CHAPTER ONE

A HISTORICAL BACKGROUND TO THE NATIONAL CURRICULUM STATEMENT (NCS)

1.1 Introduction

The winds of change in the Republic of South Africa gathered speed in the eighties and early nineties – leading to the unprecedented social and political reforms in the country. The political reforms began on 2 February 1990, and led to a process of political transformation and a paradigm shift on all the macro- and micro-environments of the South African government.

The unbanning of the political organisations, which was followed by the release of political prisoners, paved the way for a negotiated political settlement in South Africa. The Conference for a Democratic South Africa (CODESA), a multiparty negotiating conference, ushered in a new political dispensation through its drafted interim Constitution of the Republic of South Africa, 1993 (Act 200 of 1993). Such process led to the first democratic general election that was held on 27 and 28 April 1994. These were the first elections, which were inclusive of all the people of South Africa, regardless of colour, race or creed.

Immediately after these elections on 27 and 28 April 1994, South Africa became a transitional state that needed to speed up the transformation process whereby the democratic principles would be realised. The established transitional state comprised the three spheres of government, namely: the national, the provincial and the local spheres. The sole responsibility of any transitional state is to carry out its political mandate of governing properly in all those matters that affect its people. Amongst others, these include socio-political, cultural, economic and educational issues.

The new Constitution of the Republic of South Africa was promulgated in 1996. In Chapter Two of the Constitution of the Republic of South Africa (1996) the Bill of Rights was included, whereby the right to education was guaranteed to all the people of the Republic of South Africa. The national sphere of government, through its National Assembly, had the responsibility of drafting the national policies. These include education policies, which must be effectively and efficiently implemented.

This means that, in practice, the provincial sphere of government draws its provincial policies within the framework of the national policies. As a result, the provincial sphere of government has a constitutional mandate, which is to see to it that all policies formulated at the national level of government are implemented effectively. The effective and successful implementation of public policies by the public service officials – who are committed, well-trained and educated, capable, skilled and with positive attitudes – should translate into good service delivery. This means that a well-rendered service is the result of a well-executed policy.

As in an open-systems approach, the political factors that have contributed to the much-needed political transformation cannot be dealt with in isolation. Cognisance should also be given to other factors; these include, amongst others, social, cultural, economic and legal factors, as part of the macro-environmental factors that triggered the political changes in the country. The socio-political reforms that were ushered in through the 1994 all-inclusive democratic elections, initiated the beginning of the historic recognition of the equality of all the people of South Africa.

The political changes that were set in motion in 1994 also made a significant contribution towards public administration, taking into consideration that public administration as an activity involves policy implementation. All the apartheid policies were replaced by more representative and development-oriented policies. Education policies, in this regard, were no exception, as they too were affected by these political changes.

From the above, it may be deduced that public administration operates within a political environment. This is an argument that is supported by Van der Waldt and Helmbold (1995: 8). These authors maintained that public officials carry out their administrative activities or functions, primarily within a political environment. It therefore means that all public officials execute their administrative and management functions and tasks as a direct response to the political authority that initiates those policies, which serve as guidelines in the rendering of public services. According to Brynard et al. (1997:47), all administrative and management functions are necessarily performed within an organised institutional unit with a common objective, such as government departments, like Education, Justice and Health.

 The administration of the educational system, within public administration as an activity, is one such area that has since been directly affected by the political transformation process; and as such, it does not take place in a vacuum. The education system also needed serious changes, as it was highly disjointed and discriminating. The entire education curriculum demanded significant changes. No education system – in any country or state – can be separated from the political system that underpins the government.

In this regard, the adoption of the Constitution of the Republic of South Africa (1996) provided a foundation for the new curriculum policy in South Africa. According to Erasmus *et al.* (2010:156), a curriculum may be defined as a plan for the process of teaching and learning, which follows the training needs- assessment phase designed for a specific learning programme. The new curriculum policy is underpinned by the democratic principles of equality, social justice, the promotion of a healthy environment and inclusivity. The successful implementation of such a policy should result in the much-needed equality in education in South Africa, regardless of gender, race or creed.

Dewey (1996: 96) maintained that: "…the concept of education as a social process has no definite meaning until we define the kind of society we have in mind". This means that the kind of education that the people of South Africa need would necessarily

depend on the envisaged society that is defined by the Constitution of the Republic of South Africa – which is the supreme law of the country.

In order for the state to ensure that everyone has access to the right to education, the government is expected to formulate and implement one national education policy that would define the national curriculum - and does not promote educational inequality along racial lines. The National Curriculum Statement (of 2002), which is subsequently referred to in this study as NCS, 2002, is the new educational policy, reflecting – as it does – the new education curriculum in South Africa.

It is this new education curriculum which cuts across the racial divide and promotes equality in education. This policy describes the envisaged ideals, desires or expectations, as embraced within the ideology that is underpinned by the country's education system, a system that promotes equality in education for all the people of South Africa (Van der Westhuizen [ed.], 2007: 6). The NCS of 2002 is the new education curriculum, which has now replaced the interim curriculum. It is outlined in a policy document known as, 'A resume of instructional programmes in schools, Report 550 (2005/09)'; henceforth, referred to as Report 550.

The administration of the new education system, through the implementation of the NCS, 2002, emphasises an outcomes-based education system, which is learner-centred. This is made evident by the teaching and learning activities, which are planned around learners – so that they should be able to achieve specific learning outcomes, and their assessment standards, which are outlined in each learning area or subject in a grade. The ultimate success in the implementation of the new curriculum by educators of the NCS, 2002, depends largely on the sound administration and management of educational matters, as well as on an integrated approach in the application of the administrative and management functions. These functions, amongst others, include planning, organising, directing, co-ordinating, reporting and budgeting.

Educators, managers and administrators, like all the stakeholders involved in the implementation process of the new education curriculum (the NCS, 2002) have to manage and execute their duties diligently – in order to ensure effective and efficient administration and management. When the set educational objectives become difficult to achieve, training and development should be provided, so that the departmental officials and educators are well capacitated to perform their duties.

Although the new government has succeeded in drafting many good policies, one of which is the NCS, 2002, the biggest challenge is the successful implementation of these new policies. Several questions are raised; and these need to be answered, including: Were educators given enough training and development for the correct and effective interpretation of the new education curriculum, the NCS, 2002? Are the managers in the Limpopo Department of Education, competent enough to execute their administrative and management functions? Are the public officials and administrators prepared and willing to engage in transformational issues wholeheartedly? Do the public officials, both office-based and school-based, have the capacity to interpret and implement these education policies effectively? Are educators implementing the NCS, 2002, as intended, in order to deliver and/or transmit the curriculum to learners as the intended recipients in the realisation of a quality education?

It is on the basis of these questions, and the need for the effective administration of the education system through the successful implementation by educators of the NCS, 2002, that the problem statement for this research has been formulated. The study attempts to investigate the impact that training and development have had on public schools educators, in achieving the set departmental objective of providing quality education, as envisaged by the new education curriculum. The following legislations are important and need consideration in the training and development of public school educators: The South African Schools Act, 1996 (Act 84 of 1996), the National Education Policy Act, 1996 (Act 27 of 1996), Special-Needs Education: White Paper 6: Building an Inclusive Education and Training System, July 2001 (subsequently referred

to as the White Paper 6, July 2001) and the Employment of Educators Act, 1998 (Act 76 of 1998).

The Limpopo Province is composed of five districts, namely: Capricorn, Mopani, Greater Sekhukhune, Vhembe and Waterberg. However, the research study will focus on the Vhembe District as its case study. Capacity building through training and development is an important strategy that would be of great assistance in the implementation of NCS, 2002. This would need to be done for the ultimate realisation of the set departmental mission and objectives in the achievement of quality education.

1.2 Background to the development of the South African education system

The demise of the apartheid system in 1994 in South Africa was extensively welcomed, both nationally and internationally, as symbolising a victory for democracy and respect for human rights that had been tirelessly fought for. Amongst the many issues to be addressed by the new government was the restructuring of the education system. It was a system which was highly fragmented and discriminatory. Prior to 1994, the education system in South Africa comprised 18 different departments. Now that a single national Department of Basic Education has been put in place, both the economic and socio-political reconstruction are underpinned by the fundamental principles of democratic values, equity, social justice, equity in redress, transparency and fundamental human rights, as outlined in the Preamble of the Constitution of the Republic of South Africa, 1996.

Sustainable economic growth in any country depends on the successful implementation of an education system by an adequately prepared workforce of competent and committed educators. As a result, any successful implementation of a quality education system would depend on an effective and efficient application of public administration as an activity. These goals are well-captured in the vision and mission statements of the national Department of Basic Education (2011), which states:

Vision

"Our vision is of a South Africa in which all people have equal access to lifelong education and training opportunities which will contribute towards the quality of life and build a peaceful, prosperous and democratic society."

Mission

"Our mission is to provide leadership with respect to provinces, districts and schools in the establishment of a South African education system for the 21ˢᵗ century."

Before 1994, the curriculum had a Christian character and was anchored by the Education and Training Act, 1979 (Act 90 of 1979), a piece of legislation that replaced the Black Education Act, 1953 (Act 47 of 1953) that had also contributed to the 1976 Soweto uprisings (Behr, 1984: 200). After 1994, the Education and Training Act of 1979 (Act 90 of 1979) was replaced by Report 550. This Report 550 was, in turn, replaced by Curriculum 2005, a new curriculum that used the new methodology of teaching outcomes-based education (OBE). Because of its complications with conflicting terminologies, Curriculum 2005 (subsequently referred to as C2005) was later revised by the Council of Education Ministers. They unanimously agreed in their meeting – that took place in June 2000 -- to streamline and strengthen C2005, in order to give way to what is now the NCS, 2002. The effected changes then catered for both the General Education and Training (GET) band, from Grades R-9, and the Further Education and Training (FET) band, which are from Grades 10-12. The NCS, 2002, then adopted the same approach and methodology for teaching and learning, namely: OBE (NCS, 2002 in the Policy Handbook for Educators, *elrc*: 2008: H - 43).

In order to realise the core values and vision that are underpinned by the Constitution of the Republic of South Africa, 1996, the new curriculum, the NCS, 2002, has outlined its eight underlying principles as follows (NCS, 2002 in Policy Handbook for Educators, (*elrc*): H – 46-47):

Outcomes-based Education (OBE): OBE is an approach or a methodology that recognises learning as being as important as the content, while the focus is on the outcomes as intended objectives. The outcomes referred to are the knowledge, skills, values and attitudes, within particular contexts, which have been developed through activity-based learning and teaching activities, which are highly learner-centred.

In the OBE, there are some specific requirements of the National Qualification Framework that must be fulfilled. These are outlined by Erasmus *et al.* (2010:156); and they include determining the purpose of the learning programme, based on a needs assessment; analysing the needs of learners; formulating learning outcomes, and grouping them into modules; selecting the content, as subject matter, that supports the achievement of the outcomes; deciding on the learning activities, and their methodologies; planning how assessment should be done; and planning how the evaluation of the delivery of the programme will be done – in order to check its effectiveness. In practice, outcomes in this context are the learning results whereby learners should demonstrate their achievement at the end of the learning process.

According to the Curriculum 2005 (2001: 6), there are basic principles that underpin OBE and the management of the assessment processes. The first principle is a design-down approach that requires the preparation of learning that starts from the Constitution of the Republic of South Africa, 1996. The second principle is clarity of focus, which is a focus on what is expected to be achieved at the end of the teaching and learning process. Erasmus *et al.* (2010:156) argue that the curriculum process in the context of OBE starts with the intended outcomes, which can then be used as the point-of-departure for the rest of the learning programme. The third principle is the high expectation, which is a principle whereby educators are expected to help learners in reaching their full potential. The last principle is expanded opportunity, whereby a learner is provided with an educator. This must be done – in order for them to be exposed to a demonstration of their full potential in terms of their knowledge, skills, values and attitudes.

The new education curriculum plays a significant role in the promotion of the constitutional principles that support the relationship between human rights, a healthy environment, social justice and inclusivity as requirements that would assist learners in reaching their full potential.

A high level of skills and knowledge for all: The new curriculum seeks to develop South Africans who would have high levels of knowledge and skills that may be of great value in the sustainable economic development of the country. The high level of skills and knowledge are minimum outcomes, set in advance, for learners to achieve in their different learning areas and subjects.

Clarity and accessibility: The new curriculum gives emphasis to the clarity and accessibility of both the design and language within a learning environment. The learning outcomes and the assessment standards are the two design features that clearly define the outcomes as goals that learners should achieve in order to proceed to the next level.

Progression and integration: In the NCS, 2002, the principle of integration is important to learning and relevant to the OBE approach in education. The principle of integration promotes integrated learning, whereby educators are trained and developed, so that they should not teach their subjects or learning areas in isolation. For example, there is a relationship between history and geography; between business studies and economics; and there is also a relationship between geography and agricultural science. The principle of progression means that the curriculum, in general, progresses from the simple to the complex; hence, the relevance of conceptual progression in the NCS, 2002. This principle helps in giving recognition and importance to the need for ongoing training and the development of all the stakeholders in education. These would include teachers, school management teams, curriculum advisors (subject specialists) and support staff within the department involved in administrative matters.

Social transformation: The adoption of the Constitution of the Republic of South Africa (of 1996) created a better foundation for the proper setting for social transformation in the post-apartheid South Africa – through the adoption of the Bill of Rights. Although there are different ways of advancing social transformation in all areas of human activity in the South African society, education plays a central role. Through the new education curriculum, the NCS, 2002, an attempt is being made to redress the educational imbalances of the past that shaped inequality – politically, socially and economically. As a result, equal educational opportunities are provided which could lead to sustainable economic development in the country. In order for social transformation to be achieved, all South Africans should be educationally well prepared; and the new curriculum, consequently, seeks to address this. Through the new curriculum, the potential of all the learners are recognised.

Articulation and portability: This principle mainly refers to qualifications. Articulation refers to the relationship between the groupings of qualifications in different National Qualifications Framework levels or bands. These should help to promote progress from one qualification to the next. Such relationships become visible when portability sets in. As a phenomenon, portability refers to the ability to transfer parts of a qualification (subjects or unit standards) to another qualification – mainly in the form of giving credits to subjects.

Valuing indigenous knowledge systems: This principle helps to recognise the different knowledge systems from the different cultural groups in South Africa. It, furthermore, helps in attaching meaning to the previously ignored world of the rich indigenous knowledge system, which should be recognised. This kind of knowledge is infused into the different subject statement policies that need to be successfully implemented. For example, the rich history of South Africa includes its declared and undeclared heritage sites throughout the country. These all contribute to an effective nurturing of the values enshrined in the Constitution of the Republic of South Africa, 1996.

Credibility, quality and efficiency: The NCS, 2002, aims to provide a credible, quality and efficient education – through the pursuance of a transformation agenda. UMALUSI, the Council for Quality Auxiliary Assurance in General and Further Education and Training plays a significant role in giving assurance to the much- needed quality of the education system by the government. Other policies that help in providing quality assurance include the South African Qualification Authority Act, 1995 (Act 58 of 1995), the Education and Training Quality Assurance Regulations, (1998) and the General and Further Education and Training Quality Assurance Act, 2001 (Act 58 of 2001).

It may thus be deduced that for the NCS principles to be meaningful and beneficial to the intended beneficiaries, namely learners in the public schools, educators need training and development – so that they internalise these principles. Educators must be able to infuse these NCS principles continuously, when planning their teaching and learning activities, so that OBE as a methodology becomes effective and achieves its educational objectives. The training and development of educators for the public schools is important because the OBE methodology is new to them. Educators have the task of providing purposeful learning for their learners, as required in education.

According to Gravett (2005: viii), the main aim of providing education is to develop the mind to have a theoretical understanding, as well as teaching and learning that is aimed at reaching a specific competency. Educators were never exposed to OBE during their pedagogical training, either in teacher training colleges or universities. Again, all the above outlined NCS, 2002 principles could be successfully realised – if the NCS, 2002 and other supporting policies were correctly implemented. The entire implementation process, together with the application of the administrative principles, should be effectively and efficiently executed. Curriculum advisors are important stakeholders who play a central role in the training and development of the public school educators in the implementation process of NCS, 2002.

The new curriculum aims to produce a learner who is a critical thinker, a lifelong learner, multi-skilled, literate, compassionate, confident, and independent. Such a learner should

have respect for democracy, equality, human dignity, life, social justice and for a healthy environment. The type of learner envisaged must be able to participate in society as a critical and active citizen in all respects. Such a critical thinking learner could be produced by a committed and dedicated educator who is able to adopt one of the seven roles of an educator as a facilitator in the learning and teaching environment (NCS, 2002 in Policy Handbook for Educators, *elrc*: H - 43).

According to the Norms and Standards for Educators, 2000 (Government Gazette No 20844 of 2000), the roles an educator needs to play include being a mediator of learning, an interpreter and developer of learning programmes, and in providing materials for learners, leaders, administrators and managers, lifelong scholars, researchers and lifelong learners, as a community member, a citizen and pastor, an assessor – and above all -- as a guide in a learning area or subject specialist.

All educators are expected to have been provided with the relevant training and development skills and capacities to enable them to implement these important education policies (and NCS, 2002 principles) successfully. The NCS, 2002 also adopted the ten fundamental values, which are outlined in the Manifesto on Values, Education and Democracy (Department of Education, 2001) as follows:

a) Democracy;
b) Social justice;
c) Equity;
d) Non-racism and non-sexism;
e) Ubuntu (Human Dignity);
f) An open society;
g) Accountability;
h) Respect for others;
i) The rule of law; and
j) Reconciliation.

It is against this background of the new curriculum (the NCS, 2002) that this study gives a critical analysis of the importance of training and development – in order to capacitate educators in the public schools, so that they are able to implement the new curriculum effectively. The study further analyses whether the intended objectives of the new curriculum are realised, by outlining the challenges that capacity building of educators face in public schools through training and development. Hogwood and Peters (1983: 8) argued that it is through implementation that the administrative structures are able to make policies visible, and working practically in a government institution. When the new curriculum (the NCS, 2002) was developed, a training and development gap was created in public schools educators. As a result, training and development plans were developed at national level, whereby training was conducted in training workshops. This kind of training produced provincial training teams that had to conduct the training of educators in the different districts in each province.

In this research study, the Vhembe District being the case study, receives training, as well as the development of public school educators in matters related to the new curriculum (the NCS, 2002) from the Limpopo Department of Education. Such training and development provided should be aimed at the effective interpretation and implementation of the new curriculum (the NCS, 2002) in its diverse contexts. The challenges encountered during the process of implementation should become part of the training and development content; and these should be addressed, if curriculum delivery is to be effectively and efficiently rendered. Managers in different levels and directorates within the Limpopo Department of Education are shouldered with great responsibilities, where curriculum implementation plans need to be drawn for the NCS, 2002. Such plans become operational plans, whereby educators should then be able to draw their daily teaching and learning activities in their respective classes. As has already been indicated, any new policy implementation is likely to be faced with challenges that may result in the inability to achieve the intended objectives.

In this instance, training and development may be offered to all those affected, so that possible solutions for the policy to be successfully implemented can be identified.

Gravett (2005: viii) argues that the training of an individual should be viewed as a process that systematically provides an opportunity for skill development, as required by the individual, so that he or she is able to reach the required level of competence in order to perform a specific task. The task, in this study, that educators in public schools are expected to perform is the effective implementation of the new curriculum in the public schools.

1.3 Motivation for the study

It is through schools that government observes good opportunities in which the democratic values and principles can be inculcated in future critical and responsible citizens. Such government intervention in education can be justified. Heidenheiner *et al.* (1983: 21) argued that the knowledge and credentials that are achieved in schools expand the life and career choices that the country's youth can make at later stages in their education and employment.

The main purpose or objective of the government's existence is the provision of goods and services to the people. For example, the state has a responsibility to provide safety and education to its people. This objective is only achieved when related operational policies are formulated and implemented by managers, as they provide guidance in the actual realisation of the intended educational objectives. The goals that are referred to here are the ones that are outlined by the NCS, 2002. These goals reflect the nature of the curriculum within the education system of South Africa.

The challenges that the Limpopo Department of Education faces are related to matters of capacity. Education transformation that brought curriculum change, which must provide training and development opportunities that prepare educators for the new challenges that they face. According to Ornstein and Hunkins (2004: 303), curriculum designers have the responsibility of providing the necessary support to educators; since

they are the ones faced with the responsibility of implementing the new curriculum in the public schools effectively.

Educators need in-service training and development that would assist them to be able to understand, interpret and teach the new curriculum correctly. For the correct interpretation and implementation of the NCS, 2002 Policy to succeed, all stakeholders involved, not only educators – must be well-capacitated – so that they would then be able to execute their tasks effectively. The other stakeholders include principals, circuit managers, curriculum advisors and other administrative personnel that play a supporting role – so that educators are able to effectively implement the new curriculum, as intended by the Department of Basic Education. These stakeholders would also need training and development, so that they can manage the new curriculum effectively.

Since many educators in their pedagogical training in universities and colleges were mostly exposed to teaching methodology and some content framework of their subject specialisation, many of them lack any deep understanding of what curriculum is and how it is created. This is because the main job function of an educator is to teach the curriculum. As a result, educators must understand the new curriculum. This lack of curriculum literacy is also present in many educational administrators (Ornstein and Hunkins, 2004: 303). Again, the methodology that these educators received before the new curriculum, (the NCS 2002) was teacher centred and not learner-centred – which is the approach in the new curriculum, the OBE.

It therefore means that the teacher dominated the teaching and learning time, and little or no time was given to learners. The new methodology, OBE, is the methodology that emphasises a learner-centred approach, which gives more time to learners, while the teacher assumes the facilitator's role in the teaching and learning environment. In essence, the problems faced by both teachers and circuit managers involved in curriculum delivery are mainly around incapacity, which is caused by the lack of training and development. The causative factor in this regard is the limited time given to training

and development for the effective interpretation and implementation of NCS, 2002 in public schools.

For NCS, 2002 to be successfully delivered in public schools, managers in all the directorates supporting curriculum delivery in the Limpopo Department of Education, have to be trained and developed to enhance their basic knowledge, skills and understanding of the new curriculum co-ordination and management. This would enable them in the correct interpretation of the plans and policies, so that these are implemented effectively and efficiently. The state also has a responsibility, which is the provision of resources – so that these public policies are effectively and efficiently implemented in the achievement of good governance. Beyond efficiency in service delivery through policy implementation, every government has the responsibility of upholding accountability, as one of the key elements or principles in good governance.

1.4 Problem statement

The public schools educators are agents of change in educational transformation. The support that the education system gets during transformation in South Africa is because the requirements in relation to education, training and competencies are changing – due to the political transformation (Ernst, 2000: 4). The educational transformation process does not take place without some challenges.

The problem that has been identified in the research study is the adequate time needed for the level of training and development which educators in the public schools need in implementing the new curriculum, the NCS, 2002, and its teaching approach, the OBE, in the Limpopo Department of Education in general, and in Vhembe District in particular. The training and development of educators took place concurrently with the ongoing teaching and learning of learners. The Department of Basic Education has provided very little time for the training and development of educators for the new curriculum, the NCS, 2002. The training and development process is very complex and demanding.

Through the new curriculum, educators are expected to correctly interpret and implement various related policy documents. It has to take place, even though the educators have never been exposed to policy studies generally, and policy implementation in particular, during the course of their professional pedagogical training. These educators received their pedagogical training in the old traditional approach, whereby the educator occupied the central stage in the teaching and learning process. Such learning was teacher-centered. Unlike the old traditional approach that educators received during their training, the new curriculum, the NCS, 2002, places the emphasis on the OBE approach, which educators are expected to apply in their teaching and learning environment.

The inadequate training that educators received on the implementation of the new curriculum, the NCS, 2002, was further worsened by the insufficient knowledge level of their trainers and facilitators, the curriculum advisors. The knowledge gap referred to in the study is both in terms of the new curriculum, the NCS, 2002, and the technical knowledge in policy interpretation and its subsequent implementation. Erasmus *et al.* (2006: 191) argue that a trainer should be an expert in the subject matter and is expected to be proficient in the theoretical, technical and practical aspects of the discipline or training content. Therefore, the inadequate knowledge level that trainers of educators have impacts negatively on the performance of educators in their implementation of the new curriculum, the NCS, 2002. As a result, the system fails to provide space for an educator-led training and development style that responds to the needs of educators. This, amongst others, includes the correct interpretation of the new curriculum, the NCS, 2002, as well as the necessary assistance in their specific subject content that each individual educator requires.

In order to achieve quality education through the implementation of the new curriculum, the NCS, 2002, educator performance is critical. Educator training and development is imperative, so that learners' performance could, subsequently, be improved. The inadequate training and development of educators on the new curriculum, the NCS, 2002, affects not only the educators, learners, curriculum specialists and other

administrative officials, but it also has a significant long-term effect on sustainable economic development in the country.

Given the above research problem, the inadequacy in the training and development of public schools educators on the new curriculum, the NCS, 2002, needs to be adequately addressed in the study. The curriculum advisors as trainers of educators and as important stakeholders in the training and development of educators also need to be capacitated for them to provide meaningful training progammes to educators. This lack of training and development makes it difficult for the effective implementation of the new curriculum, NCS, 2002 in the Limpopo Department of Education, in general, and Vhembe District, in particular.

The research problem that has been outlined in this problem statement affects all public school educators in the General Education and Training band (GET) and Further Education and Training (FET) bands. The GET is mainly about the primary schools, namely grades R- 9, whereas the FET is about the secondary schools, namely grades 10-12. As a result, the study focuses on the problems that the Vhembe District educators, both in the GET and FET bands, face during the implementation of the new curriculum, the NCS, 2002. These problems emanate from a lack of effective training; and it may be argued that the training and development of educators is an important factor in contributing to the successful implementation of the NCS, 2002 in schools.

1.5 Research question

The research question in this study is: 'To what extent does the Limpopo Department of Education develop and train its educators in the Vhembe District for the successful implementation of NCS, 2002?'
Subsequent sub-questions include:
   a) What development and training opportunities are offered to educators?

b) Who is responsible for facilitating these developmental and training opportunities?

c) What are the challenges in accessing and ensuring the quality of development and training opportunities?

d) How could the current development and training model be improved?

1.6 Research objectives

In taking the introduction of the NCS, 2002 into consideration for curriculum changes in the South African education system, the challenges that go with the implementation process were inevitable. The primary research objectives, amongst others, include:

a) A description of the theoretical foundations of training and development and the methods for training and development in the context of Public Administration;

b) An explanation of the significance of training and development as a means of capacity building for public schools educators and other stakeholders for NCS, 2002 implementation in the Limpopo Department of Education, with specific reference to the Vhembe District;

c) An explanation of the implications that the capacity of educators has for the implementation of the new curriculum;

d) The proposal of an alternative model for the training and development of educators in OBE as an intervention strategy and solution to incapacity problems in educators in public schools.

After an extensive investigation into the value of training and development of educators in the public schools for the effective implementation of NCS, 2002, the study will identify a training and development model. As a result, a well-capacitated team of educators in a public school should be able to provide quality teaching and learning to their critically thinking learners. This, in turn, would mean the improvement of results, which would be a positive output for the Vhembe District.

1.7 Concept clarification

The following concepts are frequently used in the study, namely: Public Administration and public administration, human resource development, public service, training and development. Their meanings in the context of this study will now be described.

1.7.1 Public Administration and public administration

The concepts Public Administration and public administration are two different, but related concepts. The first concept, Public Administration, is a study discipline, a subject that can be studied at a university. Botes *et al.* (1992: 257) argue that Public Administration is an academic discipline and a science that is *"concerned with the study of all the scientific disciplines that have a bearing on the contemporary administrative and managerial practices in the public sector."* This argument is supported by Van der Waldt and Helmbold (1995: 1-2), who view Public Administration as a science that is mainly concerned with the theoretical *"study of the administrative processes, governmental activities and interdependent variables."*

This means that Public Administration is a scientific discipline, a human science that focuses on those specific administrative activities that are carried out by the human resources of any organisation or institution, as they execute their job-related tasks.

Unlike Public Administration, which is defined as a scientific discipline, public administration is the practical execution or function of government policy. Public administration is mainly about the human activities that are carried out when public policies are implemented by public institutions within all the three spheres of government, namely: national, provincial and local. In essence, public administration refers to administrative activities that include administrative functions and or principles (i.e. administration) in all government departments.

These administrative principles include Cloete's (1993:92-101) six generic functions, namely: policy, organisation, finance, personnel, work procedures and control. According to Massie (1971: 6-7), six administrative functions have been identified, namely: decision-making, organising, staffing, controlling, communicating and directing. However, management is not synonymous with administration. Management is an administrative function that involves policy, leading, staffing, budgeting, procedures, control and organising. According to Fayol (1971: 43-60), these management functions include planning, organising, command and control.

As in other government organisations, such as the Limpopo Department of Education, the two concepts of administration and management are common. The Norms and Standard for Educators (Government Gazette, 20844 of 2000) have outlined the seven roles of an educator. One of these roles is that an educator should be a leader, administrator and a manager in the classroom. As a leader, administrator and manager, an educator must have practical competences that include amongst others, the following:

a) *"Managing classrooms, teaching of various kinds in different educational contexts, particularly with large and diverse groups;*

b) *Constructing a classroom atmosphere, which is democratic, but disciplined, and which is sensitive to culture, race and gender differences, as well as disabilities;*

c) *Resolving conflict situations within the classrooms in an ethical manner;*

d) *Promoting the values and principles of the constitution, particularly those related to human rights and the environment;*

e) *Maintaining financial controls;*

f) *Working with other practitioners in team-teaching and participative decision-making;*

g) *Accessing and working in partnership with professional services and other resources, in order to provide support for learners; and*

h) *Respecting the role of parents and the community and assisting in building structures to facilitate this role."*

It means that the management functions and/or principles are administrative activities that are carried out by the human resources or personnel within the Limpopo Department of Education, as a government organisation that has a constitutional mandate to provide quality education. As an attempt to move closer to the definition of public administration, Reily (1979: 6-7) identified the following six characteristics that distinguish public administration from administration in the private sector:

a) It is concerned with all aspects of the three branches, e.g. executive, legislative, and judicial, and all types of public concern within these branches;

b) It operates at all spheres of government, national, provincial and local spheres, from the lowest to the highest routine work in government positions;

c) It plays a significant role in policy formulation, and as result, is part of the political process;

d) It is mainly involved in the implementation of public policy and in the creation and maintenance of the administrative system, the machinery for carrying out the implementation;

e) It differs from private administration, which is profit- oriented; and

f) It has an administrative system, which is part of a large political and social system, and is closely involved with private groups and individuals in serving the public.

From the above explanation, public administration may be seen as a practical rendering of services by public officials in a public organisation. An example to this effect includes rendering quality education services by the Department of Basic Education, with specific reference to the Limpopo Department of Education.

1.7.2 Public Service and public service

The meaning of public service is also twofold. Firstly, public service can be explained as meaning those outputs or products after the inputs have been processed. Such goods and or services are those that are rendered by government institutions or departments

at national, provincial or local sphere of government. This could be in the form of both tangible and intangible goods and services. Secondly, in terms of the Public Service Act, 1994 (Proclamation 103 of 1994), the composition of the Public Service is explained in section 8 (a)-(c) as consisting of persons who:

(a) "Hold posts in the fixed establishment; and,

   (i) Are classified in the A division and B division; and

   (ii) Are in the services; and

   (iii) Are in the Agency or Service; and

   (iv) Are in State educational institutions.

(b (i) Having ceased to hold posts in the fixed establishment contemplated in paragraph (a), and not having retired or having been discharged, are employed additional to the fixed establishment, or who are deemed to continue to hold posts under circumstances contemplated in subsection 3 (c);

   (ii) Are appointed permanently additional to the fixed establishment;

(c) (i) Hold posts in the fixed establishment other than posts referred to in paragraph (a);

   (ii) Are employed temporarily or under a special contract in a department, whether in a full-time or part-time capacity, additional to the fixed establishment or in vacant posts in the fixed establishment."

The first definition refers to the output of the activities that have been carried out by government employees. These activities may be tangible or intangible. In the context of the Department of Basic Education, tangible services may mean schools, books and food provided to learners by nutrition programmes in schools. The intangible service may comprise the knowledge gathered in formal public schools by learners, and the knowledge, skills and values that educators gather during training and development programmes.

The second definition that is given refers to the Public Service as an employer of human resources, and the personnel or employees within the government departments. In this

study, this would mean all persons employed either temporarily or permanently by the Limpopo Department of Education in general, and the Vhembe District in particular. This would include teachers, principals, curriculum advisors, circuit managers, and all supporting administrative personnel holding positions in the Department and the district.

1.7.3 Human resource management

Human resource management is more than the management of people at work employed within an organisation who provide a service in exchange for remuneration. From a Public Service point of view, Erasmus *et al.* (2005: 4) broadly explained human resource management as, "…*a field of study, theory, and practice that is concerned with all the factors, decisions, principles, strategies, operations, practices, functions, activities, methods, processes and procedures related to employees in public sector institutions, and all the dimensions related to people in their employment relationships, and all the dynamics that flow from it.*"

The meaning behind this definition is an emphasis on all the functional activities carried out by employed personnel in a public organisation. This definition is further narrowed down to mean all those decisions, which are aimed at continuously achieving a balance between work, the people that are required to carry out the work of a public sector institutions, and the environment within which these institutions are operating (Erasmus *et al.*, 2005: 4). All the job activities should be geared towards the achievement of the institutional objectives.

According to Swanepoel *et al.* (2003: 9), human resource management is viewed as a process that reflects the execution of those management functions that include the planning and organising for, as well as the directing or leading and control of the human resource as a subsystem that operates within an organisation. This means that human resource management encompasses an execution of all the management functions, a process that maximises all the available organisational human resources or employees,

in order to achieve the set goals. Gerber *et al.* (1987: 9), support this argument by defining human resources as, *"…referring to those activities, policies, beliefs and the general function that relates to employees or the personnel departments".*

In the context of this study, human resources can be viewed as the processes that maximally utilise the potentials, skills and knowledge, values and attitudes of all the educators, managers and other departmental officers – in carrying out their job-related activities, in order to achieve the set institutional objectives set out by the Limpopo Department of Education. The activities referred to here may include the training and development of a group of employees within an institution (Gerber *et al.,* 1987: 9). Since the human resources, the people, are the most important resources or commodity in an organisation, if not effectively managed, they could also pose some challenges to the organisations.

1.7.4 Training

One of the oldest human activities that has always been present – throughout human-resource development and in all sectors, both public and private -- is *training*. Training is explained by Erasmus *et al*. (2006: 2) as a systematic process whereby the knowledge, skills and behaviour of an organisation are modified so that set objectives can be effectively achieved. This is a process whereby measurable knowledge and skills are transferred either through on-the-job or off-the-job training.

 According to Gerber *et al.* (1996: 461), training refers to the *"use of specific means in order to inculcate specific learning and techniques that can be identified and continually improved, in a deliberate effort to teach specific skills, knowledge or attitudes to serve a specific purpose".* This means that the success of training depends on the ability to apply the accumulated knowledge, skills and attitudes in the realisation of the objectives of the institution. As a result, training is always associated with human resource

development, whereby specific skills, the institutional or organisational activities and personal development of individuals, are targeted.

Effective training should always yield positive results. This would, in all likelihood, be visible only when there are positive changes in job performance, whereby both supervisors and trainees themselves are able to see the difference between the job performance before and after training has been conducted. According to Erasmus *et al.* (2010: 3-4), the individual benefits of training, amongst others, include the following:

a) Improvement of the workers' morale;

b) Empowerment of employees in decision-making and effective problem solving;

c) The job knowledge and skills of employees at all levels are improved;

d) High motivation, improved management and administrative skills and positive attitudes are enhanced;

e) Removes resistance to change;

f) Promotes social cohesion and teamwork, as relationships between supervisors and subordinates are improved;

g) Provides a positive climate for learning, growth and co-ordination when employees adjust to change;

h) It improves labour and management relations; and

i) It improves the organisational climate, as the organisation is turned into a better place in which to work.

The benefits of training listed above could assist educators in changing their mindset towards curriculum changes in the Department of Basic Education in general and the Limpopo Department of Education in particular. Furthermore, educators, managers and all the stakeholders in education would be capacitated in the correct interpretation of the new curriculum, the NCS, 2002. As a result, managers would be able to draw up operational policies that could simplify the interpretation and implementation of the new curriculum in public schools where teamwork is being promoted. Van Dyk *et al.* (1997: 227) maintained that training is a major tool that helps in the development of the full effectiveness of the human resources employed by an organisation.

According to De Beer *et al.* (1998: 181), to avoid senseless training, training should not be provided for the mere sake of training. It is important that every organisation should specify precisely what the training needs of its employees are, so that the set organisational objectives can be met. This means that training needs or content and the target group should be correctly identified, if training is to achieve its desired objectives.

In most instances, training is conducted out of the job environment, where the trainee is removed from his or her work environment. According to Gerber *et al.* (1996: 461), the concept training should be centred on specific learning and techniques that can be identified with the intention to provide improvement. Training is seen as an intentional process that attempts to provide and enhance specific teachings of skills, habits, knowledge, experience and attitudes – with a specific purpose that needs to be achieved. The intended recipients of this specific training should, in turn, be able to apply those acquired skills, knowledge and attitudes so that the institutions within which they are employed are able to achieve their set goals.

Such institutional success would be an indication of effective training on the trainee in the execution of his or her task effectively. This explanation is supported by Kroon (1990: 336), who argued that training can be task-oriented and is often short term in nature. As a result, a well-planned training progamme supported by motivation, is bound to yield positive results to both the individuals and the organisation. This assertion has been maintained by Van Dijk (2005: 165) who argues that there are some specific requirements that can be attributed to training. This means that commitment should become an underlying factor to both the individual and the organisation with regard to the training process; and it should be continuously evaluated against the predetermined set standards.

1.7.5 Development

This study is conducted in the context of Public Administration as a study discipline, and public administration as an activity within the Limpopo Department of Education. Therefore, the meaning of the concept 'development,' in this study, is given in the context of training and development of the human resources, both as an individual within an organisation and as a process within an organisation. Hence, the two concepts, training and development are largely interrelated. Since the meaning of training has been outlined, the focus here is on the meaning of the concept 'development' in the context of human resource training and development.

In the context of training and development, development is viewed as going beyond education and training. Van der Waldt and Du Toit (1997: 22) argued that education and training lead to development; this is a process that depends mostly on the success of individual training in both the individual and the organisational context. According to Du Toit *et al.* (2001: 66), development is broadly defined as, *"…a process through which an individual, a community or a state optimally utilizes, without waste, all available resources and positive influences from the environment to move away from one situation to a more desired situation".*

It is through development that employees' or public officials' existing knowledge is expanded, after their performance on their job is expected to improve. When their job performance has been improved, departmental objectives may be easily realised. As a result, there is a relationship between development and concepts, such as individual and organisational growth and improvement.

The Oxford Dictionary (1994) meaning of development is given as: developing or being developed; a stage of growth or advancement. Thus, the concept of development here is understood to be the process of developing or becoming developed, as a result of either the outside force or of the subject's own actions (Conyers and Hills, 1984: 22). When used with training, development is the continuation of education; and training for

the purpose of developing or being developed, in order to acquire sufficient experience, skills, knowledge and attitudes. Such a process of developing and being developed may assist employees to be able to execute their tasks more effectively, or to create opportunities for a possible promotion to a higher position in the organisation or institution – and possibly outside – in other organisations or institutions.

According to Van Dyk *et al.* (1997: 227), development is a process that is aimed at those employees within an organisation that are serving in a managerial capacity or engaging in job-related activities that are geared towards managerial positions within the organisation. DeCenzo and Robbins (2010: 192) concur with this assertion, as they argue although it is of critical importance for individual employees to be trained in specific skills related to management functions or managing, that would include: planning, organising, leading, controlling, and decision-making, even those employees who are not in management positions should be developing their managerial skills.

In support of the above explanation on the meaning of development, Kroon (1990: 336) suggests that development is more related to the process, whereby an expansion of the potential of individuals is provided. Such a process is provided as more in the long term than in the short term, as is mostly the case in a training process. For example, career development is a long-term process. However, development like training could also include the development of skills, knowledge and attitudes; hence, human-resource development in public administration and the interrelatedness of training and development. A well-planned training and development process could increase the performance of employees, as they would become more effective in the execution of their tasks in the organisation. This means that the value of the employees to an organisation or institution is recognised, when education, training and development are provided – with the aim of expanding their skills, knowledge and attitudes.

The provision of education in line with training and development is, according to Gerber *et al.* (1987: 461), aimed at the development of the employees' knowledge, moral values and understanding of the selected activities that are relevant in the organisation.

In an attempt to integrate the different, but closely related definitions of the concept of development in the context of human-resource development, Van Dijk (2005: 164) has argued that development is an integrated process that seeks to focus as an objective, on the creation of a good balance between individual career aspirations and the set requirements of an organisation – without any loss of the effectiveness and efficiency of an organisation, as influenced by the specific environment within which the organisation operates.

It could then be argued that development should be seen in its totality as a process that should be beneficial to both the individual and the organisation. When individuals benefit from training and development through the acquisition of skills and knowledge, the organisation also benefits from those skills and knowledge – when individual employees maximise those potentials, while performing tasks in their respective positions within these organisations.

As a result of the interrelatedness of training and development that has been demonstrated in this discussion, it should be noted that the methods that are used in the training of employees in an organisation are the same as those used to develop them.

1.8 Framework for the research

The research will comprise six chapters, briefly outlined as follows:

Chapter One
Historical background to the National Curriculum Statement

Chapter one provides an introduction into the historical background leading to the implementation of the NCS, 2002. In the introduction, aspects that are covered include, amongst others, the background to the development of the South African education

system, the motivation for the study, the problem statement, the research objectives, concept clarification and a framework for the research.

Chapter Two
Research methodology

Chapter two looks into the research methodology of the research study, in which the qualitative research approach has been used. Other issues that are included are the relevance of qualitative research in Public Administration as a study discipline, the rationale for the use of a qualitative research design, a literature review and case study as qualitative instruments used in the study, as well as the target population and the boundaries within which the study focuses.

Chapter Three
The policy environment supporting training and development as it relates to education

Chapter three provides an extensive literature review on public administration and the environment within which the new education curriculum, the NCS, 2002, is implemented. The discussion includes a critical appraisal of the theoretical perspective in relation to training and development. The policy environment or the legislative framework for training and development is discussed, whereby legislations that are related to training and development are inspected. This would include, amongst others, the White Paper on Human Resource Management in the Public, Service, 1997; the Skills Development Act (97 of 1998); the Employment of Educators Act (76 of 1998); the Education White Paper 6: Special Needs Education: Building an Inclusive Education Training and Development, July 2002, and the Public Finance Management Act (1 of 1999). Furthermore, this chapter will look into the theory of training and development – that includes a discussion on the training and development methods. The training and development methods include both on-the-job training and development. The training and development methods that have been included in this chapter are, amongst others,

coaching, case studies, lectures, workshops, vestibule training, university programmes that are not for degrees, and role-playing.

Chapter Four
Training and development challenges

A comprehensive critical analysis of the training and development challenges is discussed in this chapter. The focus is on two different perspectives. The first perspective is from the Department of Basic Education, while the second perspective is from the educators, the intended recipients of training and development in this research study. This includes, amongst others, factors that negatively affect the successful implementation of the new curriculum, the NCS, 2002.

Chapter Five
Training and development models

Chapter five of this research study provides a critical discussion of the conceptualised training and development model that could provide best training and development practices for public schools educators in the Limpopo Department of Education, generally, and Vhembe District, in particular. The research study further adopts Nadler's critical events model as a planning approach and model for the training and development of trainers for training and development purposes in the effective implementation of the conceptualised training and development model – during the training and development of the public schools educators – so that they will be able to implement the new curriculum, the NCS, 2002 effectively in the Limpopo Department of Education.

Chapter Six
Findings, recommendations and conclusion

Chapter six gives the conclusion and recommendations of the research study on the training and development of public school educators in the Limpopo Department of Education, in general, and Vhembe District, in particular.

1.9. Conclusion

This chapter serves as a roadmap that shows the direction the study takes in its attempt to conduct an investigation into the implementation of the new curriculum, the NCS, 2002. The problems that are encountered in the implementation of NCS, 2002 are mainly based on insufficient provision of training and development to public school educators. As a result, the research objectives given in this chapter include, amongst others, the importance of training and development for the effective implementation of the new curriculum in Vhembe District – as a case study in the Limpopo Department of Education – for the ultimate provision of quality education.

In the next chapter, attention will be given to the research methodology that the research study follows, as well as to its literature review.