tension. And there is a need to continuously negotiate and mediate that tension er... to reach consensus.

D: Ideally the local experience, knowledge, values must inform curriculum. Ideally, practically we should have a glocal approach – combining global and local. But what is happening is that global is dominating the curriculum. <...> All the managing; everything is being managed nowadays. We manage time, we manage [-Name-], we manage the school... [👉:❄️] <...>

- R: We manage this conversation [👥:✳️]
- C: I, I, agree with you <...>, <...>
- B: I agree with [-Name-], because if you look at the competencies that are listed it's always manage people, manage money, even manage change [👤]. So, I totally agree with you.
- D: Managerial
- B: Yes 😊
- D: <...>
- R: [-Name-]
- A: I want to say, just in terms of your question: Is there a philosophical framework that shapes out public service curriculum. I think er..., being er... careful now to say this now, [✳️] for what [-Name-] has said, our thinking is too limited to the NSG. <...> Because at the moment it is about creating a book, er... and it is so, er..., it actually limits creativity. It limits the possibilities of a learning programme. And I think for me er..., it's an awareness I came to here, now, just in this conversation Milly, about how important it is to have a philosophical understanding of what it is we want to achieve. <...>
- B: What we need to do then then, is that we must make an appeal for everybody to understand that philosophy, because we also work with the ETQA for example. On the one hand we have public servants who want accredited courses because it opens doors for them. We want to be creative and bring about real change. <...> So er..., everybody needs to, there has to be a common philosophical framework for us then [A: yah]
- A: But you see [-Name-] for me, sorry, for me we can still add those elements but it can just be much more creative, you know. [B: Yes]. <...> Because you're a trend setter in the area of eLearning and so maybe this is your role that you have to take on to say, actually, maybe in the next year or two you will get it right. It's not gonna happen overnight, and in the next year or two, they'll fund some of our courses because they'll understand. [✳️] [B: Hmm😊]
- C: I just want to say the issues you talk about – it's not just the ETQA. We find some internal bottlenecks as well. [A: Hmm] And I wanna give you an example: It's not that you don't have creative thinking and creative ways of doing things; but there are lots

of bureaucratic roadblocks that we put on in individual units [A: *Hmm*]. So I'm going to give you an example <...>

R: [-Name-]

E: I just want to say something. We always say curriculum has a purpose, but what I have realised from practice is that more often than not is that the purpose in itself doesn't give you the fruit. You don't realise that purpose which is the fruit. Rather it seems to be this vehicle that will take you to that fruit, 😊 and er... <...>

R: <...>

E: Just reflecting, because now most of the time I realise we have a purpose, well defined, but then you realise that the purpose in itself, you do not realise the purpose, you deviate. As you keep on negotiating and mitigating, you end up with another purpose [R: *Okay*, C: *Hmm*] that you find comfort in, and say this is it. [A: *Okay*]

R: So there are compromises; as you said before there's a negotiation; there are intended and unintended [A: *outcomes*] outcomes and purposes. Er..., helping us [-Name-], manage [!] Time. [🍀❄️] I'm keen, just to hear in this small community, if it is possible to say it, imperfect as it can be and will be, what is our philosophical foundation?

C: Individually or as an NSG?

R: As, as this community [C: *Ooh*] <...>

D: Then it's easy. We should have individual and then approximate it into a group. [R: *Okay*] You have a one, one to five approach [A,B: ❄️, R: *Okay, yah, that's one*; C: ❄️]

R: That's a very scientific way of going about it [🍀❄️] okay, I'm parking that, it's a good idea, and that we can perhaps jot it down and send – is that fine? And then at our next discussion we can say, hey, look at what the five, the wisdom of five is.

D: I'll give you mine now, it's fine

R: Okay, okay, thanks [-Name-]

D: Mine is *Botho*, that's all

R: <...>

A: What does it mean?

D: Humanity, being humane [B, E: *Hmm*; R: *Okay*] <...>

- E: Yah, maybe I didn't come too close but I think I have something which I wrote in summary of that I think of this curriculum thing. I said *being responsive to our political mandate of the country*. And that's where we want to go; what is our vision, the big picture we envisage. It's being responsive to that, to that vision.
- R: Country level?
- E: As a country <...>
- R: Hmm, okay. I don't want to put anybody [D: 😊] under pressure, but it is just of interest to me, <...> I, I did not pick up, and I'm not picking up any helplessness [C, B: uh-uh] at all. I'm picking up a lot of awareness[!] of how things can still be, and that there are ways, however small, that can cumulatively take us to our bigger state.
- D: And there are exemplars [R: Aah; C: yes], but they are not codified in reports, but there are practices [A: Hmm]. <...>
- R: <...> As you were talking <...> I then wondered – indigenously – the coding, the manuscripting, was not [B: there] the determining [A: Hmm] ...er was not there
- D: It's not there, yah, [R: It's not there even now] but there are practices.
- R: Thank you. So, the question, I'm not saying we should answer, I'm just reflecting, is why we depend on that which is not yet coded? <...> So, perhaps actually, the practice can emerge with or without that written 'thou shall proceed in this way'. And maybe we are too scared and too dependent [E: No...]
- D: Or strategically not saying it in an official document because you might get shunned. [R: Aah] But the practices are there [R: The practices are there]. Yah, they must just be lifted. That's where leadership comes in, which is not in your high level; where leaders are making a difference [B: Hmm] away from the eye of the official document.
- R: Less visible in position [B: Hmm] <...>
- C: I have a definition [E: Just to] that I'm working on [R: Okay], based on some of the things that you said. Sorry [-Name-],
- R: Carry on [-Name-]
- C: Yah, and I'm trying to go back, er... really simplify. This is how I'd like our philosophical underpinning to be defined [R: Hmm] It would be *through coming together, in a classroom, through eLearning whatever, through coming together and sharing*. It's not about content, it's about coming together and sharing [E: turning

*over paper*], we come to some realisation or we change our thinking, or we become more human. So for me, that would be what my philosophy would be. It's a very simple one. It's *a diverse group of people, coming together, sharing* [A: *Hmm*], *either, whether it's financial management or gender or ethics or whatever, and through this sharing process, they start thinking differently, learning from each other and start thinking differently*. So for me, that's how I would like to define curriculum. It's not all the grand things [A,B: *Hmm, hmm*] er... er..., fancy manuals, and things like that. So it means it's very achievable with very little [A: *Hmm*]. You don't have to scoop that big.

B: Can I follow up on what [-Name-] said, sorry [-Name-]

R: Let [-Name-] go first

E: No, you see when you were talking about what underpins your philosophy, when [-Name-] spoke, I could understand what he was saying. And I'm thinking that I would feel comfortable to approach curriculum not really by design because it hasn't really worked by design. Because that by design is like you being put in a box, and you said 1, 2, 3. I would appreciate curriculum if it comes in a space where I would actually call it, em... em... em...what, *design as you go*. Which means being, being in the collective, *in a collective you respond in a flexible way* [R: *Hmm*]. <...>

C: I like it [R: *Hmm*]

D: Continuous [inaudible], er... that's what I was saying

E: Yah, as *design as you go*.

R: Wow, being in a collective, there's something

E: Collective responsive

C: And sharing, [E, *Hmm*; R: *yes*] you become more human

B: Just my short thing, and I think it kind of connects with, because I think for me my best experience of design and curriculum delivery in this School has been when it was in the collective, in the sharing [A: *yes*]. And it was done so quickly. So for me the word, and may sound very cliché is about our *consciousness*; consciousness about where we are, what we are here for and about what it is we want to achieve, and whether you use the word curriculum is actually besides the point [A: *Hmm*]. <...>

R: A guideline is still helpful but [B: *yah*] it's not a starting point?

B: You see for me the policy is already a guideline. The policy is clear on many things, if we, and the SoP is there. If you get stuck you can actually go there and see what

should I do next and what should I do next. But for me a philosophical document is not that. [R: Okay]

C: Sorry, I'm just now, I'm getting a bit lost now, because I'm thinking what [-Name-] and I are saying, is slightly different from what [-Name-] is saying. [E: Hmm] <...> We're saying the curriculum is created in the classroom. Yah.

B: <...>

R: <...>

A: Can I add to that, I also wrote down something. I was inspired by [-Name-] ✨ [R: ✨] and the all the others that came up [🗨️✨] with their philosophical underpinnings.

D: So you don't have to get it in an email 😊 [referring to R].

R: Yes, thank you.

A: Yes, my, my view now, as my colleagues here spoke, is that it doesn't really matter how we come up with curriculum. [B: Hmm] What we must keep in mind is the product or the intervention. And for me *the important thing is that we must come up with products and interventions that are contextually useful, to bring about positive change*. So I think that is my philosophy. [R: Hmm] We must be flexible to focus on the product that is contextually useful and relevant and can bring about change. <...>

R: Hmm, any last thought?

E: Yah, I tried to capture the beautiful words, the play of words I heard [✨] <...>

<...>

R: <...> Thank you so very much. As I said, this is Dialogue 1, part 1 of 2.

– END OF RECORDING –



## Annexure M: Excerpt of EDP participant's individual interview transcript

Written responses submitted electronically followed by telephone interview

### Part 1 questions:

- i. What does your role in public service leadership entail? It entails innovation, critical enquiry skills, mentorship and support towards achieving the department's goals.
- ii. How have you been socialised for this role
  - \* As members of your work community? I was taught to take responsibility for my actions at very young age by my parents and the community I grew-up from taught me to love unconditionally.
  - \* As senior managers? It is a process. It is like raising children of your own. You do not chose them and neither do you choose their personalities and characters. Your role as a parent is to guide them towards the right direction with love whilst you learn about yourself from the process of raising them too. There is no manual for parenting as much as there is cast and stone manual for leadership. The best lesson is to learn as we progress. With good solid value systems, love, compassion and open heart; one continues to evolve as a leader.  
  
But one most important aspect, is to know who are, understand yourself and learn from others.
- iii. What kinds of leadership development opportunities are available to you from your department (or sector)? A lot. One just need to be entrepreneurial (i.e. identify an opportunity they are passionate about and capitalise on it)
- iv. What ways of *doing* and *being* are promoted in your work environment? My work environment offers lots of opportunities. One needs to be assertive, leadership is always receptive of new ideas and even showers one with divergent, pragmatic, paradoxical views and paradigms to consider. The sky is the limit.
  - \* Any particular way of thinking; acting; speaking; writing?
- v. Is there a particular view you hold about public service leadership in the context of your work? We need to encourage innovation, corporate entrepreneurship, critical enquiry skills and be goal oriented.

- vi. Why is this view important? To lead and take this country to an intended vision. To achieve a goal of having a radical economy, we to understand the neoclassical economics available to us already and ready to be utilised.
- \* Where is derived from? It is already there. It exists
  - \* How does it show in the work you do? Working as Director: Institutional Management and working with Regulatory Agencies elevates me.
  - \* What are the implications for not upholding that view? Letting the country down while being amongst the selected few who blessed with an opportunity.
  - \* Which person(s) best exemplify this kind of leadership? Mr. Mandela.

### Part 2 questions:

From your participation in the EDP:

- i. What leadership invitation does this programme convey to participants? What is leadership invitation, I do not remember that term? Are we referring to leadership innovation?
- ii. How was this invitation communicated? If these two questions are not a mistake, I guess I do not like them, or they should be rephrased better. They do not go well with my line of thinking.
- iii. Are there particular expressions that you associate with leadership development that come from the EDP? Yes, quite a lot.
- iv. What kind of vocabulary in the EDP matches that of your work context? Leadership is process. The more one learns, the more one gains. Leadership is not static, the more one learns, the better.
- v. What kind of vocabulary in the EDP is 'foreign' to your work context? Nothing is ever foreign to me. I learn, explore further and remain entertained.
- vi. What examples used in the EDP do not fit with your work context? None.
- vii. What should we do differently to ensure that the EDP conveys the right kind of message about public service leadership? Leadership is always good. It's about development of the people individually, in the work environment, at home, socially and everywhere.

Date: 14 February 2017  
Venue: Telephone  
Duration: 22:01 minutes  
Legend: Researcher R; Interviewee I  
Emphasis ! ; Laughter/chuckle ✨  
Names mentioned in interview are anonymised as [-Name-]  
Parts of transcript left out for this excerpt <...>

---

- I Hello, [-Name-] speaking
- R <...> Very, very happy and grateful for... [I: Hmm] your input. Thanks for your responses, yah. Thanks for taking the time ✨. Er, how did you find it?
- I Aah... what do you mean? ✨ <...> I will say, that it was not that bad ✨ [R: ✨ Okay] I also don't know what 'not that bad' means... ✨
- R Okay. No, it's alright, it's alright. <...> It's just that when you do it [I: Hmm ✨] on your own, ... like the highlighted part in yellow; we will then clarify now. <...> Just so that we don't repeat question by question, er..., is it fine with you just to highlight three areas? And I'll tell you up front which ones...
- I Yah ... [inaudible]
- R It's the one on how you were socialised for the role. Now, I like what you said about family but if you could also say something about the work/your professional community?
- I I don't wanna say that. [R: Okay] You know why? [R: Hm?] I'll tell you why; er..., I'm trying to shy away from being subjective. [R: Hm] Because I'm bitter [inaudible].
- R <...> Aah! [I: ✨] Okay dear, I, I respect that. I respect that, yah. Okay.
- I But what I can tell you is that, er..., you know, for me, I'm experiencing some challenges. I want to run. [R: Hm-hm] Now as a leader, it's either you run with your team or you run ahead of your team. [R: Okay] <...> <...> So in my response, I'm trying to say that to you; that you know, as a senior manager, it's a process. [R: Okay] For me, I'm never there yet.
- R Okay, I respect that very much, it's one very mature response, [-Name-]. <...> If you're able to, er..., illustrate ways of doing; ways of thinking. Are there certain standards, are there certain exemplars that when we... [I: exemplars?] Yah, when we see a good leader, or a manager in this function; these are the things that we normally promote; we normally aspire to be like.

- I Oh, again, I, I'm so sorry. [R: Hm] I think I'm in a critical mood. I'm busy with my MBA. [R: Okay] I just did a course called Critical Inquiry; [R: yes yes 😊] so to be honest with you, <...> Let me just take you back little then I'll bring you here. <...>
- R Sure.
- I I'll tell you why I say Mr Mandela; Mr Mandela called Mr Mervyn King and said, <...> So to me, that would be a leader that I will want to aspire er..., that set an example for me. I am quite content with the salary that I'm currently getting. Now what is the value that I want to add to my country and in honouring and glorifying the good Lord that has blessed me with this income that I get because I think that I'm privileged, I think I'm advantaged, I think I'm blessed to be where I'm at. [R: Hmm] And what am I doing with my blessing, or the gift that has been entrusted to me. So, for me it's that and unfortunately to be honest with you, I have not experienced..., I've got a feel, I've got a sense of that some people are really doing that but I have no evidentiary proof, like I've just given you Mervyn King... [R: Hmm] that I can mention a name of a person within the division or the [-Name-], and say, 'this is the person for me.' Let alone the whole country, other than Mr Mandela himself.
- R Okay. Thank you so, so much for expounding. I appreciate, er..., the, the further detail you added there, ... [-Name-]. May I just pry quickly so I make connections: There's your legal, er..., training, education; there's the entrepreneurial outlook; there's a critical inquirer in you. Are you seeing yourself exactly as now I have put the three together? Is there more – making this person who is never satisfied with *status quo*?
- I I don't see myself as that, you know why? [R: Hm?] Because I, I think I climb a mountain, ❁ [R: ❁] And then when I reach the top, I want to climb the other one. [R: The next one, okay, ❁] ... ❁ So, <...> I choose to be that person that continuously strive into being somebody better, not for myself only but also if I can influence my environment as such, though sometimes it is very difficult, if I could do that by the grace... [R: Hm] I would be happy. And maybe I could even say, 'I have ran my race' like Paul, [R: Hm] I don't know, I would love to say that. <...>
- R Okay. There's so, so much more. I thank you. The last one now is the big, er..., critique on 'what leadership invitation does this programme convey to you?' So the discomfort here is with the phrasing, it doesn't sit well with you. What it intended is: there are many programmes, there are many interventions; in what way was [-Name-] and others made to want to come to the EDP? What was this, [I: Ooh] em..., picture that was painted about entry into the EDP? What was it going to be, meant to do for you?

I Yah. Now you have stimulated me. You remind me – I joined the [-name of department-], on [-date-]. [R: Hmm] And as soon as I joined, I remember I told you, I wanted to add value. [R: Yes] There was this executive development programme. At the time I was busy at [-name of institution-] – I was finishing my, er..., PMD, I've forgotten what it stands for but it's equivalent according to me to, er..., EDP. But back then that I did not know. When I, what excited me about EDP was that, er..., it was my first time in government. [R: Hmm] So, I knew, I knew nothing about government. [R: Okay] And I think the invitation was round about April, [R: Hm] when I got the position of Deputy Director back then <...> And in a short space of, like, roundabout, er..., October, that manager left but I had already started with EDP. [R: Okay] So I think what fascinated me was; for me I saw an opportunity to say: Here is the course that's going to elevate me, that's going to make me see how government works. <...> For my MBA assignments, I still go back to those manuals that were given to me in ADP.

R Wow[!]

I <...> and I also loved the most Project Khaedu. [R: Hm-hm] You know, I think that programme, people should be encouraged – it should be sold to them properly so that they can understand what it entails. [R: Yes] <...>To me, EDP was elevation and to be fortunate enough to be honest with you, it worked for me because soon after completing it, I was promoted into becoming a Director.

R Great[!]

I So after learning all those wonderful things that I was learning, I started implementing them in my own environment. I developed a strategy before my boss even left. The person that facilitated strategic, er..., management... [R: Planning, hmm] They used to call it Strategic Management something, taught me one thing to say, 'you need to manage your manager'. [R: Hm] And I took that. And I brought it back to work and what I did was <...>

R <...> Is there anything at all that you want to add that we didn't touch on?

I No, nothing except that, please get someone to advocate for Project Khaedu. [R: Okay, I got it] That's a powerful course. <...>

R Methods and perspectives, and the field work. Okay, er..., let's wrap it up that way and once more, thank you so, so much for taking the time [-Name-] <...>

– END OF RECORDING –