

## CHAPTER FOUR

### EDUCATOR TRAINING AND DEVELOPMENT CHALLENGES

#### 4.1 Introduction

All organisations are able to deliver their goods and services when their employees do their work effectively – in order to attain their set organisational objectives. For this to be achieved, the people need to be well trained and developed, so that their skills, knowledge levels and attitudes are honed. This is expected, regardless of the challenges that both the organisations and their employees have to face along the way. As it has just been indicated, essential components of human resource development in any organisation in the achievement of set objectives are training and development. The effective implementation of training and development programmes should help organisations to achieve their vision and missions. It is through training that employees are assisted in doing their current jobs more effectively. The ultimate benefit of training and development can be enjoyed by both partners, as it involves the employers who plan for the training and development programmes and the ultimate provision of training and development to the employees, as well as the trainees receiving the planned training and development. Although positive results are expected to be achieved through training and development, challenges with their specific employees are unavoidable in organisations.

The challenges referred to here may occur on both sides. In the organisation both the employer and the employees frequently need to receive such training and development. It could be argued that the provision of training and development programmes does not necessarily guarantee increased performance by either the trainees or the organisation. All these demands require the adequate provision of resources for training and development to be effective and committed by both parties involved. Hence, there are challenges that need to be addressed for the success of any training and development programme provided. Great care has to be taken throughout all the critical stages required in a training and development process, so that training and development will be

efficient and effective, thereby minimising or eliminating training and development challenges, so that the set objectives can be realised.

The challenges that are outlined in this chapter have also been corroborated by both the educators and the curriculum advisors who responded to the questionnaires handed to them. Amongst other issues, the questionnaires wanted respondents to give their views on matters affecting any challenges to the new curriculum, the NCS, 2002. Educator attitudes towards the new curriculum; time allocated to training and development; the attendance of workshops by educators; the training and development content; the competency level of trainers; the availability of resources for the effective implementation of the new curriculum, the NCS, 2002; and the supporting role played by curriculum advisors. The findings in the study provide an argument on the challenges facing the educators' training and development programmes within the perspectives of both the Department of Basic Education and those of the educators themselves.

#### **4.2 The Department of Basic Education's perspective**

As in any other organisation, the Department of Basic Education is faced with various challenges during the training and development of its educators for the effective implementation of the new curriculum, the NCS, 2002 in public schools. Organisations continue to struggle in their attempt to retain competent and talented employees for their benefit, so that quality products and services are consistently provided. According to Kraiger ([ed.] 2002: 15), it is of the utmost importance to attract, retain, train and develop those employees who possess critical competences in the organisation – so that their set objectives can be realised.

Attracting and retaining competent and talented educators in public schools is one of the greatest challenges the Department of Basic Education faces. The provision of training and development to public schools educators is aimed at enabling them to function at their expected level of performance. This is the level of performance where educators can provide quality education to their learners, so that the set objectives are realised. The new curriculum, the NCS, 2002, aims to develop the full potential of each

learner – in order to actively participate in the sustainable development of their country. According to the new curriculum, the NCS, 2002, the curriculum seeks to create a lifelong learner who is confident and independent, literate, numerate, multi-skilled, compassionate, and one with a respect for the environment and the ability to participate as a critical and active citizen.

The Limpopo Department of Education is largely providing its educational service in rural areas. This is the place where most of the public schools are found. The Vhembe District, which is the case study of this research, has most of its public schools in the rural areas. However, failure to provide adequate provision of training and development to the public schools educators may affect the effective implementation of the new curriculum, the NCS, 2002. This is made evident by the way in which most educators encounter difficulties in the correct interpretation of the new curriculum, the NCS, 2002, for its effective implementation in schools. Educators are still struggling with the new curriculum and its teaching approach, the OBE. This requires educators to assume the facilitator's role during the learning and teaching situation. While educators become facilitators of learning and teaching, they are expected to apply different methods of teaching when interacting with their learners. In responding to the questionnaire's first question that requires the educators' viewpoint on 'the major challenges facing the education system in South Africa since the introduction of the new curriculum, the NCS, 2002', the following was one of the responses given:

*“Teachers are the last people in the implementation of the NCS; and yet they are not adequately trained in the new curriculum; and this renders them less confident.”*

The following section will describe some of the identified challenges that impact negatively in the effective implementation of training and development programmes in the Limpopo Department of Education, generally, and the Vhembe District in particular. The training and development challenges that the study discusses in this chapter focus on both the perspectives of the Limpopo Department of Education, as the employer, and on the educators in public schools as employees of the Department. These educators are the ones who are rendering their tasks in their respective schools in different circuits that are to be found in different districts, such as the Vhembe District.

The training and development challenges identified in the study are training and development challenges that are taking place during a time of educational transformation in the education system in South Africa. These are times in which the new curriculum, the NCS, 2002, is being implemented in schools. In this regard, the trainers are tasked with the responsibility of facilitating change in the Department of Basic Education – so that the current and future performance of public school educators can be improved, in order to achieve quality education in the Republic of South Africa.

#### **4.2.1 Selective training**

The educational transformation in South Africa that sees the introduction of the new curriculum in the education system, the NCS, 2002, brings with it some training and development challenges in the Limpopo Department of Education, particularly in the Vhembe District. Sometimes training is not all-inclusive. This means that all the educators teaching the same subject in the same grades are not necessarily given the same opportunity to attend the specific training and development workshop. Instead, invitations are often selective, or they limit the training workshop attendance to either one or two educators per school.

An example in this regard, is when two educators are teaching grade 12 History, one teaching African history and the other teaching European history, and/ or when two educators are teaching English in Grade 12, where one is teaching literature and the other one is teaching grammar. The information or knowledge that has been received from the workshop is shared or cascaded down to those who did not attend; and it can, consequently, be quite easily distorted. This argument is supported by the responses that educators gave to the last question of the interview schedule for educators (Annexure B: 20). The educator said principals do not allow all educators teaching or sharing the same subject to attend workshops during the week so that they “... *do not lose their lessons and this has negative impact in understanding NCS*”, and that “...*principals are not supportive because they do not understand NCS*”.

The Limpopo Department of Education is currently embarking on a special programme for the training of content matter in subject training and development. In this Continuing Professional Development (CPD) Programme, the training is selective. This is a full-time four months intensive training and development programme that focuses on the different subject contents for the new curriculum, the NCS, 2002, as a part of the Continuing Professional Development (CPD) Programme. The CPD Programme provides professional development to both curriculum advisors and educators who are called at different times to receive training and development in their subject specialisations.

The professional training and development takes place at the MASTEC Institute (the Mathematics, Science and Technology Centre) and its satellite centres, namely: Makhado in the Vhembe District that specialises in commercial subjects; Tivumbeni in Mopani District that specialises in Languages; and Sekhukhune in the Greater Sekhukhune District, which teaches all the subjects. However, only one educator per circuit was selected, but the criteria for the selection of an educator were not made available to the schools. The invitation circular from either the Limpopo Department of Education or the Vhembe District was not sent to the schools. According to Siaga (2010), a respondent of the educator interview schedule and an educator at Zwithuzwavhudi Secondary, one educator teaching grade 10 in his school was invited to attend a continuous professional development at MASTEC on Grade 12 Life Sciences content.

The educator argued that the training “...*did not benefit the school or learners, as the educator refused to teach Grade 12, as she said she is not competent for the Grade 12, as four months training was not enough*”. It could therefore be argued that if the process for the selection for this continuous professional development was transparent, the principal would have requested the educator responsible for Grade 12 to attend, so that he/she could have been capacitated in order to improve learner performance in the subject. It also means that the time allocated for such training is inadequate. As a result, this practice reflects poor coordination between the District and the circuits, as well as

the schools. In responding to the question on the effectiveness of communication and co-ordination between the District and schools, the views of the respondents were that; “...not effective at all...”; “...circulars from District arrive late beyond the deadline, or do not arrive at all”. This practice is not transparent or well-coordinated; and it could eventually compromise the achievement of the intended set objectives of training and development in the Limpopo Department of Education, and the Vhembe District in particular.

DeCenzo and Robbins (2010: 190) are of the view that equal training opportunities must exist for all the employees of an organisation, as training programmes may be required for promotion later in the organisation. It can therefore be argued that failure to be transparent in something as simple as informing all employees on the training programme schedule would make them suspicious of the training programme and its fairness. Training and development are all about investment in human capital. According to Erasmus *et al.* (2010: 1), the lack of investment in human resource has a negative impact on employees, as it leads to low productivity; older staff members become redundant; a higher staff turnover is experienced; a fear of technological advancement may occur during this age of technology; and all these may lead to an illiterate workforce within the organisation.

The process of selective training is largely influenced either by an inadequate allocation of training and development funds or by under-utilisation of the training funds that are available. Enough funds for training and development should be set aside for the effective training and development given to educators. For example, the FET band in the Vhembe District has provided the financial report of the financial year 2010/2011. As much as R48 462.72 has already been used for teacher development – out of a total budget of R680 000, the budget was not fully utilised. According to Muloiwa (2011), the coordinator of the GET Band in Vhembe District, there is no separate budget that is allocated for the GET band. All the FET and GET bands are expected to use the allocated funds in the district for teacher development. It means that the total available budget of R680 000 has to be shared between the GET and FET bands respectively. By

June 2010, the GET band has already committed about R111 320.50 of their portion for teacher development.

The practice of under-spending on training and development on curriculum matters has remained like that, regardless of the numerous submissions that have been made to the Curriculum Division of the Limpopo Department of Education, that each band, the FET and GET, should be allocated its own budget separately. As a result, this arrangement of centralising training budget is not workable, because there is gross under-spending of the training and development budget for educators in the Vhembe District. It is against this background that the study argues that there is evidence of under-spending on the training and development of educators for the successful implementation of the new curriculum, the NCS, 2002 in public schools in the Vhembe District.

The following table indicates an under-spending of the budget for the 2010/2011 financial year that has been allocated in the Vhembe District:

**Table 1: Budget allocation in FET and GET schools 2009/2010**

BAND	Allocated budget	Funds committed on training and development
FET BAND	R680 000	R48 462.72
GET BAND		R 111 320.50

Source: (*Finance Manager, Vhembe District: 2010*)

Adequate time has to be made available both during the week and over the weekend for the provision of an effective training and development course for educators. The new curriculum, the NCS, 2002, needs intensive training of educators, since they are the implementers of the new curriculum in their respective schools. Because educators should take training seriously, managers should always engage in a training audit, so as

to identify any training gaps that could constitute a serious challenge for performance improvement.

#### **4.2.2 Shortage of competent educators in public schools**

While it is correct that educators' performance levels are not the same, but differ from individual to individual, this means that different educators in different subjects perform differently. For a developing country like South Africa to have sound economic development that is sustainable, the MEC for Education in the Limpopo Province, Dickson Namane Masemola (2010) in addressing educators, stated that there is a need for specialists, such as engineers, doctors, farmers, scientists, and bankers who will be able to contribute to the sustainable economic development as participating partners in the global economy.

Consequently, there is a great demand for educators who are specialists in both science and commercial subjects. These include subjects, such as Physical Science; Mathematics; Agricultural Science, Economics, Business Studies and Accounting. But there is a shortage of educators who specialise in these subjects. According to Lidzhade (2010), a Principal of William Themeli Secondary School in Sibasa Circuit, Vhembe District, has been in need of a Physical Science educator since March 2010, when the responsible subject teacher was promoted to another school. The Principal further indicated that the matter had also been made known to the Member of the Executive Council (MEC) for Education in the Limpopo Province. The school has advertised the post since March 2010, but without any success. The affected learners have remained with no permanent Physical Science educator for the rest of the year, as the post has never been filled, regardless of the advertisement – that failed to attract any response from qualified educators. Other schools in the Vhembe District that were affected by the shortage of educators in the scarce skills subjects were, according to Phalanndwa, a curriculum advisor for Physical Science (2010), who were fortunate to obtain employment from foreign educators, are amongst others, Mbilwi, Thengwe and Matavhela Secondary Schools.

The rationalisation of colleges of education has left the Limpopo Province with no Teachers' Training College available to train and develop educators. Students who want to pursue a vocation in the teaching profession can only do so via the universities. The move to close Colleges of Education has contributed to the severe shortage of educators, including those in the scarce skills subjects, such as Mathematics, Science and commercial subjects. As a result, the shortage of these educators in public schools in the scarce skills subjects leaves the Vhembe District in the Limpopo Department of Education with no other alternative, but to turn to the recruitment of any available and qualified foreign educators as a solution to this challenge.

In responding to the questionnaire (Annexure B: 9), on whether the educator is one of those '...receiving full-time provincial content training?' the response was *"no"; and all subjects must receive equal treatment – not only Mathematics, Science and Commercial subjects"*. As a result, The Limpopo Department of Education, in general, and the Vhembe District, in particular, has been forced to rely largely on foreign educators. According to the statistical information received from the Human Resource Section (2010) in the Vhembe District, there are about 50 foreign educators from Zimbabwe now working in public schools in the District. According to Victor Murumisi (2011), a mathematics teacher with a Bachelor of Science in Mathematics and a Bachelor of Education degree at Nazarene School of Natural Science in the Mvudi Circuit in Vhembe District, many Zimbabwean educators who are in the Limpopo Province are those who want to be nearer to their home country and their families. In his argument, the need to support his parents and siblings made Murumisi and wife, also an educator, to search for employment in Vhembe District.

According to Clemence Chikurumisi (2011), an educator with a Bachelor of Education in Accounting at Murunwa School of Excellence, the quality of education that they obtained in their country Zimbabwe, saw some of the professionals, including educators, being recruited to other countries, such as the United States of America, Britain, Canada, Cuba and Australia. As a result, many of these educators from Zimbabwe who are now working in the Vhembe District are specialists in Mathematics,

Science, Accounting and Economics. These educators are dedicated, competent and committed to their work. In some instances, the shortage of qualified and competent public school educators in the Vhembe District is made evident by the failure to get these educators, regardless of the advertisements for vacant posts in some secondary schools in the District. Some of these advertised posts remained vacant or were not filled for more than a year, as indicated in the case of William Themeli Secondary School. But according to Tshivhase (2010), a District official in the Vhembe District, it is difficult to be sure of the exact number, since these educators are mostly appointed on a temporary basis. This is done because most of the posts that have to be filled are those left by educators who have obtained a promotion. Filling the existing vacancy is unnecessarily delayed; and this has a negative impact on learners, and consequently, compromises the quality of education in the province generally.

Some of these vacant posts are filled by the rationalisation and redeployment of educators who are in excess in their respective schools. But in some instances, such educators are not properly placed. For example, a subject teacher who is also a head of department of a learning field – either in languages or in science – at a secondary school was placed in a primary school where there is an equivalent post. This is done despite the fact that the educator concerned has completed the required teaching methodology training for a secondary school post. Such a practice may be viewed as a mismatch in the placement of educators during the processes of rationalisation and redeployment.

#### **4.2.3 Poor learner performance**

The training and development programmes for the new curriculum, the NCS 2002 that have been provided to the public schools educators have brought minimal changes in improving learners' performance. This argument is supported by the Grade 12 results from the statistical information that has been outlined in the *Turn-Around Strategy to Improve Education in Limpopo (2011)*. This has been demonstrated by the high failure

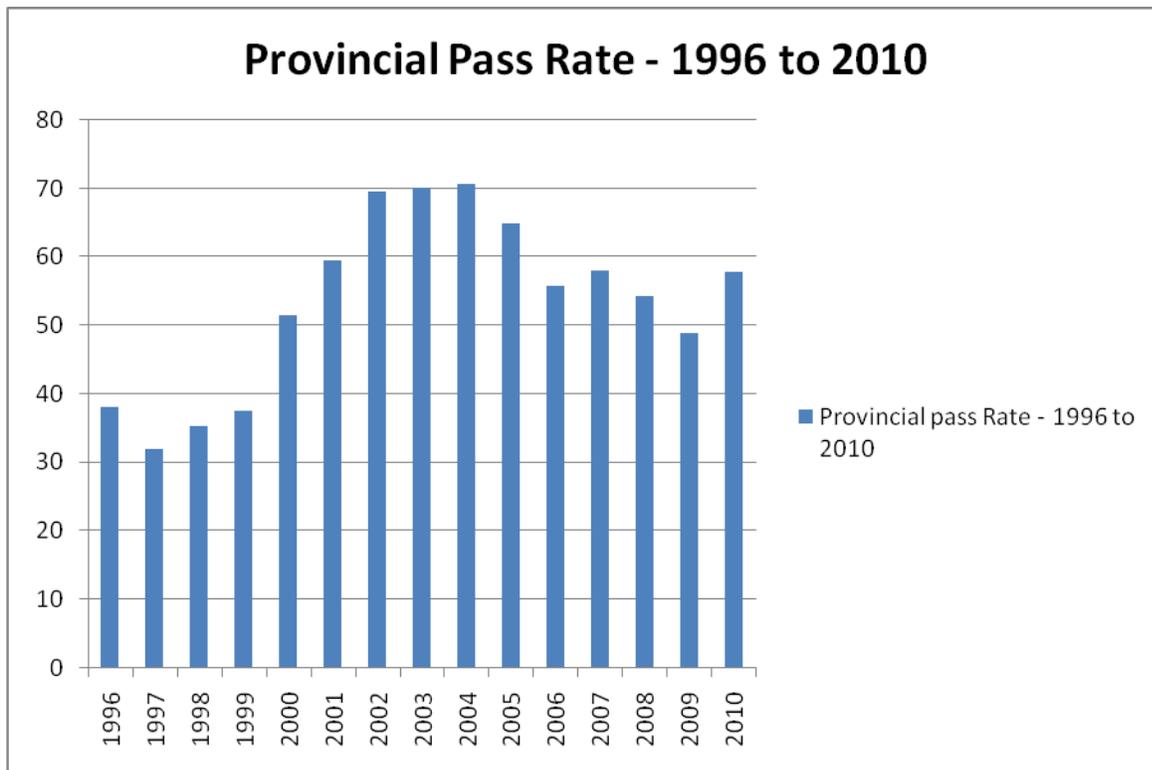
rate in Grade 12, when learners sat for their National Senior Certificate examinations. However, there are a few learners who have shown excellent performance.

The Department of Basic Education has realised that although training is provided as an intervention strategy to boost the competence level of educators, learner performance ever since the introduction of the new curriculum, the NCS, 2002, seems to be generally decreasing. According to Sarah Gravett, the Dean of the Faculty of Education at the University of Johannesburg (Mail & Guardian, January 14 to 20 2011:39), although the Grade 12 results are not the only way to assess the quality of the education system in the country; this is however, the only way that the general public measures performance in education. The first Grade 12 examinations on the new curriculum were written in 2008. Ever since 2010, the Grade 12 results have been on the decline.

The following is the table and graphic representation of the Grade 12 learners' performance in the Limpopo Department of Education (Grade 12 results) before and after the introduction of the new curriculum, the NCS, 2002, from 1996 to 2010:

**Table 2: Learner Performance in Grade 12**  
**Provincial Pass Rate – 1996 to 2010**

Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
%	38.0	31.8	35.2	37.5	51.4	59.5	69.5	70.2	70.6	64.9	55.7	58.0	54.3	48.9	57.9



Source: (Department of Education, Limpopo Province, 2011: *Turn-Around Strategy to Improve Education in Limpopo: Basic Education and Further Education and Training System*, Limpopo Department of Education, February 2011, Review Printers, Polokwane.

The sudden sharp increase in performance in 2010 to 57, 9 percent for these Grade 12 results could, amongst other factors, be attributed to an extensive exposure to the Winter Enrichment Classes (WEC) that learners were subjected to and the open-book tasks that were given to learners, so that they could keep themselves busy. Schools went for recess during June earlier than usual, because of the FIFA World Cup that

South Africa hosted in 2010. As a result, the SABC television channels and the SABC Radio Stations broadcasted lessons of different subjects on the air for learners who would be writing the November Grade 12 examinations. In addition, the Department of Basic Education developed and distributed subject study guides, which were distributed in public schools to the Grade 12 learners. In the Limpopo Department of Education, all educators for the WEC were selected on the basis of their performance according to their Grade 12 results in their respective subjects during the previous years. Both pre-tests and post-tests were set for learners who attended these classes, so that their problem areas could be identified and addressed.

According to Leigh (2006: 5), the fact that the identified problem could be related to job performance does not automatically mean that it could be resolved by training. There are a number of factors that contribute to poor performance, quite apart from the number of training sessions given to educators. Some of the factors that contribute to ineffectiveness by public schools educators are (according to Manyaga [2010], a Principal at John Shavhani Secondary School) the lack of skills; insufficient knowledge; lack of motivation; lack of commitment; unsuitable working conditions; shortage of resources; resistance to change; negative attitudes to training and poor planning.

The importance of the provision of resources that could help with the improvement of learner performance has been emphasised by the respondents from both the focus group and the questionnaire, as all quoted the 'lack of laboratories, libraries, computer labs, as well as the shortage of textbooks in schools'. All these resources need people who are well trained, so that the available resources could yield positive results for the improvement of learner performance. Mukwevho (2010), a Principal of Mapate Primary School in Dzindi Circuit in the Vhembe District, argued that the new teaching methodology, the OBE, is problematic and difficult to apply in large classes. Educators must use resources, such as learning and teaching support materials, in the form of textbooks, newspaper cuttings and magazines for their classroom situations. An OBE approach is learner-centred and needs small classes that are manageable, where an educator can easily adopt the facilitator's role while learning takes place. But

commitment by educators is imperative; it needs to go hand-in-hand with the effective planning of the lessons being presented. According to President Jacob Zuma (2010), education is one of the five priorities of the current ANC-led government.

Educators are constantly reminded of the three non-negotiables in educational matters: to be in class, on time and to teach. The Member of the Executive Council for Education in the Limpopo Department of Education, Namane Dickson Masemola, constantly reminds educators in his District meetings of these three non-negotiables. However, skills training and development cannot always provide suitable solutions. Training and development that target the broadening of the knowledge base of educators seems to be insufficient and sometimes fails to meet the expected results. There are educators who are unwilling to accept any changes in education, even after the introduction of the new curriculum. In responding to the questionnaire on why some educators resist change, the responses given were *“fear of the unknown”*; *“unwillingness to study”*, and *“the new curriculum needs people who read widely”*.

Although the Vhembe District foreign educators appointed in public schools are competent enough to teach these scarce skill subjects, such as Mathematics and Physical Science, about 50 of them have no knowledge of the new curriculum, the NCS, 2002, and its OBE approach. What they need, like any local educator, is an effective training and development opportunity in the correct interpretation of the new curriculum, the NCS, 2002, and for its correct implementation in schools. The provision of an effective training and development opportunity, together with the necessary resources related to the new curriculum, the NCS, 2002, becomes the only solution that can, at least, provide a mechanism whereby they can become familiar with the new curriculum.

The current training provided is inadequate, as there is no in-depth provision of training in the OBE methodology for its practical application in the classroom situation. All the educators who responded to the question: ‘Do you think the training and development you received ... is adequate?’ (Annexure B: 8), replied with a resounding *“No, the training is not adequate because it is done like a crash-course, where too much content*

*is taught within a short time*". The curriculum advisors who responded to the question: 'Do you think the time allocated for the workshops provided to educators is adequate...?' responded that, "...*the time allocated to educator workshops was inadequate*".

According to Booij (2010), a history educator at Shayandima Secondary School, most of the training and development programmes that educators received were inadequate and were mainly focused on the new content to be taught to learners, and not on OBE as a teaching and learning methodology. This is the methodology that focuses on the teaching and learning approach that is learner-centred, which is different from the traditional approach that was teacher-centred. Through the OBE approach, there is no room for rote learning, since critical thinking skills are encouraged, so that learner performance could be improved. The long-term effect of these becomes evident when the final results for the National Senior Certificates are released.

#### **4.2.4 Job involvement and organisational commitment**

According to Steers and Black (1994: 87), there are two job attitudes that need recognition, namely: job involvement and organisational commitment. Job involvement is explained as referring to the extent to which an employee shows an interest in and commitment to all the tasks that assigned to him/her; while, organisational commitment is about the strength of an individual employee in identifying with the organisation. The inadequate provision of training and development leads to ineffective implementation of the well-drafted policies, such as the new curriculum, NCS, 2002, in the Limpopo Department of Education. This is a practice that could be interpreted by some in the organisation as showing a lack of organisational commitment and co-ordinating curriculum activities. Where there is no organisational commitment, employees' interest in carrying out their job-related tasks is compromised.

In responding to the question on how curriculum activities are co-ordinated in the Vhembe District and the circuits, responses from the curriculum advisors were the following: "... *subject co-ordinators at the District levels dictate to curriculum advisors at*

*circuit levels without their inputs”; “curriculum co-ordinators at the District bypass circuit managers” and “... curriculum advisors at circuits may have their plans, but their plans are always derailed by the District co-ordinators who fail to provide good co-ordination and participation by all the curriculum advisors...”.*

All the above given responses show a serious lack of proper co-ordination and involvement in curriculum activities by all the curriculum advisors in the Vhembe District. Policies need commitment from both senior and middle managers to draw good plans, indicating thereby the appropriate course of action to be followed that would render the new curriculum to be effectively implemented, so that theory is brought to practice. All these plans should be provided with the necessary resources that would help execute the plans efficiently and effectively. For this to happen there has to be a high level of commitment and competency shown by management, which is a cause for concern by the Limpopo Department of Education.

For those curriculum advisors and trainers who indicated in the first question of their questionnaire on whether they had received ‘training on the new curriculum, the NCS, 2002’, their response was: *“Yes, but it was inadequate”* and *“I was never trained on NCS”*. One could well argue that the failure to provide intensive training and development to curriculum advisors has, to some extent, compromised the effective achievement of the set training and developmental objectives. As a result, this ultimately affects organisational commitment as the confidence level is affected negatively. Any lack of organisational commitment will ultimately have a negative impact on the provision of quality education in the Limpopo Province. For example, the 2009 dysfunctional schools in the Vhembe District (schools that obtained less than 40% pass rate), such as Ozias Davhana (Soutpansberg East Circuit), Dzwaboni (Sibasa Circuit), Vhudzani (Vhuronga 1 Circuit), Malovhana (Hlanganani North Circuit) and Vhusendeka (Nzhelele East Circuit) comprise a joint indication of school managers and their school management teams (SMTs) who do not give themselves time to assess and evaluate those factors that contribute to the poor performance and low morale of the educators in their schools.

It is, therefore imperative, for the Principals and their SMTs to show commitment to their organisations by becoming involved in the execution of their management tasks. Part of their job involvement is conducting strengths, weaknesses, opportunities and threats (SWOT) analyses of their schools, so that would then be able to draw up their turn-around strategies that would help improve their performance. In this way, learner performance could also be increased. The turn-around strategies that the Principals and the SMTs develop should outline the intervention strategies that would, through their commitment, help achieve the departmental objective of quality education.

The lack of commitment is exacerbated by the inadequate support for the new curriculum, the NCS, 2002, given by supervisors, such as subject heads and school managers in schools. Educators are not receiving support in the correct and effective implementation of the new curriculum, the NCS, 2002. Supervisors are expected to conduct internal school support that would help identify training gaps that could either be addressed internally through on-the-job training or off-the-job training conducted externally through an organised and planned training opportunity that could be provided either at district or provincial level.

But this kind of support is not welcomed by educators, who are not comfortable with these class visits. They regard this practice as more punitive than a corrective measure; hence, their resistance to this positive change. Such a challenge indicates that schools do not have systems and processes in place that could help to check the effect that training has in improving individual educator performance. According to Netshiombo (2010), a curriculum advisor at Mutshindudi Circuit, has highlighted the inadequate training and development that educators receive and suggested that it should be evaluated using a well-prepared evaluation form both at school, and by the curriculum advisors, so that training and development challenges affecting the effective implementation of NCS, 2002, could be identified.

When the training challenges have been identified, follow-up training and development programmes could then be planned, and eventually carried out, by the district officials or

curriculum advisors. According to Kraiger (2002: 70), there are many organisations that conduct annual surveys that help identify factors that affect employee morale, retention and performance. Moskowitz (2008: 4) identified the following forces as having an impact on effective training, namely: senior and middle managers, supervisors, co-workers, processes, resources, and all those equipments that play a role in assisting or preventing the new behaviours that employees need to show after receiving their training and development. These issues enable managers to identify some aspects that should inform the selection of training needs and or content, as well as proposing the time when such training should be provided.

Sometimes, the training need that is identified may help determine whether the training could be provided in the workplace (on-job-training) or outside the workplace (off-the-job-training). For training programmes to become meaningful and to achieve the set objectives, the intended recipients of training must be committed to change. They must be prepared to learn the new ways of doing things, as they adapt to issues of transformation. Issues of commitment go beyond just mere passive loyalty to the organisation (Steers and Black, 1994:87).

#### **4.2.5 Resistance to change**

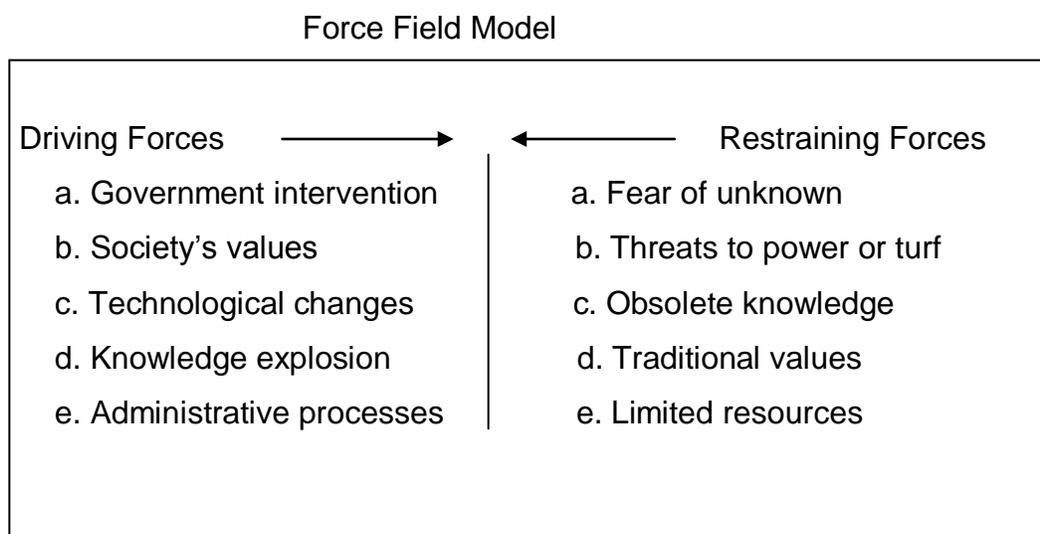
A well-planned and correctly implemented training and development programme is an important tool in bringing quality procedures and performance improvement to an organisation. Training as a process is all about change that is visible within an organisation through its outputs in the form of quality goods and services. According to the responses that some educators gave for the reasons why... some educators resist change', the response was that: *"They think that the new curriculum will threaten their work"*; and that, *"They are more ...comfortable with what they know ... than with what they do not know"*.

The employees who honestly and seriously receive training become change agents of their organisation. According to Van der Waldt and Helmbold (1995: 98), people are naturally doubtful of change for different reasons; for example, whether they will be

required in the future, whether their skills will be appreciated, and whether they will be able to keep up with the demands of the new issues to be implemented. If these questions are not adequately answered, it could lead to poor performance. Ornstein and Hunkins (2004: 305-306) explain this theory of change, as: People finding themselves in environment composed of competing forces: driving forces and restraining forces. These restraining forces are factors that hinder change in the organisation.

Such restraining forces that hinder change in the organisation are shown in a theoretical model referred to as a Force Field Model, represented as follows:

**Figure 1: Force Field Model**



Source: (Ornstein A.C and Hunkins, F.P. 2004. *Curriculum: Foundations, Principles, and Issues*. Pearson, Paris.pp:305-306.)

Educators in the Vhembe District are faced with the same fears and challenges to training and development for the curriculum, the NCS, 2002. They are influenced by fear of losing their jobs and obsolescence; they are also afraid of any new ways of doing things that the new curriculum, the NCS, 2002, could bring, for example the new teaching approach, the OBE and its emphasis on the application of different teaching methodologies. In his attempt to show some of the reasons why there is resistance to change by some educators to the new curriculum, Salim Vally (2010), a former trade

unionist and now senior researcher in the Centre for Education Rights and Transformation at the University of Johannesburg, stated that:

*"The introduction of outcomes-based education (OBE) did not help teachers. It deepened insecurity because it was imposed and took away the autonomy of teachers."*

This statement shows that educators are afraid of change and frequently feel threatened, thinking that their inability to apply the new teaching methodology could cause them to lose their jobs as educator during this educational period of transformation.

Training and development are all about changes in knowledge and skill levels of employees; changes in how accumulated skills are effectively used; changes in the way in which the organisational processes are finalised; changes in how employees relate to one another; and changes in the culture of an organisation (Johnson, 1993: 58). Training is aimed at changing attitudes, increasing knowledge levels, as well as building up the skills of the employees, in order for them to improve their performance. Negative attitudes to change and transformation prevent most educators from effectively use the acquired knowledge and skills gathered during training – to be used positively in pursuit of the desired set objectives of the Department. Since the human resources in every organisation are the most important asset, the success of any planned transformation relies heavily on the positive attitudes that should be demonstrated by the people or employees as drivers of change. According to Sloman (1999:21), training becomes important and can be used as a competitive advantage, because the advantage lies in the skills and capabilities of the knowledge workers.

Through training, the best practices are implemented to the advantage of the Department of Basic Education; but because of the negative attitudes that most educators have to training in the implementation of the new curriculum, the chances of the practical application of the best practices are rare or minimal. The Limpopo Department of Education and the Vhembe District both expect that after each training and development programme, educators will use that knowledge and skill gained during training to improve their performance. But most educators do not take training in the

new curriculum, NCS, 2002; seriously, because they have negative attitudes to the OBE approach, as they allege it to be too demanding. This is evident in the poor attendance of NCS workshops conducted in the afternoons during the week.

Instead of making use of the new approach, most educators continue to use the traditional method of teaching that is teacher centered, which is a method that promotes rote learning, a learning process that encourages the memorisation of facts by learners. Clarke, in the *Mail and Guardian* (2010:51), points out that the available research findings on effective schooling and learner success show strong evidence that links the ability of an educator to being able to encourage learners' engagement in their thinking and creative ability through appropriate assessment or questioning, and the educator's ability to select and use different teaching styles in order to improve both learning and teaching and better academic performance.

If in-school support were done in public schools, areas that require re-training could easily be detected and become part of the future training content. Perhaps change itself could become part of the training content for educators. According to Hackett (2003: 5), training helps to improve the capability of an organisation. Each employee within the organisation is expected to do his or her job in a manner that would enhance the chances of that organisation to achieve its set objectives. But for each employee to do a good job demands capable processes within the organisation, capable employees and capable performance, where training gaps that affect performance can be quickly identified and addressed. Above all, employees themselves must be willing and committed to change their attitudes and accept change. For an organisation to achieve its training objectives, resistance to change should be minimised or removed, so that employees' confidence can be built up. In this regard, the trainers should be knowledgeable enough – so that they can build the confidence of their trainees.

#### 4.2.6 The inadequate knowledge level of trainers

The quality of trainers or facilitators plays a role in determining the quality of learning and drawing the interests of learners or trainees. As a result of the study findings, based on the focus group and the responses in the questionnaire, it could be argued that not all trainers had received training and development in NCS, 2002 and in the correct interpretation of policies. Yeowart and Soobrayan (2003: 254) have contended that there is a general belief that the quality of trainers, facilitators or educators providing training is not satisfactory.

This is further supported by the respondents in the questionnaire, who complain about the inadequate level of experience that they have in the implementation of a policy or government legislation. For example, in responding to the question: ‘How competent are your trainers in the training of the new curriculum, the NCS, 2002?’, some of the responses given include the following: *“Not competent at all.”* And: *“They also seem not to be well trained in the new curriculum”*. Some curriculum advisors confessed on the adequacy of their training in NCS, 2002 and/or guidelines on the correct interpretation of policies that: *“No training was received”*; *“ training was so inadequate that some of the policy documents on NCS are still difficult to interpret and explain to educators”*; and that *“... as a curriculum advisor, I had to struggle on my own to get to understand policies for proper implementation ... and this affected curriculum implementation, as it eroded my confidence”*.

This means that there were curriculum advisors who did not have the necessary confidence in what they were doing, because of the kind of training they had received. As a result, educators lost trust, respect and confidence in curriculum advisors who had not received adequate training in NCS, 2002 and its related policies.

The above arguments are supported by the findings of the Report of the Task Team for the Review of the implementation of NCS (2009), which was submitted to the Minister of Basic Education, Angie Motshega. According to the Report of the Task Team for the Review of the implementation of NCS (2009: 56), there are some trainers and

departmental officials whose experience and inadequate knowledge level in policy issues, including poor understanding of the new curriculum, NCS, 2002, is indeed a challenge for the effective training and development of public schools educators in the implementation of NCS, 2002. Johnson (1993: 51) is of the view that the training results can only be as good as the trainers who provided it. Furthermore, excellent training content materials are worth nothing if the trainers who provide the training are not of good quality. As a result, the selection of trainers is a critical step in the creation of an enabling environment, in which the improvement of workers' performance can become a way of life. According to Wills (1998: 83), a trainer who is "*learning the ropes*" will not be as productive and effective as an experienced trainer in achieving the training objectives. Again, an experienced trainer must be given an opportunity to learn new training content if training is to be effective; thereby, minimising training and developmental challenges. This inadequate knowledge level of trainers is the challenge that the Limpopo Department of Education, in general, and the Vhembe District, in particular, are facing.

The facilitation skills and inadequate knowledge level of the new curriculum, NCS, 2002, and its policy implications are challenges that affect the training and development of educators as recipients of curriculum training. The curriculum advisors who were interviewed, Nephawe (2010) and Netshiombo (2010), are of the view that the two days, and sometimes five-day generic workshops, that they attended over the weekends and during the week, were not enough for them to effectively understand the new curriculum, the NCS, 2002. As a result, they maintained that they were not adequately equipped to train educators effectively in the new curriculum. Training in the correct interpretation of educational policies, such as the subject statement policy for the NCS, 2002, and other supporting policies, such as White Paper 6, received very little attention. This forced curriculum advisors to read these policies and interpret them according to their own understanding. Eventually, this approach must lead to different interpretations of the same documents in the same district by these officials.

Trainers themselves need development. The success of the effective management of a training process in an organisation depends largely on the effective and efficient development of the trainers who conduct training. The fact that Wills (1998: 77) is of the view that an organisation may recruit experienced trainers, who may not be having an experience of the type of training they are expected to provide, however, clearly indicates that further relevant training should be provided. It is therefore important for these trainers to undergo a training and development programme, so that they are well capacitated and competent in new issues, such as the new curriculum, the NCS, 2002. Generally, trainers are regarded as experts in their training content. This is supported by Stout (1993: 10), who maintains that competent, trained staff can only emerge if effective training and development are made available to trainers. An example in this study on the inadequate knowledge level that trainers have of the new curriculum, the NCS, 2002, is an admission by about 154 former college lecturers from the former Colleges of Education in the Limpopo Department of Education, who became curriculum advisors. In support of the inadequate knowledge level of the new curriculum, the NCS, 2002, Mandoma (2010), an English curriculum advisor, gave the following response on the question: 'Do you think the training that you have received is adequate?' *'No, we only received in-house training for a few hours'*.

When these former college lecturers were still in teacher-training colleges, they focused on professional training as student teachers to become qualified educators. That does not mean that the experience that they have received gives any guarantee for success in training educators in curriculum matters for the effective implementation of the new curriculum, the NCS, 2002, in public schools. This is because the new curriculum and its teaching methodology, the OBE, are different from the old curriculum that was teacher-centered.

The curriculum advisors in the Limpopo Department of Education and the Vhembe District, in particular, had always wanted to participate in the intensive train-the-trainer programmes. These were programmes that prepared them to become trainers who would provide training and development to educators in the correct implementation of

the new curriculum, the NCS, 2002. However, the study has argued that not all curriculum advisors got the opportunity of receiving these training and development programmes, although they were still expected to provide training on NCS, 2002 to educators. As a result, most trainers or curriculum advisors' knowledge of the new curriculum, the NCS, 2002 was inadequate, because they did not receive effective training and development in the new curriculum.

The new education policies that helped shape the new curriculum, the NCS, 2002, need to be correctly interpreted to avoid misconceptions by both the educators and the curriculum advisors. The interpretation of policy documents has its own implications. A report of the Task Team for the Review of the implementation of NCS (2009: 20) referred this as provincial "policy layering", whereby the same national policy is interpreted differently by different provinces, as well as by different districts and within the same district. For example, one education policy can be interpreted differently by officers or trainers who are conducting the same training that is being conducted in different venues in the District or province, such as, for example, a reference to OBE as a curriculum, while others correctly refer to it as an approach for teaching of the new curriculum, the NCS, 2002. OBE is not a curriculum, as other trainers would interpret it. OBE is a teaching approach of the new curriculum, the NCS, 2002, that focuses on the achievement of specified outcomes in the learning and teaching environment. This challenge is influenced by the trainers' lack of exposure and understanding of policy issues that were not part of their training content throughout their academic and professional training.

The Limpopo Department of Education depends on both the former college lecturers and educators as trainers of educators in the implementation of the new curriculum, the NCS, 2002. This constitutes the Limpopo Department of Education's recruitment pool of trainers of educators in the effective implementation of the new curriculum, the NCS, 2002. About 15 curriculum advisors who were interviewed, conceded to being affected by what has been outlined here; namely: the lack of training experience and incorrect interpretation of educational policies. Their educational qualifications include amongst

others, Bachelors of Arts, Bachelors of Science; Bachelors of Commerce; Bachelors of Education; Master in Arts and Master in Education.

This problem is common in all the districts of the Limpopo Province, as well as in all the provinces when attempting to give their own interpretation of a national policy, or when districts try to interpret different NCS policy documents and guidelines for operational purposes. All these have led to the confusion of educators who are trainees. Since the introduction of the new curriculum, the NCS, 2002, the Department of Basic Education has built its human resource system through the train-the-trainer training approach. The Department of Basic Education issued Departmental circulars to Provincial Education Departments, whereby some curriculum advisors representing specific subjects were called to national workshops for the new curriculum, the NCS, 2002. It was in these national workshops where these curriculum advisors representing different subjects were trained to become provincial trainers and subject specialists in their respective subjects.

The Limpopo Department of Education is composed of five Districts namely: Capricorn, Mopani, Sekhukhune, Waterberg and Vhembe. This means that curriculum advisors from the Vhembe District attended the train-the-trainer workshops to become part of the provincial core training team. Their main task immediately after they had received training was to cascade the knowledge they had gained at the national workshops to their colleagues, the other district curriculum advisors, who did not have the opportunity to attend the train-the-trainer workshops.

The cascading approach has its own challenges. The major challenge that the cascading method has is that the information that is transferred is distorted along the way. This leaves those who receive the new information with little knowledge of what they are expected to have, since all of them would be trainers of educators in the new curriculum, the NCS, 2002. There are 12 curriculum advisors who responded to the questionnaire in the Vhembe District, who are trainers, but did not receive any generic or general training in the new curriculum, the NCS, 2002.

Nine of the 12 curriculum advisors had received training on management and development for the Principals and their school-management teams (SMTs), while others were receiving generic training on NCS, 2002, before they were requested to fit themselves into their subject specialisation to become subject specialists and curriculum advisors. The kind of training they had received focused on the streamlining and strengthening of Curriculum 2005, the curriculum that was replaced by the NCS, 2002, a new curriculum that also adopted the OBE approach as a methodology for the teaching and learning in public schools.

The challenge of knowing the difference between the OBE and NCS is a missing link of knowledge that leads to misconceptions, as some trainers confuse the OBE approach with the new curriculum, the NCS, 2002. They regard OBE as a curriculum, while very little is said about NCS, 2002, as a curriculum, and these are two different things. According to Dr Juanita Kloppers-Lourens in the Mail and Guardian (2010: 50) (an MP and the Democratic Alliance's spokesperson on Basic Education), the difference between NCS and OBE is the difference between what and how – what needs to be taught in the classroom and how it should be taught. The what, is the curriculum, the NCS; and the how, which is the teaching approach, focuses on the outcomes that need to be achieved after the teaching and learning have been conducted.

Although educators agree that there are trainers or curriculum advisors who have good training skills and are competent in what they are doing, there are others whose training skills need to be effectively improved for the benefit of their trainees, the educators. They are incompetent and it makes them feel uncomfortable during training sessions, a challenge that affects their confidence level when they provide training to educators. Sometimes, training experience helps in building capacity and makes trainers effective in their job of providing training.

In support of the fact there are some curriculum advisors who are incompetent, a *“Report of the Task Team for the Review of Implementation of National Curriculum*

*Statement: Final Report October 2009*” maintains that submission has been made to the Ministerial Task Team that presented the training (2009: 22-23). The Report (2009: 22-23) states that some officials have a superficial understanding of the new curriculum. These officials frequently have received less training on curriculum than the educators themselves, as they have not had the experience of teaching the curriculum. Most of them are the recently appointed curriculum advisors. Wills (1998: 89) maintains that trainers have to be intelligent enough to understand all the concepts of the presentation. A trainer should know his job function and role within the organisation. This would help the trainer not to appear foolish before his or her trainees.

#### **4.2.7 The multiple roles of curriculum advisors**

The Vhembe District is, according to its Human Resource Section (2010), currently composed of a total of 154 curriculum advisors or Senior Education Specialists (SES), 63 of whom are employed as the General Education and Training (GET) band, while 91 are employed as Further Education and Training (FET) band Senior Education Specialists. These are trainers who are responsible for the provision of educator training in the Vhembe District.

The number of these curriculum advisors is not evenly distributed in all the 27 circuits in the District, with a great shortage of the GET curriculum advisors in some of the circuits. There is also a need to increase the number of the FET curriculum advisors in the FET band, in order to effectively give educator support to schools within the Vhembe District. These are trainers who are expected to provide training and development in the new curriculum, NCS, 2002 to educators for the effective implementation in public schools in the Vhembe District. These curriculum advisors are appointed by the Limpopo Department of Education, with the sole aim of recruiting subject specialists who will provide training, monitoring and support roles to educators in schools. Each subject, either in the GET or FET, should have its advisor in each circuit within each district in the Limpopo Department of Education, including the Vhembe District. According to Aaron Motsoaledi (2006), the former MEC of Education in the Limpopo Department of

Education, ideally, each circuit should have 18 curriculum advisors, whereby each band, the GET and FET should comprise nine curriculum advisors. But this is not the case, as the number of curriculum advisors appointed (154), as indicated earlier, is very low and quite inadequate.

There are seven circuits that do not have curriculum advisors for GET; and one circuit that does not have any curriculum advisors for FET. The following is a representation of the distribution of curriculum advisors in 27 circuits of the Vhembe District:

**Table 3: Number of curriculum Advisors appointed and vacancies in the Vhembe District per circuit, as in October 2010**

NAME OF CIRCUITS	NO. OF CURRICULUM ADVISORS			
	GET BAND	FET BAND	TOTAL	The number of VACANCIES
1. DZINDI	2	4	6	12
2. DZONDO	3	6	9	9
3. HLANGANANI CENTRAL	7	1	8	10
4. HLANGANANI NORTH	5	3	8	10
5. HLANGANANI SOUTH	0	4	4	14
6. LUVUVHU	4	3	7	11
7. MALAMULELE CENTRAL	1	4	5	13
8. MALAMULELE EAST	0	1	1	17
9. MALAMULELE NORTH EAST	1	1	2	16
10. MALAMULELE WEST	1	4	5	13
11. MUDASWALI	2	4	6	12
12. MUTSHINDUDI	1	7	8	10
13. MVUDI	3	8	11	7
14. NIANI	0	2	2	16
15. NZHELELE EAST	4	3	7	11
16. NZHELELE WEST	2	6	8	10
17. SAMBANDOU	0	4	4	14
18. SEKGOSESE NORTH	0	3	3	15
19. SIBASA	5	6	11	7
20. SOUTPANSBERG EAST	6	3	9	9
21. SOUTPANSBERG NORTH	4	3	7	11
22. SOUTPANSBERG WEST	4	4	8	10
23. TSHILAMBA	2	0	2	16
24. TSHINANANE	4	1	5	13
25. VHUMBEDZI	0	2	2	16

26. VHURONGA I	0	4	4	14
27. VHURONGA II	2	2	4	14
TOTAL :	63	91	154	332

Source: (2010 Human Resource Vhembe District)

Since the Vhembe District is composed of 13 267 educators and 154 curriculum advisors, the ratio of curriculum advisors to educators per subject offered in the Vhembe District stands at 1:86. The following can be outlined as a ratio formula used to arrive at the curriculum advisor to educator ratio:

Ratio (R) = Number of Educators (E) ÷ Number of Curriculum Advisors (CA)

Ratio= E ÷ CA (R= 13267÷154 =86)

And therefore, the ratio of the number of curriculum advisors to educators, as indicated above is 1:86. But there is no official stipulated ratio, except a provincial organogram, as outlined by the former MEC for Education, Aaron Motsoaledi (2006) in the Limpopo Department of Education. This requires that there has to be one curriculum advisor per subject in both the GET and FET bands in each circuit in the District.

In one of its 14 key findings, the Report on the National Education, Evaluation and Development Unit (NEEDU), chaired by Professor Jonathan Jansen in May 2009, presented to the former Minister of Education, Naledi Pandor (2009) stated:

*“(12)...the failure to separate curriculum support and advisory roles from curriculum monitoring roles constrains the credibility of both.”* This means that the role of curriculum advisors should be clearly defined. Curriculum advisors are primarily providing a supporting role to educators and not a monitoring role. If they attempt to provide both of these roles, they would then risk compromising both roles, and would ultimately fail to execute their duties diligently to educators in schools.

The challenge that is presented by these officials from the circuits in the Vhembe District is that they fail to provide adequate support to teachers, while they are also

monitoring their performance in the implementation of the new curriculum, the NCS, 2002. The argument presented by educators is that there is a lack of educator monitoring and support by curriculum advisors in schools for those educators who are returning from training sessions – in order to assess their progress. This situation is largely caused by the shortage of curriculum advisors, as circuits do not have curriculum advisors for all the subjects. Although the strategy that the Vhembe District has adopted is based on teamwork that focuses on the District rather than the circuits, it is still difficult for all educators in public schools to get in-school support from curriculum advisors.

The failure to conduct follow-up visits by some curriculum advisors, and to provide advisory services to educators, affects their performance and leads to frustrations and incorrect implementation of the new curriculum, the NCS, 2002. An example to this effect is assessment. Educators are unable to set questions for their formal tasks or tests, as they rely on the previously set provincial and national examination question papers. They fail to understand the relationship between the assessment standards outlined in each learning outcome, as given in a subject statement policy of a specific subject and the subsequent examination questions. The emphasis in the new curriculum is on assessing both the skills acquired and the knowledge of the content taught.

There are times when these curriculum advisors are given tasks by their supervisors to monitor school reopening – either at the beginning of the year or during school reopening at the beginning of each quarter. This is totally against their subject advisory roles, and is more of an administrative role that needs the attention of a circuit manager. However, it is very difficult to separate these roles, although these curriculum advisors end up giving support rather than acting in monitoring and advisory roles – to find out whether the new curriculum, the NCS, 2002, is correctly and effectively implemented in schools in the Vhembe District.

Because of the inadequate number of curriculum advisors, the challenge is between balancing the two roles; and this can become problematic, since the focus is on support and not on monitoring. The shortage of curriculum advisors renders those available exploited by the system. This happens when they become highly burdened by being expected to perform multiple tasks, apart from rendering curriculum support to educators in public schools.

An example in this context is when a curriculum advisor is expected to monitor school reopening and to check educator and learner attendance in schools, an administration task that has to be performed by the circuit manager. Although these curriculum advisors are stationed and report in their respective circuit offices, they are expected to support educators in the entire District. This is done by requesting curriculum advisors to perform beyond their everyday tasks of curriculum support. As a result, their roles go beyond their work stations, where they are requested to choose other Circuits, at least four in the District, where they would be able to provide support in their subject.

As an example, there are seven curriculum advisors for History, six in Geography and two in Agricultural Science, for the Vhembe District. Their workload becomes unbearable and some schools or educators do not receive maximum support in terms of the provision of advisory services by their trainers (Netshiombo, 2010). As a result, these curriculum advisors become burnt out and become ineffective in their roles as curriculum specialists and trainers of educators.

It was highlighted earlier that some curriculum advisors are requested to perform administrative roles which are not subject-related, as they are subjects specialists. In addition to administrative roles, curriculum advisors are given managerial functions to perform. These include general monitoring, such as the management of time registers in schools and being engaged in Whole School Evaluation, which is usually the task of the circuit manager. They are also deeply involved – conducting moderation and assessment of educators' tasks without first undergoing training and development to

become competent and capable moderators and assessors, in line with the requirements of a quality assurance body like UMALUSI.

All these multiple roles end up compromising the advisory, monitoring and support functions of their specific subjects, as they become engaged in areas which are beyond their competence. Sometimes, these curriculum advisors are delegated to perform administrative tasks too. According to Roux *et al.* (1997: 100), the importance of delegation as an aspect of organising in an organisation should never be underestimated. Since no single employee is capable of carrying out all the tasks by himself or herself, as a result, it is important to delegate. But delegation should be given to those who are suitably qualified and trained people possessing the required talents, knowledge and skills for the task delegated. With regard to curriculum advisors, their main task of providing effective training and development to educators is compromised when they are given multiple roles to perform.

An exposition of the perspective of the Department of Basic Education, with regard to training and development of educators, is an indication of the negative impact it has on the effective performance of educators in their respective schools. The system, as it is, needs to be revisited for the sole purpose of providing circumstances that would help enable educators to become effective and capable in discharging their duties diligently for the benefit of learners, so that the objectives of the new curriculum, the NCS are achieved. For these to be achieved, all the challenging factors that affect educators in their perspective also need to be positively looked into, and addressed speedily for the benefit of the South African schools, in general, and learners in particular.

### **4.3 The Educators' perspective**

Apart from the perspective of the Department of Basic Education with regard to training and development challenges, the educators have their own perspective that helps to outline challenging issues affecting the effective provision of training and development

for public schools educators. However, some training programmes are not responsive to the needs of educators. The needs analyses that determine the responses of educators are not always conducted before training is provided. Where needs analyses were conducted by the subject co-ordinators stationed in the District, the subject-specific curriculum advisors stationed in the circuits were not involved, so that they could also provide inputs of their findings, as they provide support to educators during their monitoring and support of school visits.

Curriculum advisors, as subject specialists, are people who could also provide some valuable inputs regarding training and development needs in their respective subjects. This approach enables the identified needs to be properly co-ordinated and reconciled for the purpose of effective educator support and the provision of a responsive training and development programme. This perception is shared by Goldstein and Ford (2002: 10), who maintain that many organisations do not gather information that assists in the determination of the usefulness of their training programmes. The available means of responding to the needs of educators during training for the implementation of the new curriculum, the NCS, 2002, in public schools can be done after each training session, in order to conduct assessment of the training.

#### **4.3.1 The Lack of training evaluation as training measurement**

The evaluation stage is the last stage of a training process that determines the extent to which the activities of training have achieved the training objectives. When trainers and/or supervisors and managers conduct evaluation in the work environment, they are engaging themselves in “*integrating on and off-the-job training*” (Erasmus *et al.*, 2005: 473). Evaluation becomes a planned assessment of the total value of a training process that has been conducted within an organisation with the intention of providing support in the identified gaps. According to Erasmus *et al.* (2005: 473-474), there are four levels of evaluation that help in measuring the impact that training has on the trainees.

The first level is the reaction level. This level checks on the trainees' feeling about the training offered. The fact that the trainees could have enjoyed training does not mean that training would ultimately become beneficial to the organisation; hence, the need for evaluation (Erasmus *et al.*, 2005: 473).

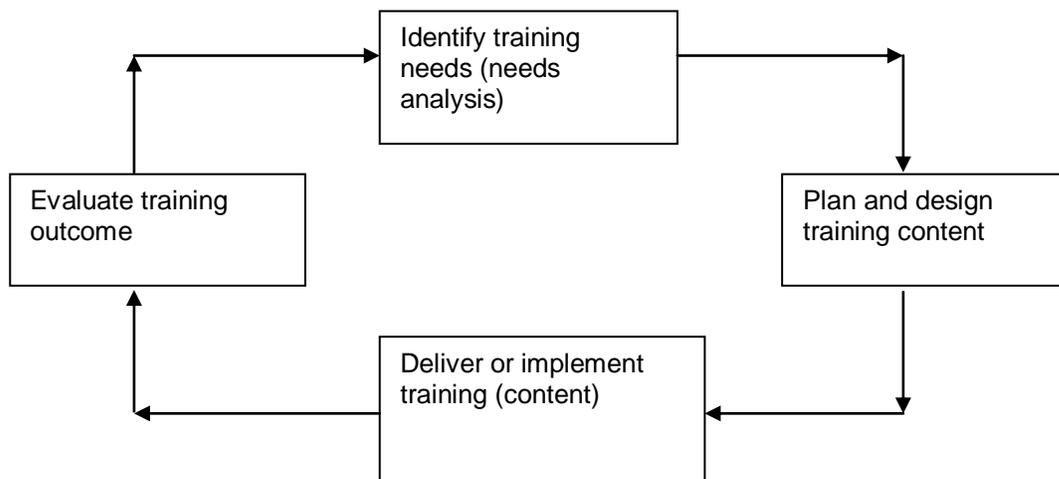
The second stage is the learning measure; this investigates the degree to which trainees have accumulated training knowledge, skills and all the concepts related to the training content. It involves the practical application of the learning content (Erasmus *et al.*, 2005: 474). For example: Are educators able to apply all the cognitive levels of questioning, such as the difference between low- and high- order questions, after they have received training on assessment as the integral part of learning?

The third level of evaluation is about measuring the behaviour of trainees. The behaviour of the trainees can be assessed by involving peers, supervisors and trainees' clients. The trainer must visit his or her trainees two to three months after training has been conducted, in order to monitor the educator progress and provide support where it is needed (Erasmus *et al.*, 2005: 474). This is done in order to assess their performance and check whether there is any improvement since the training and development workshop was offered. Where necessary, support or retraining will be arranged, so that the identified need could be speedily addressed.

The fourth and last level of evaluation focuses on the results of training. Any attempt to overlook this important stage would ultimately have unintended negative consequences with regard to the critical training objective. This level answers the fundamental question: What is the impact of the training content and its objectives in the achievement of the objectives of the organisation? Elements that have to be looked at are the financial implications, such as value for money and cost-effectiveness, as well as quality spending, quality service, productivity, employee turnover and attitudes (Erasmus *et al.*, 2005: 474).

All these four levels of training evaluation and measurement pose a challenge to the incompetent trainer and /or manager who do not have the skills and capacity to plan the evaluation process in an organisation that aims to improve the performance of its employees. Below is a diagrammatic representation of a systematic training model by Sloman (1999: 48). Figure 2 below represents a systematic training model that reflects all the four stages in a training process in an organisation, namely; the identification of training need, planning and designing training content, delivering or implementing training content and evaluation of training outcome.

**Figure 2: A systematic training model**



Source : ( Sloman, 1999: *A Handbook for Training Strategy*. Gower, Hampshir p. 48)

It is through the fourth stage, an evaluation, that the training challenges could be addressed again, so that a fulfillment of the training objectives can be realised. The evaluation process during training may be done in three levels, namely: the individual level, the departmental level and the organisational level. This is done in order to check whether all these have achieved each individual objective. The main purpose of evaluation is what Stout (1993: 122) has called checking the effectiveness of training, in terms of the employees' application of their knowledge, skills and behaviour. If training evaluation is not done, the impact of training will not be seen; and the *status quo* will

remain, thereby, affecting the department's performance, as well as the entire organisation's performance.

Through the responses that the study received from the questionnaire, the evaluation of question five from Annexure B was *"not done"* because *"the need for adequate time for training shall have been responded to a long time ago"*. It is on this basis, that the study argues that meaningful evaluation was not done regarding the regarding the impact that training and development had in capacitating educators in the effective implementation of the new curriculum, the NCS, 2002. Effective evaluation helps to measure the extent to which training has impacted on the performance of individual employees or educators. It is like taking a post-training audit of the work done, after training has been conducted. This reflects a cyclical process that links evaluation and training needs which would further trigger a continuous training process (Sloman, 1999: 46). As a result, the process becomes continuous.

The relevant people to conduct evaluation are the trainers or line managers, who are to liaise with trainers who can provide training. The involvement of line managers in the process of training process helps in the improvement of their awareness, with potential benefits, such as ensuring commitment by employees, helping unearth hidden potential, and endorsing the relevance of training and evaluation to the organisation and its inherent limitations (Sloman, 1999: 160). In the context of this study, the people involved are curriculum advisors and subject heads or the Principals of schools. But the challenge is that most subject heads and Principals have not received the same training as educators, and their subject specialisation is usually different. As a result, meaningful evaluation becomes compromised. The evaluation process can either be conducted shortly after training; it has been provided on an annual basis. The evaluation that is referred to in this study is in the first level, an evaluation that focuses on the individual educator. As outlined above, any lack of conducting training evaluation for educators – to provide corrective measures will ultimately affect both the training objective and the objectives of the Limpopo Department of Education; in particular; and the entire Province of Limpopo, in general.

The process demands trainers or curriculum advisors and subject heads and Principals to visit educators in their workplaces and classrooms – in order to check their challenges and successes. Through the responses of the interview, the study found that, the Vhembe District educators are of the view that either the shortage of curriculum advisors and inadequate knowledge levels by both trainers and supervisors each contribute to the inadequate provision of training evaluation in public schools in the District. This view has been supported by Ramakulukusha (2010), a geography educator at Sam Mavhina Secondary School, who alleged that she has never received any in-school support by any curriculum advisor for the whole of 2010. In responding to the question; *‘Did you receive any training and development in NCS?’* one curriculum said, *‘I did not receive any training’*.

Erasmus *et al.* (2006: 212) provided the meaning of evaluation as entailing: “the systematic collection of descriptive and judgmental information necessary to make effective training decisions related to the selection, adoption, value and modification of various other training activities.” For educators to improve on the training content that they have undergone during their training, regular follow-up visits by trainers are frequently done for evaluation purposes. Educators are not able to assess themselves, since most of them still struggle to understand the principles and philosophy of the new curriculum, the NCS, 2002. According to Nndwamato (2010), a curriculum advisor who has listened to many educators in their lesson presentations in their classrooms, the failure to correctly comprehend the new curriculum makes them resort to the old teaching methodology that is teacher-centred. Instead of involving learners in their learning activities through different learning and teaching methodologies, which are all learner-centred, such as group discussions, educators dominating the learning and teaching, while learners become passive. The lack of educator training evaluation deprives them of any chance for in-school support by their trainers; as training gaps are not being detected.

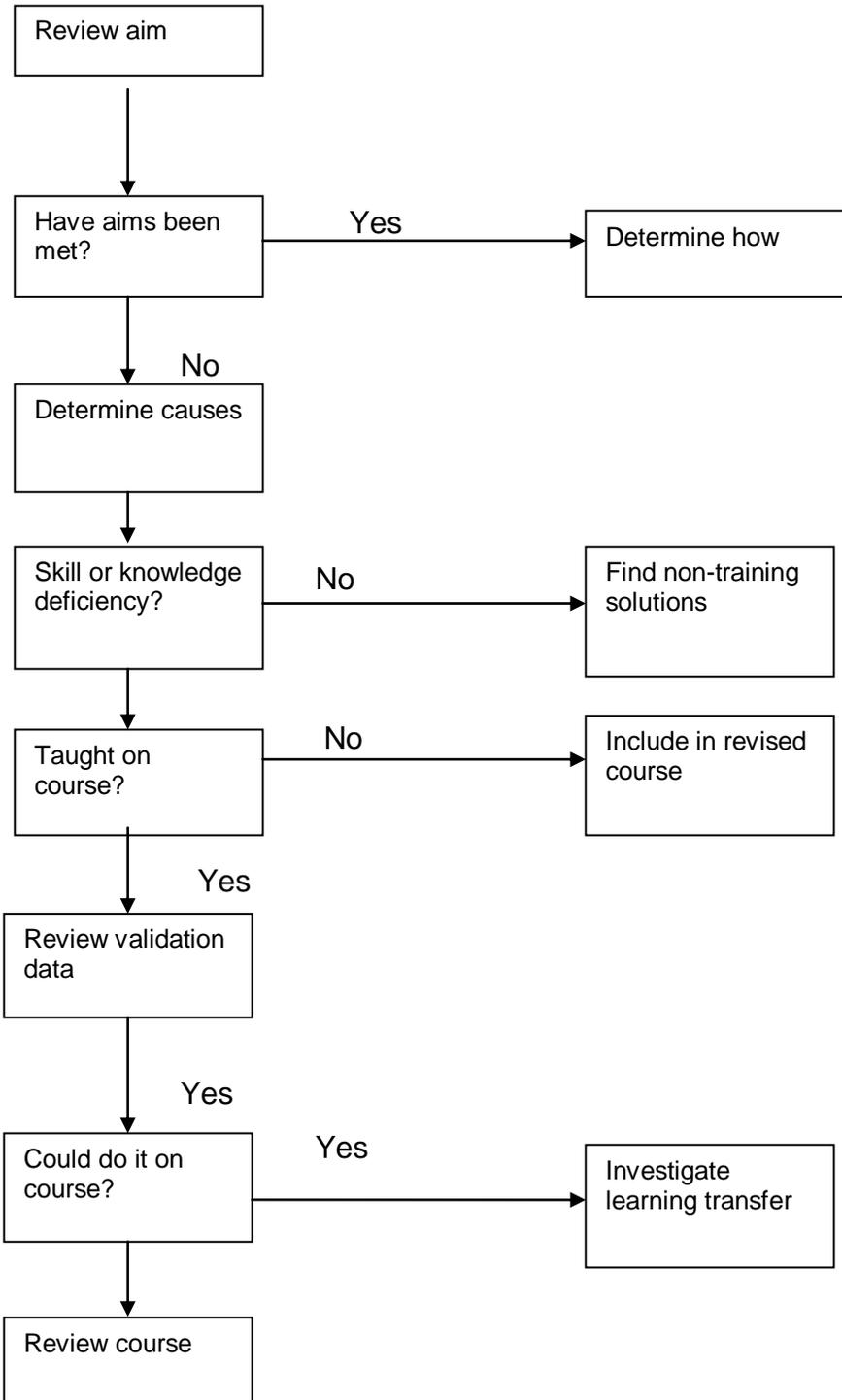
This shortage of educator evaluation in their training has a negative effect on the purposes of training which may be held responsible for the improvement of employees' performance. Kraiger (2002: 293) argues that trainers may also struggle to engage in the assessment of the impact that training has done in the improvement of workers' performance and expertise. In short, evaluation is all about the revision or reviewing whether the training objectives were achieved. The contributing challenging factor is the lack of expertise and the inadequate knowledge and skills of the trainers on issues around the evaluation process itself.

According to Stout (1993: 122), the purpose of evaluation is to check the effectiveness of training in terms of the employees' application of their knowledge, skills and behaviour. If training evaluation is not done, the impact of training will not be seen, and the status quo will remain; and this will affect the Department; as well as the entire organisational performance. Any failure by trainers to conduct a proper evaluation process on the training provided to educators may contribute to doing the right things in the wrong way by the educators – either consciously or unconsciously.

Wills (1998: 234-235) has identified the following evaluation stages and questions that could be of assistance to trainees in addressing their training gap.

Figure 3 below helps identify questions that are relevant towards the process of evaluating how training can contribute towards the achievement of the organisational objectives regarding training.

Figure 3: A process for evaluating training contributions to the organisation



Source: Wills, M. 1998. *Managing the training process: Putting the principles into practice*. Gower, Hampshire p. 234)

There are very few follow-up visits by trainers or District officials in the Vhembe District, such as curriculum advisors to collect more information, in order to check the effects of training with regard to positive changes in educator performance. While educators are guided on how to draw their lesson plans, as well as how to draw up their work schedules during their training and development workshops, there are no follow-up class visits to see how these plans are being practically implemented in the learning and teaching environment (Neluheni, 2010).

As a result, the plans that educators draw up remain plans that are only there for submission if requested by either the Head of department at the school or a curriculum advisor conducting school visits for support. This practice does not assist or improve the effective implementation of the new curriculum, the NCS, 2002. In most instances, this situation is worsened by the shortage of district officials or curriculum advisors. These are very few and are expected to monitor and support educators by visiting them in their respective schools throughout the District, which is so vast. These visits help in determining whether the provided training has achieved the desired objectives of the Limpopo Department of Education in general and the Vhembe District, in particular. Such assessments may form the building blocks for the evaluation process that the Limpopo Department of Education may conduct, in order to check whether the vision and mission have been realised. This will be visible when there is an increase in the provision of quality education by those educators who have received training.

#### **4.3.2 Subject allocation and workload**

Although the shortage of well-qualified educators in Africa, may contribute to high educator workloads in public schools, lack of planning and management skills by Principals and their SMTs in other public schools in the Vhembe District contribute to the high educator workload. Such a deficiency in good management and planning skills can also contribute negatively to low educator performance. Well-trained and motivated employees are important to have in public schools for total quality management, employees' performance improvement, organisational stability and general success (Johnson, 1993: 4).

It could be argued that the success of educators' performance may be influenced by the type of leadership quality and management capability the schools have. In other schools, school managers take unilateral decisions on subject allocations in their respective schools. These decisions are mainly influenced by end-of-year school results, especially in the senior grades, such as grade 12. Such a tendency is usually preceded by bad planning and lack of management and administrative skills that are needed for such a position. Sometimes, the shortage of educators in a public school leaves a school manager with little option, but to encourage educators to share subjects, in order to distribute the heavy workload. This forces each educator to teach more than two subjects, either in the same grade or in different grades. The shortage of educators in some schools increases their workloads, as one educator offers more than one subject, and it is a challenge that is common in most of the Vhembe public schools. According to Manyaga (2010), as a Principal and an English educator at John Shavhani Secondary School with a staff composed of five educators, he offers two subjects in his school. He further indicated that on the average, educators in his school are teaching three subjects in different grades, because of the shortage of educators.

Another factor that has an impact on the subject allocation and workload in public schools is the official set educator/learner ratio by the department. The primary educator/learner ratio is 1:35, while the secondary educator / learner ratio is 1:32. The lower the number of learners a school has, the more workload in terms of subject allocation the educators will have. According to Mukwevho (2010), the Principal of Mapate Primary School, the school has 18 educators according to the 2009 post establishment, when the learner enrolment was 600. In 2010, the enrolment decreased to 480, but on average educators are offering more than two subjects. As a result, the workload of educators has increased.

The challenge that educators are facing occurs when training and development workshops for different subjects are organised and held at the same time, and sometimes at the same venue, where subject-specific training and development workshops are conducted – running parallel to each other. When educators raise their

concern about this challenge, where they are expected to attend all the training sessions at the same time, their trainers, who should have correctly planned their training programme, advise educators to choose one subject- specific training.

The Vhembe District educators have a concern, as the other subject or subjects are then compromised when educators are given a chance to choose one subject to receive training in. The educators are ultimately deprived of any chance to improve their knowledge base, skills and attitudes in any other subjects, in order to increase their competencies and performance in other subjects, so that quality education can be achieved in the Vhembe District. In choosing the training attendance for a specific subject, some educators are influenced by the grade-centred training approach, and by the development workshops offered by the District training officials – who are then held responsible in planning these trainings. The common practice in the FET planned workshops is that senior grades, such as grade 12, receive preference above lower grades. According to the Vhembe District Circular No. 50 of 2009, an ‘NCS workshops for grades 10-12 February to March 2000 (Term 1)’, a two-day workshop invitation was extended to all the grades 10-12 educators. Paragraph 2 of the circular stated:

*2. All educators teaching Grades 10-12 are kindly invited to attend a two-day workshop scheduled according to the attached programme.*

But one of the controversies in the attached programme was that in two of the venues, namely Tshisimani and Lemana, MPCs where Geography educators were supposed to attend their workshops, the programme stated categorically that “*Grade 12 Educators Only*”, were to attend. The focus was on the senior grade, grade 12. The continued decline in the grade 12 results has created a tendency or a common practice in the Department of Basic Education nationally that filters down to Provinces and Districts. This puts the emphasis on the grade 12 subject training and developmental workshops. The tendency of focusing on grade 12 creates a serious challenge of over-emphasising grade 12 above other grades, a practice that forgets that lower grades should become a solid and strong foundation for the upper grades. However, there are other educators offering more than one subject whose interest in a specific subject is above the other.

When these educators attend workshops in which all the subjects they are offering are being catered for, they prefer to attend their training and development in the venue, where their preferred subject is being offered. For example, an educator who is offering History and English in the same or in different grades, with an interest in History, is likely to choose History rather than English, if the workshops for the two subjects are to be attended at the same time. This means that training gaps in those subjects which do not receive training will not be reduced, leading to negative impact in the performance of learners, in order to realise their set Departmental objectives.

#### **4.3.3 Training and development moratorium**

In any organisation that has to enforce effective and efficient training and development to improve both the performance of its employees and that of the organisation, the provision of adequate financial investment in training and development has to be made. Moskowitz (2008: 28) stated that, while it is sometimes difficult to plan training and development programmes, there are always challenges in executing them. The organisation must ensure that adequate time and resources are devoted, in order to create a training curriculum, where trainees or participants would be able to effectively learn from the mistakes of the past, and use their knowledge in their daily job tasks, as their performance should have been enhanced. On the whole, financial resources are critical for the success of any training and development programme in any organisation. Any shortage or reduction in financial allocation for training and development purposes will ultimately impact negatively on the achievement of training objectives.

The Head of the Limpopo Department of Education in September 2009 issued a Departmental Circular Number 150 of 2009 entitled: *“Austerity Measures 2009/10”* due to financial constraints encountered. The Circular was sent to all senior general managers, general managers, and senior managers - head office, district senior managers and district financial managers. In terms of this Circular, paragraph 2 and 4 (b), (f), (i) and (j) state that:

2. *“Given the current position of expenditure within the Department, and with no indication of relief from Treasury, it has now become crucial to step up the instituted austerity measures until the end of the 2009/10 financial year.*
4. *That the following expenses be suspended and deferred to the new financial year:*
- (b) Catering costs for all meetings (inclusive of general staff refreshments) – to be suspended, unless approved by the relevant SGM;*
  - (f) No overnight accommodation, unless approved by HOD or relevant SGM – to be curtailed;*
  - (i) Workshops, conferences, symposiums, seminars etc. – Previous business plan approvals to be deferred and suspended, with the exception of the training on HIV/Aids Conditional Grant which will be ongoing.*
  - (j) Use of EMPC (Educational Multi-Purpose Centres) and Departmental facilities – As far as possible Branches need to consider making use of Departmental and EMPC facilities for the hosting of meetings and other gatherings.”*

This Circular puts forward an enormous challenge in the effective training and development of educators in the entire Limpopo Department of Education and its districts. In order to minimise costs and class disruptions by educators who attend planned District training and development workshops during office hours, the Limpopo Department of Education has put an end to these training workshops by issuing this Circular:

All training and development workshops are now to be held in the afternoon, after 13:00 to cut catering and accommodation costs and comply with the Circular. The venues that are to be used are mostly former Education Colleges, namely: the Education Multi-purpose Centres (EMPCs), and some schools. But not all schools are located next to these Education Multi-purpose Centres, and training sessions held in these former Colleges are sometimes poorly attended; and some educators leave training sessions before closing time (Neluheni, 2010). By leaving these training and development workshops early and before time, educators do not show serious commitment; and they thereby, deprive themselves of the chance to take responsibility for educating

themselves for their own benefit in particular and the benefit of the department in general. Those who leave early argue that they do so because of the fact that most of them use public transport. Since most of the public schools in the Limpopo Province are found in rural areas, the mode of transport that educators use is either public transport or common private transport, where they group themselves into what is commonly referred to as lift clubs.

As a result of the moratorium, training workshops are conducted in the afternoon. The training and development workshops are conducted for 90 minutes, even though educators are expected to first teach their learners in the morning, before they attend training workshops in the afternoon. Many of these educators either do not attend the training and development workshops or are always late, rendering these training and development workshops ineffective and inefficient (Neluheni, 2010). But the Limpopo Department of Education argues that these afternoon training workshops help balance between the needs of learners for more contact time and the needs of educators with regard to training and development – in order to improve the performance. However, educators are of the view that more time is needed if these training workshops are to achieve the intended objectives, since very few, if any, are benefiting from this training arrangement, due to the inadequate time that is provided. For example, practice in the drawing of lesson plans and work schedules, work in groups and doing presentations, while others make inputs. This becomes impossible to do, as there would be workshop topics that needed to be discussed within the available 90 minutes allocated to the workshop.

The situation has further been worsened by educators' labour formations or unions, such as the South African Democratic Teachers Union (SADTU) that, according to Masase (2010), made a call in its general meeting, encouraging its members not to attend these afternoon training workshops, as they were regarded as workshops scheduled after working hours. All these present a serious training and development challenge to the correct implementation of the new curriculum, the NCS, 2002, in the Vhembe District, in particular, since quality educator training and development is not

provided. Sloman (1999: 18) argues that people are any organisation's most valuable assets; and they should, therefore, be properly and effectively trained.

Kraiger (2002: 296) is of the view that training is sometimes delivered in an organisational environment that is not supportive, with trainees who are not effectively motivated or have any interest, and whose focus is mainly on short-term results or outcomes. In the light of this argument, educators in the Limpopo Department of Education are of the view that their concern on the need for more time to be allocated to effective training and development is not taken seriously by the Department. Educators are of the view that managers should take training and development seriously, if they want to enhance their performance for the achievement of quality education.

All the required resources should be provided, so that the human resource, which is the most important resource of the organisation, could effectively maximise its full potential. Van Dijk (2005: 167) maintains that for line-managers to ensure that the effectiveness and the efficiency of an organisation is maintained, it is still the line managers' responsibility to ensure that employees are competent and receive training, to such an extent, that their developmental needs are effectively addressed.

This shows a reciprocal relationship between the line-managers and the employees within the same organisation. This is the reason that makes educators demand that enough time and financial resources should be made available if the Limpopo Department of Education wants the new curriculum, NCS, 2002, to be effectively implemented. As a result, when more time for training and development and resources are made available by the Department, educators should be well-capacitated, knowledgeable and become more committed to the effective implementation of the new curriculum for the achievement of quality education in the province.

#### **4.4 Conclusion**

The main aim of providing training and development in an organisation is to facilitate change. It is the facilitation of change; firstly, to employees, so that their performance on

their daily job tasks is improved. Secondly, the provision of training and development to the organisation employees will assist the organisations to achieve their training objectives and enable them to maximise the potential of their employees, so that the set organisational objectives in the form of quality goods and services are achieved.

However, all these cannot be achieved without challenges. These include, firstly, the systemic challenges outlined from the Departmental perspective, as the provider of training and development programmes and relevant resources for the provision of effective training to educators in public schools, so that their implementation of the new curriculum, the NCS, 2002, could be effected. Secondly, the educators' perspective that focuses on the recipients of, or participants in, training and development programmes. These are influenced by a variety of factors, ranging from resistance to the current educational transformation down to shortage of resources, such as funds that impact negatively on training and development. As a result, quality education is eventually affected or compromised in many public schools. For these unintended results that are brought about by such training and development challenges, the study provides recommendations that may help to improve training in the Department of Education in the Limpopo Province, particularly in the Vhembe District. Some training and development models are suggested to serve as a route map for the provision of training and development in the Limpopo Department of Education.

While training and development challenges in the Limpopo Department of Education have been outlined generally, and the Vhembe District in particular, the next chapter will focus on the training and development models. After some training and development models have been discussed, a specific integrated training and development model is conceptualised. This is the model that would help address the training and development challenges that the Vhembe District is facing in the training and development of public schools educators for the effective implementation of the new curriculum, the NCS, 2002.