

CHAPTER FIVE

5. GUIDELINES FOR THE RECOGNITION OF COMPETENCE AS AN EMPOWERMENT MODEL TO RETAIN EXCELLENT TEACHERS IN THE CLASSROOM

5.1 INTRODUCTION

The previous chapters have argued that teachers are key elements in the provision of quality education. Thus, it is crucial that teachers who are retained should remain competent. Chapter 2 has developed a model for the recognition of competence and Chapter 3 advanced the recognition of competence through empowerment and capacity building. In chapter 4 an empirical research was employed to scientifically prove the portfolio of recognition of teacher's competence in schools. In this chapter the researcher attempts to further point out the necessity of recognition of competence and provides guidelines on how to go about recognising teachers' competence, empower them and build their capacity as well as exploring alternatives of retaining teachers.

5.2 DISCUSSION AND ANALYSIS OF THE FINDINGS

5.2.1 Findings from literature study

5.2.1.1 *Recognition of competence*

Literature study reveals that recognition of competence has the tendency to be equated with occupation, profession and career. As an occupation it involves a relatively continuous pattern of activities that provide workers with a livelihood and define their general social status (Taylor, 1992:15). Recognition of competence is a professional process typified by the provision of service to other people, specialised knowledge, autonomous practice, regulation of standards and norms through a code of ethics and development of competence through professional bodies and organisations (Badenhorst & Scheepers, 1995:68-69). What is noted with such maxims is that teaching as a profession possess intellectual techniques and requires a high level of commitment in

which work and leisure hours are not easily demarcated, offers a life-time calling within a career structure and encourages the pursuit of research, the diffusion of knowledge and inservice training (Taylor, 1992:16).

Furthermore, recognition of competence has an element of career, which may be defined as being a succession of functionally related jobs which are arranged in a hierarchy of prestige and through which a person move in a more or less ordered sequence. This invokes a sense of hierarchy emanating from vertical mobility, and horizontal mobility (Taylor, 1992:17). It integrates variables of both a psychological and sociological nature such as the NQF, recruitment and selection, appointment and tenure, equality and equity as well as organisational factors of teacher satisfaction.

Research findings in this sector reveals that recognition of competence is generally planned and patterned; is manifested in horizontal and vertical mobility; is influenced by contingent factors such as age, level of experience, gender, marital status, academic and professional qualification, and is unfolded in distinct stages; that more men are promoted in secondary schools than women and that more women are promoted in primary schools than men (Taylor, 1992:55); women took longer than men to achieve advancement to the various promotion positions (Department of Education, 1997:198); graduates received promotion more quickly than did non-graduates; and that rewards are limited in education (Rebore, 1991:249).

Finally, the literature study undertaken in Chapter 2 established that the key issue in human resource development is how to validate training courses, certificates, and recognise and reward performance. It was revealed that there is a need to identify agreed competencies – skills, knowledge, understanding and attitudes – within the context of the National Qualifications Framework; improve accreditation; recognise accumulated experience and improved performance through promotion and rewards; and identify competencies required for selection and appointment (Task Team, 1996:47).

5.2.1.2 Empowerment and capacity building

Literature study in this field revealed that workplaces are constantly changing as a result of different variables, and therefore individuals need support and continuous improvement in order to remain in the classroom and to make excellence a hallmark of our education system. It is evident that the challenge is to provide the kind of support, skills and knowledge that will enable each individual to contribute as much as possible.

According to the Department of Education (1996:46) and Davidoff & Lazarus (1997:162) there are two dimensions to empowerment and effective capacity building:

- subjective empowerment
- objective empowerment

Objective empowerment refers to personal power – where people believe they can make the difference, are confident and assertive as well as participative. This emanates from appointment, promotion and upgrading procedures, access to information and resources and devolution of decision making power. It was noted in Chapter 3 that the transfer of power was problematic due to personal fears, unfamiliarity to new changes and the legacy of apartheid. Power, control and responsibility are rarely shared.

Subjective empowerment focuses on teachers' sense of 'I can do this' which originates from a feeling of self-confidence and motivation, and promotes high morale. Studies in this field reveal that (Steffy, 1989:4; Hess, 1992:26).

“too many schools are staffed with stale, burnout teachers. They are laced with rigidity and loaded with cynicism”.

Teachers are engaged in repetitious tasks which often become less challenging, their excitement has waned and their enthusiasm has slackened. This is not strange because like everyone involved on repetitious task teachers can get stale and lose interest (Steffy, 1989:3). Hence there is a need to continually refine skills, knowledge and attitudes.

Furthermore, the education system needs to recognise the diversity within the pool of human resources. This entails recognition of skills, knowledge, attitudes and cultures of men and women equally and equitably. The serious challenge is development of anti-discriminatory practices with regard to race, gender and disability. Studies conducted by Eyber, Dyer & Versfeld (1997:1) reveal that there is still racism in some of our schools even though the new democracy is ushered in. Equally, the Department of Education's (1997:208) investigations made with regard to the profiles of gender equity in education reveal that very few women are managers in education (Bray & Maile, 1999:271).

Therefore, guidelines and strategies which will suggest ameliorative principles in this regard must focus on mechanisms for transfer of power without losing it, harnessing teachers' creativity through teams, networks and partnerships, development and equity issues.

5.3 GUIDELINES

5.3.1 Recognition of competence

All organisations must acknowledge the need to establish an equitable balance between the employee's contribution to the organisation and of the organisation's contribution to the employee. Meeting this need is the first reason to recognise and reward employees (Deeprise, 1994:3). Although many school managers feel they have no control over teachers' recognition and reward, it is important to realise that teachers are not working for money. They are looking for a number of other returns to justify the time, energy, mental and emotional effort they devote to the organisation.

The reasons for recognition of competence are varied and diverse. But Deeprise (1994:3) feels that equity, motivation and clarification are the main reasons for the recognition of competence. Equity requires that the organisation contribute to meeting employees' needs for esteem, creative challenge, professional growth, and socialisation to the same degree that employees contribute to meeting the objectives of the organisation. Equity reasons can be summed up in the following equations:

- What the employee receives from the employer must be equal in value to the quality and quantity of work done by the employee.
- What the employee receives from the employer must be equal in value to what is received by other employees doing similar work of similar quality and quantity.
- What the employee receives from the employer must be equal in value to what is received by people who do similar work for other organisations.

Recognition of competence is a way of inspiring individual teachers and teams to do the best possible job by creating an environment in which they want to perform to the best of their abilities. There are plenty of ways in which a manager can influence the strength of an employee's internal motivation (Rebore, 1991:249). One way is to provide incentives. However, one must clear up the misconception that money is the main motivator. For instance its impact is short-lived, it starts out as a reward for exceptional performance and is later perceived as an entitlement, and when people are paid to do specific tasks, money tends to supplant intrinsic motivation (Deeprise, 1994:11-12). For this reason, reference should be made to Herzberg theory of motivation. And finally, people should know the reasons why they are rewarded and this is clearly spelt out in the following guidelines.

5.3.1.1 Ways of recognising competence

There are various ways in which competence of individual teachers can be recognised. Rebore (1991:249-250) suggest that competence can be recognised through intrinsic rewards which include:

- increased participation in decision-making;
- greater job discretion; and
- increased responsibility.

Another mode includes extrinsic rewards such as direct compensation ranging from performance related pay, leave to praise. Furthermore, recognition of competence

embraces mobility (promotion-vertical and horizontal), although empirical research reveals that it is implemented at a slow pace, and often not available. Mobility is influenced by variables such as performance, effort, seniority, skills and job requirements.

(a) Pre-service recognition

Recognition of competence does not only begin when an individual teacher enters teaching. It is also stretched to the selection process for teacher education and training. Hence the HSRC (1994:24) states that when selecting teacher trainees the following must be considered:

- General mental ability and differential aptitudes.
- Interests categorised into personality types.
- Attitudes towards study and education.
- Biographical information.

(b) In-service recognition

When teachers enter the teaching profession their performance can be enhanced if managers

- keep abreast of teacher activities;
- limit assignments for already overloaded teachers;
- relate rewards to professional achievements;
- recognise teachers' work frequently; and
- use many avenues of reward (Blasé & Blasé, 1994:109),

Very often managers are trapped in the inconsistent use of praise as a means to motivate and recognise competence of teachers. The following principles will help managers to maintain consistency in praising:

- Be specific about what you are praising.

- Acknowledge both the effort and the outcome.
- State the impact on you personally (Deeprise, 1994:16).

(c) Designing a reward system

On the whole, managers must develop a reward system that is workable for them and teachers. When designing the reward system the following components remain useful:

- A list of rewards for which teachers are eligible.
- Reward criteria : requirements for earning each reward.
- The process of selecting recipients.
- Identification of people who will select recipients.
- The process for presenting rewards.
- Accompanying ceremonies and celebrations (Deeprise, 1994:31).

5.3.1.2 Guidelines for effective recognition

(a) Overcome charges of favouritism and luck

When the reward criteria are unclear, employees will work out their own reasons why a co-worker earns a reward. When better information is not available, teachers often explain reward in terms of favouritism and luck. They often regard performing teachers as the principal's "pal and apple of the eye". To them reward comes through sheer luck not through hard work. The reward system can demotivate teachers if they cannot determine the connection between effort and reward (Deeprise, 1994:34). They may even believe that the criteria are known to a select group, from which they are excluded, which only undermines their sense of competence and self-esteem.

(b) Follow definitive criteria in rewarding

The values, behaviours and outcomes that are incompatible with the vision and mission of the organisation should not get rewarded. The criteria used should create an even

playing field so that all employees, whatever their functions, have an equal opportunity to meet the requirements for the reward. Hence the reward criteria should be based on:

- Customer satisfaction
- Work quality
- Problem solving
- Work quantity
- Setting and achieving objectives
- Improving work processes
- Attendance
- Acquiring new skills (Deeprrose, 1994:36)

(c) Set goals and objectives

Basing rewards on individual goals produces the most precise criteria. When individuals or teams are competing against a standard, not each other, there is a need to define standards for each of them to circumvent rivalry. Those standards should be measurable – that is, they must be fairly easy to achieve when the goal is quantifiable (Deeprrose, 1994:37).

According to Van der Horst & McDonald (1997:49-65) there should be a reward for critical cross-field outcomes which are quantifiable in forms of:

- Teachers being able to identify and solve problems by using critical and creative thinking skills.
- Teachers being able to work effectively with others as a member of a team, group, organisation of community.
- Teachers being able to manage themselves and their activities responsibly and effectively.
- Teachers being able to conduct investigations and do research.
- Teachers being able to communicate effectively using visual, mathematical and/or language skills in the modes of oral and/or written presentation.

- Teachers being able to use science and technology effectively and critically showing responsibility towards the environment and health of others.
- Teachers able to demonstrate an understanding of the work as a set of related systems by recognising that problem-solving contexts do not exist in isolation.

However, it must be emphasised that the reward system must recognise behaviour of teachers as well, although there are arguments that are counter to that. One of them is that recognition gives the impression of trying to control their behaviour rather than allowing them the right to choose their own methods of accomplishing their goals (Deeprouse, 1994:48).

(d) Treat the other people the way you would like to be treated

The golden mean of recognition of competence lies in the traditional saying that "one person's fish may be another's poison". The value of a reward is in the perception of the receiver. And what one person considers rewarding, another may find punishing. This requires managers to prioritise needs and use cost-effective means of recognition. Trethewan (1991:121) suggest that this is done by following aspects such as:

- First priority : the quality of present performance.
- Second priority : prospects for future performance and growth.
- Third priority : other skills which contribute to the planned development of the school.

The manager must give options, suggestions and must not cast in stone his/her intentions of rewarding competence.

To sum up, one can say that when people are recognised for their potential, their efforts, and their accomplishments, there is a high likelihood they will develop into employees who:

- Set challenging goals for themselves.
- Find innovative ways to meet those goals.

- Overcome setbacks, because they assume they can.
- Continually seek new opportunities.
- Enjoy responsibility and managing their own work.

Without recognition, it takes an unusually "thick skin" and an exceptional drive for an employee not to:

- Feel inadequate and resist changes.
- Stick with what's familiar and low-risk.
- Blame him/herself when things go wrong.
- Hide mistakes.
- Look for directions from others.

Recognition of competence is undertaken to engender self-esteem in teachers and in turn self-esteem could yield quality performance.

5.3.1.3 Building a culture of recognition

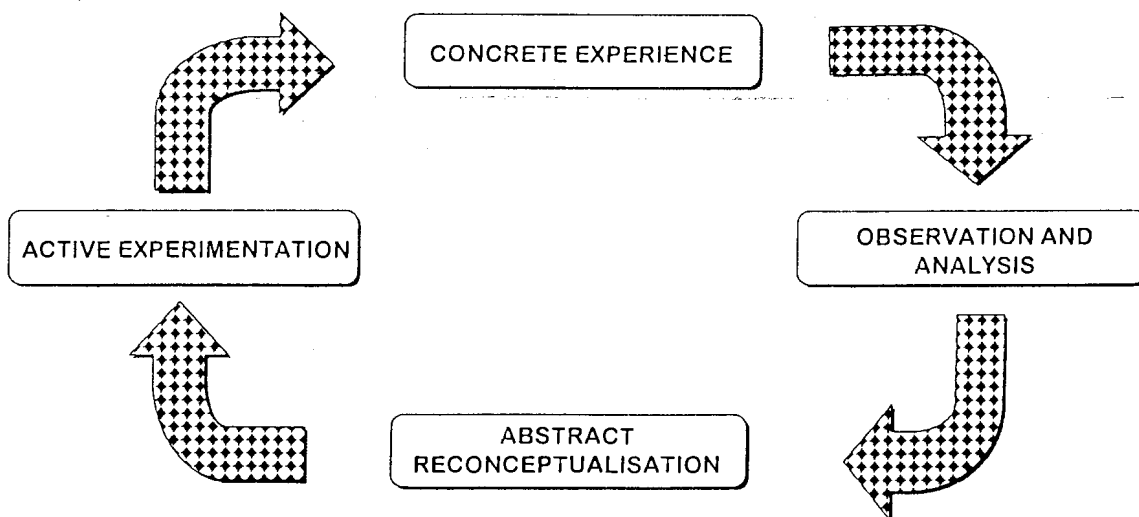
Although all the constructs discussed above are contributory to the culture of recognition in schools, one needs to point out the importance of culture in the recognition of competence. Culture is a belief system and value system that is an integral part of climate. Culture is therefore not diametrically opposed to climate. I shall discuss how climate can help in realising recognition at schools, but first let us look at how culture influences the recognition of competence.

A school culture is a composite of factors such as teacher commitment, student peer norms, co-operation, emphasis on academic standards, reward system, mutual trust and clear goals. As such, shared beliefs, expectations, values and norms of conduct of staff members (Hansen, 1996:58) play a critical role in the recognition of competence. The type of culture existing in schools determines the aspects of the activities of the school. Greenwood & Guant (1994:58) cite those aspects as:

- The purpose of education.
- The nature of education.
- The type of education.
- The delivery mechanism of that education.

Therefore, the school culture should engender commitment in staff members and harness their willingness to improve oneself continuously. A culture that encourages self-criticism will be founded on reflective practice (Osterman & Koltkamp, 1993:19). Reflective culture implies a relentless effort to gain a new level of insight into personal behaviour through dual stance, being, on the one hand, the actor in a drama and, on the other hand, the critic who sits in the audience watching and analysing the entire performance. To achieve this perspective individuals must come to an understanding of their own behaviour, they must develop conscious awareness of their own actions and effects and predispositions that shape their actions.

Figure 5.1 Experiential Learning Cycle



Source: Osterman & Kottkamp, 1993:19.

The success of recognition in this cycle begins with a problematic concrete experience, on unsettling situation that cannot be resolved using standard operating procedures. This is where the reflective practitioner steps back and observe (not acting but being critical audience) and analyse: What was the nature of the problem? What were my intentions? What did I do? What happened? In this analysis the problem will emerge. The problem in this regard will be a discrepancy between the real and ideal – and this further stimulates the inquiry and a move to the re-aim of theories. After this step, the manager will now establish strategies for recognition that are more consistent with espoused theories on motivation as stimulus for experimentation. In short, raising questions about practice begins a learning process that leads to behavioural change.

In this way recognition of competence will enhance individual teachers' competence to accomplish organisational goals, meeting norms and standards of the school. When culture is combined with social system factors such as social relationships between individuals, this creates a school climate. This is discussed below.

5.3.1.4 School climate

Recognition of competence takes place in a particular social context. School climate defines the social context of recognition. The school climate is what personality is to the individual (Open University, 1988:26). Sergiovanni & Starrat (1993:84) refers to school climate as the health of the school which includes the dimensions such as goal focus communication adequacy, optimal power equalisation, resource utilisation, cohesiveness, morale, innovativeness, autonomy, adaptation and problem solving adequacy. These are the attributes of recognition to establish a positive school climate for recognition of competence to succeed. This is possible if the following principles are adhered to:

- respect for adults;
- genuine participation in decision-making;
- interaction with peers which encourages innovation;

- a high sense of efficacy;
- opportunity to use and develop skills and knowledge;
- sufficient resources to support teacher experimentation; and
- reasonable congruence between the teacher's personal goals and the goals of the school in general.

There are two types of school climate – open and closed. Recognition of competence thrives in the former, not the latter. An open climate is the type of climate in which the principal listens and is open to teacher suggestions, gives genuine and frequent praise and respects professional competence of the staff. Teachers are accorded the freedom to act autonomously in their classrooms by providing facilitative leadership devoid of bureaucratic trivia. Teachers know each other well and are close personal friends (Calitz & Shube, 1992:31). This kind of climate is characterised by:

- shared goals;
- collaboration, collegiality and co-operation;
- teacher certainty;
- teacher commitment;
- learning and efficacy; and
- openness and mutual trust.

These attributes impact on the type of leadership required for recognition of competence. This shall be discussed below.

5.3.1.5 Leadership for recognition of competence

An open climate requires an open and democratic leadership where by decisions are not made in a vacuum (Shortt, 1994:45), but inputs from all stakeholders are considered including those of teachers (Blasé & Blasé, 1994:5). Any programme that is destined to succeed in education requires collegiality and co-operation. Hence the Task Team (1996:27) avers that leadership is about doing things and working with people to make

things happen. It is a process to which all contribute and in which everyone in an organisation ought to be involved.

Leaders in schools should encourage teachers to develop the necessary expertise to assume leadership roles such as staff developer, mentor, peer coach, etc. (Burke et al, 1990:64). And this is the object of recognition of competence : to facilitate and nurture leadership growth by exploring opportunities that exist in schools and to ultimately enhance the quality of education in general. Leadership of school principals should generate a sense of cheerfulness and self-confidence in teachers in order to attain the objectives of recognition of competence.

5.3.1.6 Motivational factors

Cheerfulness and self-confidence are the epitomies of high morale which is premised on teachers having a sense of confidence that they can succeed, and are respected by colleagues and the community. Self-confidence boost morale and ultimately leads to motivated staff. Morale relates to the way people think about their work – their feelings, thoughts and actions. When the needs and priorities of teachers are not recognised, their morale dwindles down (Open University, 1988:28). Hence it is critical that recognition (of competence) programmes are implemented to save schools from conflict, stress and frustration. Thus, high morale is a catalyst for motivation.

Motivation is discerned in teachers having a desire to do something and achieve in order to satisfy a need in a given environment. The need for recognition emanates from:

- A sense of belonging.
- A sense of achievement.
- A sense of appreciation.
- A sense of influence.
- A sense of ownership (Day et al, 1987:128).

In addition to satisfying these needs, which are directly linked to Maslow's Need Hierarchy theory, McGregor's theory X and Y, Herzberg's two-factor theory, McClelland's theory of self realisation and Vroom's expectations theory (Van der Westhuizen, 1991:195-202 & Schreuder et al, 1995:80-83).

These theories can be realistic if the following principles are taken care of:

- Participation-involving teachers in decision-making.
- Communication-informing staff of objectives and results achieved.
- Recognition – giving credit where it is due.
- Delegated authority – decentralisation (Van der Westhuizen, 1991:203).

Because motivation considers human behaviour and theories as well as outcomes, there is a need for the recognition of competence to combat low morale caused by over-supervision, too many rules and regulations governing personal and professional activity, poor human relations and inadequate working conditions. This requires empowerment and capacity building programmes. The following section discusses this.

5.3.2 Empowerment and capacity building

5.3.2.1 *Making democratic quality decisions*

Very often decision-making in schools is a problem and the empirical investigation concurs to this. Quality decision-making which empowers and builds capacity among teachers is based on principles such as:

- Consensus;
- Collaboration;
- shared decision-making; and
- participatory management.

Quality decision-making starts by arriving at collective opinion as a team or group of individuals working together under conditions that permit communication to be sufficiently open and the group climate to be sufficiently supportive for everyone in the group to feel that he or she has a fair chance to influence the decision. This may sound good but the question remains how to do it? McEwan (1997:6) points out that quality decision-making begins with knowing when to make that decision? What kind of decisions should be made and by whom?

(a) Premises of democratic quality decisions

In organisations quality decision-making requires:

- (i) Trust – whereby people can state their views and differences openly without fear of ridicule, or retaliation, or alienation and let others do the same.
- (ii) Support – people can get help from others on the team and give help without being concerned about hidden agendas.
- (iii) Communication – because of mutual trust, people can say what they feel.
- (iv) Team objectives – team objectives minimise conflicts and direct thinking to a common end.
- (v) Conflict resolution skills – people do not suppress conflicts or pretend they do not exist. Instead, they work through them openly.
- (vi) Utilisation of members – the individual abilities, knowledge, and experience of the team members are fully utilised.
- (vii) Control – everyone accepts the responsibility for keeping communication relevant and the team operation on track.
- (viii) Climate – the team climate is one of openness and respectfulness of individual differences.

(b) Methods

There are various methods of making democratic quality decisions. Among others, the following are important for empowerment and capacity building.

(i) Creativity with options such as:

- Brainstorming
- Nominal group technique
- Mind mapping
- Fault tree analysis
- The Kiva technique
- Idea writing (McEwan, 1997:68-80)

(ii) Sharing critical information through:

- Co-operative groups
- The gallery
- The symposium
- The panel discussion
- The interrogator hearing
- The dialogue
- The interview
- The lecture (McEwan, 1997:84-94)

(iii) Problem solving which include the following steps:

- Define the problem
- Identify the suspected causes
- Verify the most likely causes
- Identify possible solutions
- Determine the best solutions
- Develop an action plan to implement the best solutions
- Evaluate action plans (Lynch & Werner, 1992:160)

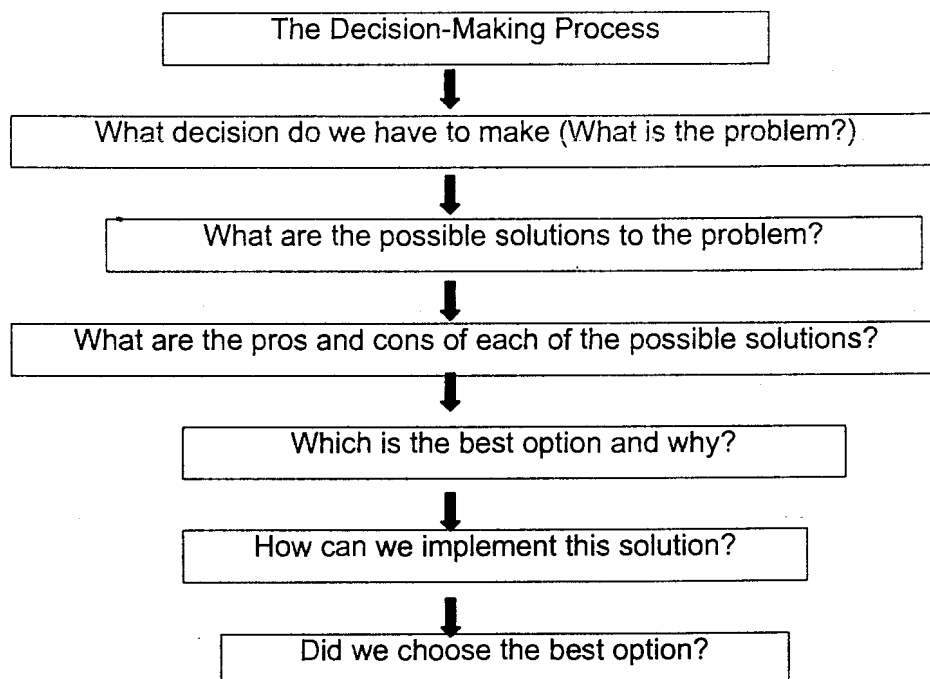
(iv) Achieving consensus which is manifested in:

- The Apollo method
- The Huddle method
- Vigilant analysis
- Second chance meeting
- Advocacy subgroups
- Ranking
- Parking lot meetings
- Diamonds nine
- Multivoting
- Scanning strategy
- Priority matrix (McEwan, 1997:113-138)

(c) The decision-making process

Whatever method is used quality democratic decision-making involves a process clearly illustrated by this figure:

Figure 5.2 : The decision-making process



Source: Department of Education, (1997:32).

This process can be summarised as agreements or reaching decisions by majority vote because:

- all members have a voice in decisions;
- differing views are heard;
- everyone supports that final decision; and
- a sense of common purpose is developed.

5.3.2.2 Competency-based development and training

It appears there is a dire need for a competency-based development in education because management and teaching jobs seem very abstract and require a special approach. Development and training should aim at the capability of an individual which relates to superior performance in a role or job. It means that development should focus on knowledge, skill or intellectual strategy. The ultimate outcomes are:

- The employee's capacity to meet (or exceed) a job's requirements by producing the job outputs at an expected level of quality within the constraints of the organisation's internal and external environments (job competence).
- An employee who is able to exhibit high performance in a job in his or her motive, trait, skill, self-concept, social role and knowledge (job competency)(Dubois, 1993:9).

(a) Addressing personnel issues

Competency-based development is relevant in addressing personnel issues. For instance, it is common in education to select headmasters and other managers on the basis of their performance as teachers. These teachers are subject specialists and are not generally prepared for their task as managers. However, in rapidly transforming systems like ours, managers may not have adequate basic qualifications for the job. In most cases unqualified candidates are appointed because no minimum appointment criteria have been defined, selection policies are not rigorously applied or there are few

articulated career development policies. Therefore, competency-based development and training are critical to remedy poor performance (Department of Education, 1996:7). This kind of approach will furnish such candidates with the necessary skills, knowledge and attitudes that are critical to job requirements and performance.

The findings from the literature study and the empirical investigation have revealed that the tasks of education managers are often poorly defined in relation to school principals. There is often a lack of articulation among these cadres and this compounds the already declining culture of education.

(b) Competency-based development programmes

Guidelines for implementation of competency-based development should first consider individual teacher's needs and needs of the school. The needs must be prioritised and linked so as to come up with a general need that will address concerns of both the teacher and the school. Therefore, competency-based programmes are needs driven (Sheal, 1989:8), and are derived from:

- pressures in the classroom;
- ethos of well-being and caring;
- staff or curriculum meetings;
- shared philosophy, coherent strategy; and
- leadership activities (Hall, Wallace & Hill, 1991:2).

When needs are identified then there is a need to design learning events. Sheal (1989:32) contends that competency-based learning events should portray learning problems of employees, adjustments, organisational history and structure as well as policy. Although a situational approach is encouraged, Dubois (1993:166) finds that when designing learning events, there is a need to identify human capabilities on which instructional design must be based. This includes:

- (1) Intellectual skills
- (2) Cognitive strategies
- (3) Verbal information
- (4) Motor skills
- (5) Attitudes

Designing the learning event is done with a view to implementation. As such when implementing the learning event, it is important to consider the following principles:

- implementation is a process not an event;
- implementation is a process of clarification;
- interaction and technical assistance are essential;
- planning is the hallmark of this process; and
- plans must address three aspects of change such as
 - materials;
 - teaching or management approaches; and
 - innovation (Hall et al, 1991:8).

A good design or programme should be:

- systematic, regular, reliable;
- flexible with regard to modes of delivery;
- demand-led, taking account of identified needs of managers and teachers;
- situation specific;
- designed to provide a variety of opportunities for self-development;
- able to generate material appropriate to training strategies;
- viable and sustainable;
- proactive rather than reactive; and
- accountable (Department of Education, 1996:7).

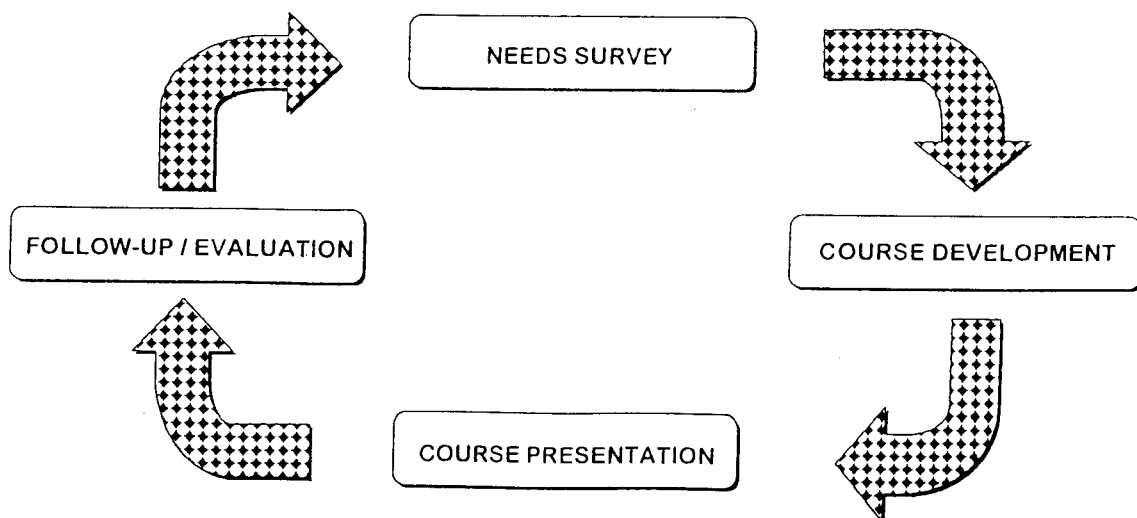
In addition to the above requirements, there are other caveats that are important to the success of development programmes. For instance, the developer should complete an in-depth analysis of the characteristics of the learners; confirm and preliminarily organise the competencies to be included (such as those mentioned above); identify subordinate competencies for each principal competency; elaborate the competencies as learner performance objectives; design and develop intervention learning plan and pilot the programme for redesign and reformulation (Dubois, 1993:158).

Finally, it must be emphasised that the programmes must place major learning emphasis on the competency, on how it relates to achieving job outputs; must actively involve the learner and make the learner responsible for achievement at all stages of the learning intervention; and should include highly visible opportunities for learners to gain insight into the problem of transference of competency acquisition to its application on the job.

(c) Competency-based curriculum

A competency-based curriculum is one whose content specifications are defined in competence terms and is consistent with job competency. It consists of a system of performance improvement opportunities such as preservice training courses, induction, in-service and learning programmes. It is a continuous process which is clearly defined as a development cycle as shown in the figure below.

Figure 5.3: Development cycle



Development should be seen as a continuous process. It means that teachers should be learners and should be continuously refining their skills (Caldwell, 1989:86). Development should move in a co-ordinated manner and usually begin with needs analysis which is done by a way of a survey – a questionnaire. The survey will inform the preparation. That is to say that learning events should be drawn from the needs. In that way development will be context sensitive by paying attention to teachers' needs (Wideen & Andrews, 1987:34). The teachers' needs should be clearly reflected in the curriculum.

When designing the course or curriculum it is important that the following technical aspects are given due regard:

- deadline – that is a date and planning time schedule for the learning event;
- objectives – distinguish between teaching and learning outcomes;
- materials for learning and teaching;
- learning and teaching methods; and
- time for feedback and review (Sheal, 1989:71).

These aspects will help improve the course presentation. The presentation can take many forms including face-to-face (contact sessions) learning, distance or open learning. The contact learning sessions should proceed in a linear form through steps such as:

1. Announce the title of the course.
2. Introduce yourself – name, background and profile.
3. Introduce the course briefly.
4. Introduce and clarify objectives.
5. Facilitate learning activities.
6. Summarise.
7. Feedback (Sheal, 1989:8).

These steps do not preclude individual creativity. The presenter has the liberty to use situational training techniques that consider individuality of the learner and contextual circumstances. Situations and individuals differ hence it is necessary that the presenter must ensure that whatever method or technique chosen he or she:

- links the participant's pre-knowledge with new knowledge;
- presents relevant, concise and brief information; and
- uses his or her experience and knowledge to overcome deadlocks and arguments during the presentation (Broadwell, 1995:105).

At the end of this process there should be evaluation and planning for a follow up. Evaluation is critical for accountability and quality assurance. Evaluation would seem to be a prominent feature in this period of transformation where more talk is on rationalisation, consolidation and cost-effectiveness. Education managers require hard facts about the effectiveness of training, evidence of past success and value for money. It is on the basis of evaluation that follow up is planned to give remedial sessions to learners who still exhibit problems, and the shortcomings of the programme are addressed with view to improvement.

Sometimes it is possible that the needs survey may point to diverse needs. In that case the developer narrows the scope in order to produce the most accurate and comprehensive curriculum architecture. When this approach is used, what will result is either several smaller curriculum architectures (or plans), each with a limited scope, or a larger, broad-based curriculum plan that can be modularised or individualised for each sub-group of the target audience (Dubois, 1993:128).

(d) Adult learning principles

Likewise, learning interventions should take a critical consideration of adult learning principles because it is teachers, who are adults, who are going to be involved, and the fact that learning takes place more readily in some circumstances than in others as well as the reality that adult learning theory and child learning theories are different, calls for a need for different planning, approach, content and method.

For this reason, Mohlakwana (1996:62) and Sheal (1989:13) agree that competency-based development, as it is intended for adult learners, should be based upon the following adult learning principles:

Adults learn better:

- In an informal non-threatening learning-environment.
- When they want or need to learn something.
- When their individual learning needs and learning styles are catered for.
- When their previous knowledge and experience are valued and used.
- Where there's an opportunity for them to have some control over the learning content and activities.
- Through active mental and physical participation in the learning activities.
- When sufficient time is provided for the assimilation of new information, practice of new skills or development of new attitudes.
- When they have opportunities to successfully practice or apply what they have learnt.
- When there is a focus on relevant and realistic problems and the practical application of learning.
- When there is guidance and some measure of performance so that learners have a sense of progress towards their goals.

Competency-based development should resonate with adult learning preferences which include:

- Rejection of prescriptions from others for their learning's;
- Highly ego-involved learning;
- Frequent and accurate feedback about progress made;
- Realistic and related goals;
- Originality in knowledge production;
- A link with pre-knowledge comprising of competencies, skills and attitudes (Reavis & Griffith, 1992:166).

It is crucial to note that competency-based development requires consideration of what the teacher thinks about teaching, the need for benefit, flexibility for accelerated skill acquisition, that enthusiasm may wane off and that development does not promise immediate effectiveness. However, these basic tenets are necessary for long term achievement and maintenance of quality education.

(e) Job competence developmental assessment

Competency-based development has an element of performance management and relies on the use of a rigorous, empirical research procedure to determine job competencies that differentiate exemplary from average job performance. Dubois (1993:321) states that exemplary teachers and average performers are interviewed about the dimensions of their job performance. Once the competencies are determined, they in conjunction with other job elements, are used to construct a job competency model.

That is to say that competency-based development, as a component of the competency model for human resources development, requires that teachers exhibit exemplary job performance within their own context of job roles, responsibilities and relationships in an organisation, its internal and external environments. This model is directly linked to recruitment and selection in that it addresses the problem of how to hire and train people for maximum effectiveness. By pinpointing the key knowledge, abilities, and other personal characteristics needed to do a job well, job competence developmental assessment departs dramatically from classical job analysis (Klemp, 1982:55). It starts with a simple premise : the best way to find out what it takes to do a job is to analyse the job's outstanding performers and then to study what they do that makes them so effective. Therefore, job competence developmental assessment is not so much about assessment of the job as but assessment of the person who does the job. This model is expounded in the following steps:

(i) Researching the job components and the requirements for exemplary job performance

This step involves the research process which aims at determining and documenting the job components. The process begins with the formation of focus group – persons who are job experts. Then, key players in the organisation are involved. The credibility of this process is enhanced by including either the principal, deputy principal or head of department or even a peer (Day et al, 1988:8). The focus group should document technical job knowledge which is characteristic of high performers.

The estimates of high performers would include attributes that modifies an individual's choice of action with regard to objects, persons, or events (attitudes) and principal competencies critical for successful job performance for a given job at a given level in an organisation hierarchy (core competence). This directly links with the second step.

(ii) Researching the attributes of exemplary performers

The second step involves an approach of job observations that can be used to ascertain the immediate job context and the work environment in which employees perform day-to-day duties. The observer's objective is to detect an overall sense of the work, climate, the style of interaction, and the actual job tasks and activities. However, job observations are used only when they will significantly contribute to, or supply information needed for, the construction of the competency model (Dubois, 1993:76).

There is a need for critical behaviour interviews – which should be varied and conducted by trained interviewers. The interview should be recorded with permission of the interviewee. Confidentiality guidelines are established with both the employee and the employer. Both the exemplary and the average performing teachers are interviewed. In this way attributes of excellent performers are arrived at through questioning and descriptions of events or situations. The ultimate outcomes of this activity are:

- Competencies held by only the exemplary performers.
- Competencies held by both the exemplary and the average performers.

The latter are the minimum job competencies, while the former distinguished the exemplary from the average job performer and are used to build the competency model. The final report must include the job outputs and the job tasks and activities engaged in the process.

(iii) Validate the job competency model

This is the final step whereby an attempt is made to validate the model and gain credibility. Competency model that is used for the recognition of competence (empowerment and capacity building) must have a high validity (Dubois, 1993:80). Its validity is enhanced when the model is consistent with democratic values such as:

- human dignity;
- non-racialism and non-sexism;
- transparency and accountability;
- fairness, non-discrimination and equal treatment;
- development-oriented; and
- representivity (Constitution of the Republic of South Africa, 1996 section 195; Rautenbach & Malherbe, 1998:61; ANC, 1995:4)

Finally, the use of this model will be advantageous to the incumbent developer in that competency model:

- analyses jobs whose performance dimensions and attributes are difficult to observe and define;
- can be applied to a wide variety of jobs;
- is criterion referenced (i.e. relative to what the exemplary performers do) rather than norm-referenced (i.e. relative to what all teachers who hold the job do);
- investigates the internal realities of a job;
- identifies the affective attributes required for successful job performance; and

- produces competency models that can be used immediately to create training or education opportunities that emphasise exemplary performance by teachers (Dubois, 1993:82).

5.3.2.3 Strategies for competency based development

The strategies are formative, career orientated and are an excellent way of enhancing the skills, attitudes and abilities of teachers so that they can remain in the job market and perform better. The idea of competency-based development, geared towards job efficiency and success, is derived from focussed elements of teacher development which include:

- Imaginative intelligence : whereby teachers are able to critically analyse work-related problems, to provide creative solutions and to engage in entrepreneurial thinking.
- Emotional maturity : enables teachers to cope with job stress.
- Effective communication skills : help teachers to write and speak well and to convey new ideas and insights intelligibly and convincingly.
- Thoughtful accuracy : embodies aspects of teachers being able to work fast and to detect and rectify errors.
- Interpersonal sensitivity : includes attributes of teachers being able to work with people, tolerate cultural and other diversities in the work environment and to contribute to an atmosphere of teamwork.

(i) Contact sessions

There is a considerable number of contact sessions strategies available to the competency developer. These are strategies in which the developer comes into contact with the learner. They are:

- Observation
- Peer-mediated learning
- Role play

- Modelling
- Laboratory
- Clinic
- Discussion
- Group work
- Workshop seminar
- Demonstration session
- Mock-up (Dubois, 1993:206-208)

(ii) Self-directed learning

Competency-based education and training may also include the use of self-directed learning strategies such as:

- Reading
- Computer-assisted learning
- Interactive video disc packages
- Distance learning
- Programmed instruction
- Projects and assignments
- Tutorials
- Contract-based learning
- Annotated reading lists, bibliographies
- Study guides
- Public library research

(iii) Off-site strategies

Development may take a form of an off-site learning whereby a learner is taken to

- Visits on learning sites
- Excursions
- Conferences
- Workshops
- Seminars
- Camping
- Field trips
- Travel
- Teacher exchanges
- Institutes (Davis et al, 1996:13)

(iv) Optical technology

This strategy involves the use of optical technology based on the hardware's capability for storing and retrieving very large amounts of data. The forms of optical technology contemplated for empowerment and capacity building include:

- Compact disc read-only memory (CD-ROM) technology.
- Interactive videodisc (IVD) technology.
- Digital video-interactive (DVI) technology.
- Compact disc-interactive (CD-I) technology (Hannum, 1990:47).

Although human resources managers may find it difficult to use emerging training technologies because it develops at a faster pace, technology remain significant and important for competency-based development.

(v) Communications technology

This often referred to as conferencing and may take the form of satellite or broadcast television and telephone lines (Hannum, 1990:19). The most useful one's are:

- Asynchronous computer conferencing

- One-way video teleconferencing
- Two-way digital teleconferencing

Furthermore, competency-based development can be enhanced by instant and accurate communication systems such as electronic mail, voice mail, fax, GroupWare, telecommuting, electronic data interchange, etc. (Shelly, Cashman, Waggoner & Waggoner, 1995:71). Whatever strategy used, its success will be determined by connectivity for quick and direct accessibility.

(vi) Group strategies

These strategies are relevant for those who prefer to work in groups and teams. Among others they include:

- Workshops
- Staff meetings
- Committee work
- Team teaching
- Mentoring, coaching
- Seminars
- Professional association work
- Community organisation work
- Group discussions (Davis et al, 1996:13; Rebore, 1991:168)

These strategies should be used with consideration of other methods which cater for individual abilities. In other words the individual's talents should be enmeshed within the group. Self-actualisation will make each group effective.

5.3.2.4 Power sharing guidelines

Research findings reveal that there is a misconception of power as if it were only an attribute of a person or a select group – with teachers complaining of being powerless and managers seeing themselves as the seat of power. It must be noted that the brief of

this project is to investigate power relations in schools and suggest ways of sharing it. Therefore, power should not be seen as a commodity, an agency over others, the ability to stop the activity (Lee, 1999:245), but rather we should see power as relational, always consisting of interaction and therefore, never one-sided or unilateral (Richmond & McCroskey, 1992:8).

The aim of the researcher in this section is to suggest ways and means of sharing power without losing it through the following:

The success of partnerships, teams or networks depends on the recognition of each partner as an equal member with a well defined role. Each partner should focus on his or her core strengths and utilise the strength of the other partner to overcome threats and weaknesses. In this way new opportunities will be maximised for the benefit of all partners. In terms of Die Tukkies (1999:2) this demands a creative approach to working much more closer together by allowing for a win-win approach. This approach will synergise individual talents and draw from a pool of expertise the rudiments required for the survival of the organisation.

Each member must accept responsibility concerning the organisation and programmes executed. This is possible when there is:

- mutual trust and respect;
- shared decision-making;
- shared goals and values;
- common vision;
- open communication;
- teamwork spirit; and
- respect for the roles of different partners (Potgieter et al, 1997:8).

It should be noted that partners who are in the education business equally share both the risks and profits. Should there be "loss" all should endure the plight. No one is exonerated. Likewise, when profits are bigger there should be equal share or equitable

share. It means that partners should expect to gain by working together. Hence it is necessary to set standards for accountability so that each partner knows the extent and level of his or her responsibility.

Furthermore, there is a need to distinguish the type of a partnership one may be involved in. Karlsson (1998:38-39) identifies the following types of partnerships:

- Informal partnerships – are ad hoc structures-based on loose agreement.
- Post-agreement formalised partnerships – requires tendering procedures and formal agreements.
- Formal partnerships – evident in form of non-state organisations/agencies for example, Hunter Committee, Ministerial Task Teams, UP-CSIR, etc.
- Statutory partnerships – based on legislative provisions, e.g. Heads of Education Committee, the Education Council, School Governing Body, etc.

Partnership can be configured in various ways including bipartite agreements involving the government and non-governmental agency; multi-agency between government, an NGO and the private sector; multi-level partnerships in which multi-agency agreements operate at more than one level and may involve substructures. Practically, these guidelines can be translated into a situation whereby teachers in a particular school establish a team, or form partnership with an NGO to share expertise. Partnerships between schools or departments are possible whereby teachers of a model school share skills and knowledge with the other partner.

In the same vein, it must be noted that, although institutions have latitude to establish partnerships, institutions are not the same. Therefore, the challenge facing partners will be how to manage diversity? Harris & Myers (1996:8-9) cautions partners to go beyond stereotypes and prejudices and value diversity as the strength to build on partnerships. Dealing with a diverse team (collection of people) requires special knowledge and sensitivity. People from different cultures, religious backgrounds, ethnic groups, etc., have values and beliefs that may make a significant difference, especially in a team

setting. Acknowledging that differences do exist and using them to your team's advantage will make partnerships more effective.

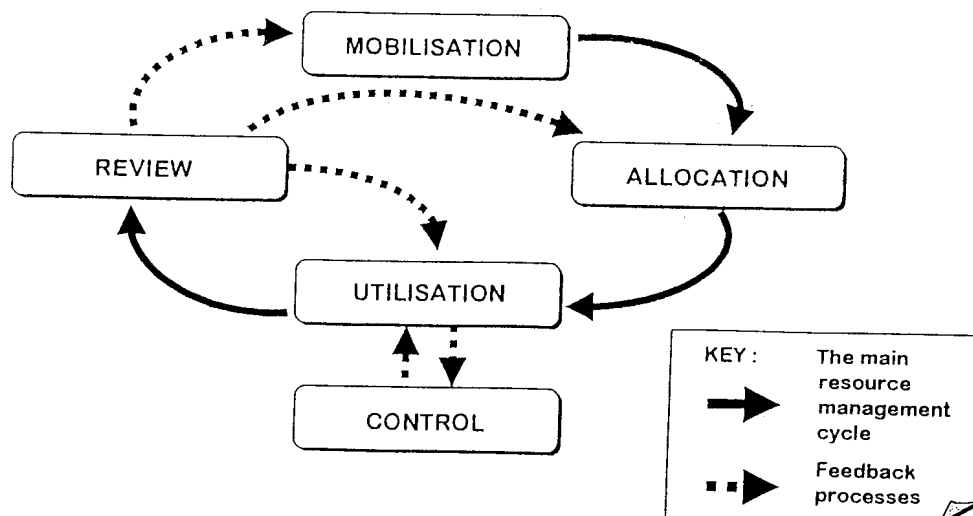
5.3.2.5 *Managing resources equitably*

The challenge of empowerment and capacity building will remain a daunting task to management especially in this era of budget cuts. Therefore, it is important that managers manage resource effectively. These resources include:

- People-teachers, ancillary staff and learners.
- Equipment and consumable materials.
- Space – buildings and land.

The ultimate purpose of resource management in schools is to ensure that these resources are appropriately deployed and utilised in the delivery of educational experiences to pupils. This task involves everybody in the school, including senior managers, other teachers, learners and parents (Open University, 1988:8). The following figure (resource management activities) clearly give guidelines as to how to manage resources.

Figure: 5.4: The Resource Management Cycle



Source: Open University, (1988:10)

Mobilisation involves identifying and providing all those resources which may contribute to the school's performance. Although the move towards site-based management promise to empower schools, the availability of resources is still determined outside the school's boundaries. However, schools can mobilise resources from different sources. It means that school managers should become entrepreneurial in mobilising additional resources because the state cannot do everything for schools. Every partner should go all out to raise resources for the school.

When funds are raised, resources should be made available through allocation. This step begins with consideration of requisitions made by teachers as they are people closest to the learners. Allocation is done according to requisitions from teachers, convenors of different extra-curricular activities and leaders of ancillary staff. Practically, allocation is related to budgeting whereby various activities are slotted and allocated equitably according to the need.

The allocated resources should be utilised efficiently according to the mission of the school. Utilisation refers to translation of real resources into activities (Open University, 1988:9). The example is when the teacher uses teaching media in the classroom or when learners play rugby. However, utilisation of school resources should be controlled. This involves recording the taking-in and –out of a particular equipment or instrument and managing straying resources as well as guaranteeing its effectiveness in use. Thus inventories of resources need to be regularly taken to ensure that stocks are adequately maintained, and patterns of spending need to be monitored to ensure that they are in line with budgetary allocations.

Finally, performance has to be reviewed to assess how well resources have been utilised. This entails tackling fundamental questions concerning the degree to which particular resources have contributed to the quality of curricular and other provisions of the school. Such a feedback facilitates accountability. And strategies and plans for prospective development can be derived from this activity.

5.3.2.6 *Affirmative action*

Affirmative action should be regarded as the additional corrective step which must be taken in order that those who have been historically disadvantaged by unfair discrimination are able to derive full benefit from an equitable employment environment. Affirmative action is an integral part of equality rights, a logical extension of the right to non-discrimination (Beckmann, Bray, Maile, Foster & Smith, 1999:73). Although there are serious criticisms levelled against affirmative action, it is necessary for managers to understand that there is no piece of production that cannot be criticised. However, merely because a programme is called an affirmative action programme should never be conclusive of its validity for it must always be asked:

- Is the programme aimed at disadvantaged individuals or groups (designated groups)?
- Is the programme truly ameliorative?
- Is it reasonable in that it is not grossly unfair to others?

If the answer is yes to all these questions, then the programme can fully qualify as a genuine affirmative action programme. Affirmative action programmes should meet the following criteria, namely, they should:

- be directed to achieving equity for a group which has been the subject of past discrimination;
- be proportional to the goals being pursued; and
- not unreasonably prejudicial to those not embraced by it.

(i) Affirmative action principles

Although the adverse effects of affirmative action persist, it can be implemented with minimal discrimination when the following principles are considered:

- **Communication:** The purpose of affirmative action policies and programmes must be fully communicated to all parties.
- **Participation:** Affirmative action programmes must be developed with the active participation of all employees at all levels, and with representatives of organised labour.
- **Transparency:** Affirmative action programmes and practices must be open to scrutiny within and outside education, within reasonable limits.
- **Accountability:** All managers must be responsible in driving the process of affirmative action, but the top management should be accountable for its delivery.
- **Reasonable accommodation:** Affirmative action programmes must strive to eradicate barriers to employment and advancement in the physical and organisational environment and provide support of all members of the target groups.
- **Relative disadvantage:** Affirmative action must take into account the relative disadvantages status of groups, their needs within the target group and the needs of the organisation (Beckmann, et al, 1999:75).

(ii) Mechanism to correct imbalances

What managers must acknowledge is that affirmative action is now an integral part of the recruitment and selection process for all posts. Thus, in the hiring and appointment of employees, due regard must be made for the need to redress the injustices of the past and the need for representativity. However, the programmes envisaged for redress must advance suitably qualified persons by ensuring that such persons are considered on the basis of agreed upon criteria that is congruent to fundamental rights. To achieve this, the following mechanisms suggested by Schreiner (1996:85-88) may be useful:

- **Quotas** – are often equated to numerical goals in terms of which the employer may set staffing targets in terms of numbers of percentages that should be held by members of target groups.
- **Mandated representation** – is a strategy whereby organised employees elect representatives to serve on structures in an organisation. This calls for open

negotiation of recruitment and selection policies so as to harness union initiatives where possible.

- Targets – is another way of using a quota system but in contrast it is not an absolute approach like quotas which stipulate that no hiring of non-target group of persons may take place until the number of target group of employees attains a specified quota.

It must be kept in mind that when reviewing policies and practices, the concern should be whether they are necessary, not merely convenient. The duty of accommodation requires employers to be prepared to make sacrifices in adapting their policies and practices to facilitate employment equity.

(iii) Employment equity plan

In the same vein, there should be an employment equity plan which is practical, realistic, measurable and specific to each of the three designated groups. In other words, the equity plan must be designed to achieve reasonable progress towards employment equity in the employer's workforce. According to Beckmann et al (1999:92) the plan must specify:

- annual objectives for the life of the plan;
- the affirmative action measures to be implemented;
- where under-representation of people from designated groups has been identified by the analysis, numerical goals to achieve equitable representation of suitably qualified persons from under-represented designated groups which each category and level in the workforce; including:
 - the timetable within which these numerical goals are to be attained;
 - the strategies to be implemented to attain these numerical goals;
 - the annual timetable for the attainment of all other goals and objectives established;
 - the duration of the plan;

- the procedures to be used in monitoring and evaluating the plan to determine whether reasonable progress is being made in attaining employment equity; and
- the persons in the workforce responsible for monitoring and implementing the plan.

In conclusion one can say that recognition of competence is an imperative of human resource development which is fundamental to transformation in education. It facilitates worker growth and improvement of the standard of education. The guidelines and strategies outlined above are suggested to address the challenges posed by transformation in education. And recognition of competence also addresses retention in that the suggested strategies are aimed at committing teachers to lifelong learning – thereby regularly refining their skills so as to make them employable and mobile in their careers. Further retention strategies are suggested below.

5.3.3 Retention guidelines

Retention embodies a system designed to provide educators with continuing employment during efficient service and establishes an orderly procedure to be followed before services are terminated. Retention is also referred to as tenure or permanent employment. There is a misconception that local school governing bodies have no authority to make changes affecting persons who have gained tenure status. It does not mean that the school governing body cannot, for example, transfer a teacher from one school to another as long as the act of transfer is not arbitrary. Permanent employment does not mean an absolute absence of change in conditions of employment. If this were so, managers would be powerless to cope with day-to-day personnel problems with which they are confronted. Thus, the purpose of this section is to outline guidelines on how to deal with retention of teachers for reasons ranging from motivation, protection, academic freedom, job security, staff stability to execution of rights. In the light of these reasons the researcher suggests the following guidelines.

5.3.3.1 *The probationary period*

The acquisition of a permanent status by educators represents long-term commitments in administrative judgement, public trust, and budget appropriations. The probationary period is important in the retention process. Its importance emanates from how an individual teacher acquires tenure.

Firstly probation has to do with assessment of the individual – his or her competency and potential as well as his or her ability to serve future staff needs of the school. Secondly it validates the recruitment and selection process. It provides an opportunity to determine the degree to which the original choice has conformed to expectations (Castetter, 1992:453). Lastly, the probation period provide for selective elimination, permitting the organisation to employ on a permanent basis only those who have attained the excellence required for such appointments.

Measures to be taken by the organisation during the probationary period to ensure a capable and stable teaching corps include:

- Consistent attention to induction and development of the probationer.
- Provision of funds for continuing staff development programmes.
- Consistent appraisal of and counselling with probationary personnel.
- Continuity in the selection process until the probationer attains the satisfactory level of excellence (Castetter, 1992:454).

Currently, the conventional practise with regard to probation implies an automatic attainment of tenure because in practise there is no developmental assessment to gauge and develop incumbents. After completion of twelve months the incumbents receive tenure of employment. This must be reviewed to save the taxpayer's money and enhance the accountability of the whole system. This practice waste time, money, management effort and educational opportunities incurred through admission of unsatisfactory personnel in the profession. Opportunities to minimise such errors of

judgement are available in the recruitment, selection, appraisal and development processes.

5.3.3.2 *The tenure privilege*

After successful fulfilment of the probationary period, the individual educator is assured continuing employment (permanent status). In return for the tenure privilege, all tenured personnel are expected to assume certain obligations, such as adherence to the code of ethics, rules and regulations governing his or her employment. The notion of professionalism invokes the requirements set by South African Council for Educators (SACE) such as:

- acknowledging the noble calling of their profession to educate and train the learners of our country;
- acknowledging that the attitude, dedication, self-discipline, ideals, training and conduct of the teaching profession determine the quality of education;
- upholding and promoting basic human rights as embodied in the Constitution of South Africa;
- committing themselves to do all within their power, in the exercising of the professional duties, to act in accordance with ideals of the profession, as expressed in the SACE code; and
- act in a proper and becoming way such that their behaviour does not bring the teaching profession into disrepute.

Therefore, it must be established that tenure is not a right but a privilege accorded to individuals on the basis of satisfactory compliance to set standards and norms. Education cannot harbour teachers who constantly contravene rules and regulations of the profession. Although the teacher is accorded academic freedom, the employer has the right to exercise control over the activities of the employee, and even to alter the contract of employment. However, the employee has the right of recourse to due process of the law.

The tenure privilege creates some expectations on both the teacher and the employer. These expectations include how much work is to be performed for how much pay and the pattern of rights, privileges and obligations between the individual and the organisation. The organisation enforces its view of the contract through authority. The individual enforces his or her views of the contract through upward influence, whether as a free agent or as a member of the union (Castetter, 1992:455). Thus, the process of tenure has an element of reciprocity. It assumes that the organisation will protect employment security of personnel who in return must fulfil obligations attending the service for which they are employed. However, there are some constraints that militates against tenure such as:

- Decline in enrolments.
- Curricular – changes.
- Financial constraints.

Therefore, the tenure privilege may eventually be revoked under circumstances beyond the organisation's competence and control. But still the due process of the law must be adhered to.

5.3.3.3 *Bilateral agreements with unions*

Unions stand to play a role in the retention of excellent teachers. Hence Hassen & Naidoo (1999:8) find that:

"Not long ago the government agreed with unions to conduct skills and service delivery audits to match resources and guide effective transformation restructuring. These audits represented an opportunity for the state and unions to develop a staffing framework to ensure [retention]".

This initiative represent a right step in the democratic process of retention whereby unions are recognised as partners in staffing where there is an acute shortage, and in reduction where there is overstaffing. The involvement of unions comes as a result of consideration of the fact that unions stand to protect workers against arbitrary and

controversial staffing decisions by management. Trade unions will not allow the situation whereby their members are trampled to prevail. They seek to improve the conditions of work of their members (Wood, 1998:7). Moreover, the employer has the duty to consult in cases of transfer, redeployment or dismissal in terms of labour legislation.

At organisational level managers should consult with site-stewards because these union officials often have a far better idea as to what workers actually want (Wood, 1998:113). Site-stewards are vibrant communication links with the entire workforce because they are in everyday contact with their peers in the workplace, and generally have a good idea of workers complaints. If managers are to win the attitude of the workers they must use the services of site-stewards over and above bargaining councils such as the Education Labour Relations Council (ELRC) and the Public Service Co-ordinating Bargaining Council (PSCBC). This is because an outsider may not have the necessary information required at that particular context. However, a word of caution to this approach is that the trade union will generally seek to make this relationship formal. Nevertheless, good relations with unions will help establish order and harmony in the long-term (Nel, Erasmus & Swanepoel, 1993:64; Rautenbach, 1994:70-71).

Stability is a precondition for education to take place. Disregarding unions will only deepen the crisis. Retention of staff should be carried out in a win-win situation whereby all stakeholders receive sufficient recognition. Whilst it is necessary for unions to be involved, provincial departments who are saddled with the responsibility of retention must improve their programmes. In the same vein, the role of the provinces in retention of teachers will be discussed below.

5.3.3.4 Provincial budget reviews

Retention of teachers depends on budgetary constraints. The paradox with budgetary constraints is that provinces have to cater for staffing whereas they also have to provide for other basic education resources such as text books and classrooms. As a result provinces overspend. Donaldson (1998:35) alludes this overspending to the fact that personnel spending exceeded 92% of provincial education budgets. This is undoubtedly

too high, and glaring disparities emanating from the legacy of apartheid continue to plague education.

However, by alluding to high percentages on personnel spending one does not downplay the value of our dedicated and committed teaching corps. On the contrary, it is to recognise that the effectiveness of teachers in the classroom is undermined at present by inadequate supportive resources and facilities. Sustainable retention of educators requires provincial education departments to plan and budget for the costs of personnel provision, promotions, annual salary adjustments and all staff benefits, including training, leave and substitute staff. Provinces should refrain from using overdraft facilities thereby overspending because of:

- Unfunded mandates – whereby provinces are often forced to take on new responsibilities without receiving money to finance such programmes.
- Constraints on provincial flexibility – social security payments and salary expenditure are not under provincial control. Civil servants' wages are determined by centralised wage bargaining. Provincial capacity to respond to over-expenditure is limited.
- Budget gains to increase revenue. Up to the 1997/8 financial year, provinces under-budgeted for national priority areas such as health, welfare and education, hoping that the national government will bail them out when they ran out of money.

Therefore, it is important for provinces to address this problem through the following measures:

- improving financial management;
- improved budget practice;
- regular reporting;
- improved expenditure control; and
- improved expenditure management.

The provincial budget should embrace personnel management which embodies teachers' conditions of service, career planning, performance assessment, development and staff mobility.

5.3.3.5 Local appointments

Local initiative are not precluded in the process of retention. For instance, in accordance with section 20(4) of South African Schools Act, 1996 a public school may establish posts for educators and employ educators additional to the establishment determined by the MEC in terms of section 3(1) of the Employment of Educators Act of 1998 (Beckman et al, 1999:63). Those schools which can afford may retain their staff through this type of appointment. This will depend on the availability of the necessary funds to sustain and maintain such posts. However, efforts should be made to improve such appointees' conditions of service.

5.3.3.6 Redeployment

Redeployment is another way of saving teaching jobs (retention) and bring equity to uneven education human resources (Garson, 1999:4). This process involves reshuffling and reassignment of teachers to needy areas. In legal terms it is referred to as transfer for operational requirements which is based on:

- change in pupil enrolment;
- curriculum changes within a specific education institution;
- change to the grading of the specific education institution; and
- financial restraints.

Because this process involves jobs it is necessary to involve unions. Studies conducted by Jayiya (1999:8) reveal that in the recent past there has been more strikes in provinces against redeployment. Therefore, redeployment should be implemented according to collective agreements (ELRC resolutions) which will give unions an

opportunity to have a say in its implementation. This is to ensure that teachers' rights are safeguarded (Nxesi, 1997:32). It should be implemented according to specific procedures laid in collective agreements. For instance, according to ELRC Resolution 6 of 1998 the following procedure shall apply:

- (a) Procedure for transfer on operational requirements
- (i) All vacancies that arise at educational institutions must be offered to serving educators displaced as a result of operational requirements of that PED as a first step.
- (ii) All vacancies must be advertised and filled in terms of the prescriptions set out for the advertising and filling of educator posts, provided that:
- every attempt is made to accommodate serving educators, displaced as a result of operational requirements, in suitable vacant posts at educational institutions or offices; and
 - a PED may publish a closed vacancy list (i.e. the priority list). In such event, the procedures contained in the resolution dealing with the rationalisation and redeployment of educators in the provisioning of educator posts shall apply.
- (iii) When a school governing body (SGB) exercises its function in terms of section 20(1)(l) of SASA and Chapter 3 of Employment of Educators' Act, 1998, it must accommodate the obligations of the employer towards serving educators (i.e. choose educators from the priority list); the SGB must also take into account the requirements for appointment as determined by the Minister of Education and/or the requirements of the post as determined the Head of PED.
- (iv) All applicants, who are serving educators, displaced as a result of operational requirements and who are suitable candidates for a vacant post in an education institution or office, must be short-listed.

(v) At historically disadvantaged institutions (institutions that fell under control of ex-Department of Education and Training, Homeland Governments and TBVC States), any educator who acted for longer than 2 continuous years in the post, at the institution, must be included in the interviews for the post, provided that:

- the educator is currently in the post;
- the post is part of post establishment of that institution;
- the relevant PED had approved the appointment; and
- the educator must have applied for the post.

These procedures apply in all cases of reassignment or transfer on operational requirements. There is a specific procedure for redeployment based on equity reasons...

(b) Redeployment for equity

The principle of redeployment is introduced to ensure equity and redress throughout the education system. In education, glaring inequities exist in terms of teacher distribution, with an abundance of teachers and small classes in formerly white schools and teacher shortages in townships, informal settlements and rural schools (Nxesi, 1997:33). Due to financial constraints the state cannot hire teachers in areas of shortage. Thus, redeployment becomes central to equity. The basis for redeployment for equity is representivity of:

- race; and
- gender.

However, the redeployee's preference with regard to educational institutions may not be ruled out. In the final analysis educators must have a choice, failing which the employer shall find a suitable placement. Those who refuse to move are not entitled to severance pay and are deemed to have resigned.

In conclusion, one can say that redeployment of educators is a process which is influenced by the following dimensions:

- The technological environment.
- The economic environment.
- The political environment.
- The socio-cultural environment (Schein, 1993:23).

Therefore, planning for this process should revolve around trends mentioned above. In some cases it will be difficult to retain certain personnel. Such cases invokes rationalisation.

5.3.3.7 Rationalisation

Rationalisation is referred to as redundancy which occurs as a result of reasons and dimensions mentioned earlier in section 5.3.3.6. It is a situation whereby the employer reduces personnel (Lewis, 1993:17). Over and above the reasons already mentioned rationalisation is influenced by:

- Cost-effectiveness.
- Organisational change.
- Availability of sufficient finances.

Rationalisation should take place within a specific legal context. For instance, in cases where a post establishment is to be declared redundant ELRC Resolution 6 of 1998 provides that:

- (i) All educators affected should be treated fairly; and all avenues must be explored to ensure continued employment of educators who occupy posts which are classified in excess in terms of these procedures.

- (ii) Transfer of educators in posts declared in excess in the process of rationalisation is compulsory – but educators who hold posts in excess are not automatically redundant.

(i) Guidelines for rationalisation

When rationalising staff the employer is guided by affirmative action measures and representivity. All educators should be treated in the same way, except for the following temporarily employed educators:

An educator who –

1. does not meet minimum requirements for an appointment, and
2. who has been employed on a continuous basis by a provincial department of education or the Department of Education for longer than 10 years, and
3. who is teaching in a previously disadvantaged institution (institution under control of ex-Department of Education and Training, Self-governing territory or TBVC state), shall be treated in the same way as a permanently employed educator for the purpose of rationalisation.
4. An educator declared in excess in terms of previous processes and who currently finds himself/herself on redeployment list of a provincial education department, shall revert to being a full member of his or her current staff establishment.

- (ii) The Provincial Task Team (PTT) is a body established to facilitate rationalisation and redeployment. It co-ordinates executions from:

- a PED who has to notify all education institutions of its educator post provisioning which may increase or decrease the number of posts of a particular institution.
- the Circuit/District manager who together with principals within the circuit/district must determine posts in excess of the approved establishment as well as vacant posts.
- all principals who must then inform their respective staff on the procedure for rationalisation and on the effect it will have on the staff establishment in the institution.

- representatives of trade union parties to the ELRC who must be invited to observe the process.

Once the District/Circuit Manager has obtained all relevant information from schools that fall in the Circuit/District, the Circuit/District manager must declare an audit of schools that fall within the Circuit/District with certain specified information. In terms of the audit, the Circuit/District manager recommends to the Head of PED which posts should be retained and which to be offered for abolition at an educational institution within the circuit/district. The Circuit/District manager must set out the relevant factors and give reasons to support the recommendation. If the implementation of educator post provisioning will result in an increase of the educator post establishment of an educational institution, the principal shall recommend how the post(s) shall be utilised, taking into account specific curricular needs and circumstances of the institution.

5.3.3.8 Voluntary severance packages

Voluntary severance packages (VSPs) are meant to release teachers from the system who are not willing to be redeployed. In terms of the collective agreement reached in the ELRC VSPs were to be given as a privilege, a special case scenario, other than an automatic right for all who applied for them. However, in terms of studies made by Hofmeyr (in Garson, 1998:29) VSPs caused a brain drain. They were designed in such a way that they were irresistible to anyone who has been a teacher for more than 20 years. Instead of contributing to the retention of teachers, it encourages voluntary retrenchment with adverse repercussions on the system.

Therefore, what is needed is a system which links retention policies to equity and excellence together by averting post-redundancy problems such as:

- Skill and experience deficiencies.
- Staff shortages.
- Inflexibility.
- Adversarial relations with trade unions.



- Increased workload.
- Low morale among staff (Lewis, 1993:47).

In addition, measures should be taken to minimise voluntary redundancies in form of consultation arrangements, competency-based selection criteria, offering time-off to look for a new job, assistance with job search and counselling. Therefore a redundancy policy is a prerequisite of such an approach. This policy should blend a person's volition to move out of the system with the need for education services by enmeshing the person's skill, abilities, aptitude and adaptability through restructuring. In the same vein, Casterter (1992:480) and Nollen, Eddy & Martin (1978:83) suggest the following cascades which should be included in the retention policy:

- Part-time employment
- Job-hunting assistance
- Retraining of teachers

The policy must identify the potential pool of educators who are eligible for VSPs and the pool must be rank ordered to minimise exit by considering seniority, tenure status, performance ratings, extra duty assignments, and additional certification. The ranked list should be regularly reviewed for the purpose of making deletions and additions. Where it remains impossible to retain educators outplacements can be explored (Granholm, 1991:221). The benefits of voluntary retrenchments must be based on legal provisions. Following these guidelines will help promote the morale of the remaining workforce because it demonstrates that the employer is committed to doing all that is reasonably possible in helping individuals who, through no fault of their own, have their employment rationalised. Furthermore, it will reduce the possibility of disruptive labour actions and litigation by former employees. In that way supportive family relationships will be established.

5.4 CONCLUSION

An attempt was made in this chapter to provide for guidelines, emanating from findings from the literature study and the empirical investigation. The guidelines were discussed separately according to variables such as recognition of competence, empowerment and capacity building, and retention of teachers. The separation was done to enhance implementation but not that they are diametrically opposed to each other. With regard to recognition of competence it is established that effective recognition begins when teachers enrol for teacher education (in-service) till the end of service. Therefore, recognition of competence is a process and not a once-off issue.

Likewise, empowerment and capacity building should be seen as continuous elements of recognition of competence which seek to address material factors, skill and attitude complementarily so that educators who will remain serving in the system should be the ones who are excellent. Both concepts aim at creating an enabling environment whereby the individual excel and grow. The removal of barriers in the system will necessitate retention and enhance it. However, it must be noted that despite efforts to retain teachers, there are certain constraints that militates against retention. Nevertheless retrenchments should be within the guidelines of the law and collective agreements. And it must be noted that the situation is not as bleak as it is painted by the media.

CHAPTER SIX

6. OVERVIEW, CONCLUSION AND RECOMMENDATIONS

6.1 OVERVIEW

As we move into the twenty-first century, there is a need to face socio-economic challenges that impact on the education system with confidence. The biggest challenge is to reconstruct the education system to ensure South Africa's international competitiveness and internal growth. It is from internal growth that South Africa can relate and compete with her contemporaries and counterparts. This ideal requires production and retention of skilled and educated human resources who can advance scientifically and technologically. For this reason, recognition of competence is deployed to ensure that teachers, who remain critical to the country's human resources development, are able to:

- Demonstrate the ability to consider a range of possibilities for action, make considered decisions about which possibility to follow, and to perform the chosen action (practical competence);
- Adapt action to different contexts by having knowledge and thinking which underpins and informs the action taken (foundational competence); and
- Remain excellent in their teaching. This refers to the ability to connect decision-making and performance (practical experience) with understanding (foundational competence) and use this to adapt to change or unforeseen circumstances, to innovate within one's own practice, and to explain the reasons behind these innovations and adaptations (reflexive competence)(Sergiovanni & Starrat, 1993:269)..

Similarly, this project has sought to track the link between economic factors and education solutions to development. The integrative forces of the economy will require a common work ethos. It is futile to expect teachers to operate as a team, while coming from racially and culturally segregated educational institutions with glaring disparities in resources. Hence it is necessary to empower and capacitate teachers and institutions to advance towards global competitiveness and internal growth. The problem to unravel is

that better schools tend to gravitate to higher income areas thereby limiting educational choice and disadvantaging the more gifted children of the poor. Thus recognition of competence aims to redress this (Syncom, 1986:4). One of the key targets for recognition of competence, in the interest of the child as much as of the country, is to inject excellence in teachers irrespective of race, location and culture.

In the same vein, recognition of competence seeks to familiarise teachers and managers with change – to anticipate and match the accelerated rate of change. This model seeks to integrate social and economic structures with the education system so that teachers' anger and frustration resulting from the disparities, irrelevance and insufficient recognition opportunities are alleviated. The researcher begins to show this right from CHAPTER ONE in which the following were dealt with:

- Orientation
- Problem statement
- Aims and objectives of the research
- Research methods
- Clarification of concepts

This notion permeated CHAPTER TWO whereby the researcher identified components of competence, the objectives for the recognition of competence, and unravelled the National Qualifications Framework. This chapter develops new perspectives in human resources development by investigating the relationship between recognition of competence and human resources management, analysing practices in rewarding and valuing and pertinent issues in the recognition of competence as well as synchronising the aspects of recognition of competence with organisational management.

Likewise, in CHAPTER THREE the researcher discussed the notion of empowerment and capacity building according to objectives and assumptions, logical considerations of empowerment, empowerment programmes and models. Furthermore, a critical account of capacity building is highlighted in the form of discussing the legacy of apartheid, objectives and programmes.

The need to arrive at factual and informed arguments urged the researcher to embark upon an empirical investigation – CHAPTER FOUR. In this chapter the researcher dealt with methodological considerations – that is, addressing questions asking reasons for the use of a particular method of study. The sampling method is also described.

In CHAPTER FIVE the researcher discusses and analyses research findings – both from the literature study and the survey. Research studies reveal a myriad of problems. The researcher suggested different ways of improving practices in human resources management and development through guidelines. Methods and strategies are suggested. Tentative solutions are outlined in this chapter.

6.2 PROBLEM SOLVING

In section 1.3 of Chapter One the problem stated was: **Do human resources management aspects influence the quality of service in public education?** And the investigation was done to answer the question of what ways and means are available to develop and train teachers in order to retain them? Evidence from literature studies point out that quality service in public education is adversely affected by inadequate human resources management and development aspects such as competence, motivation and education and training as well as resources. It was found that the context in which teaching is taking place is fraught with deficiencies ranging from an inadequate reward system to deprivation.

The empirical research findings also concur to the inefficiencies and shortages as contributors to poor service in public education. The researcher discovered that there are certain aspects of recognition of competence, empowerment and capacity building, and retention that needs urgent attention. For instance most teachers complain of poor development services from the employer. Remedial strategies and guidelines are suggested in order to solve and address the problems raised. However, it must be noted that any strategy or guideline suggested may not be used alone. A combination of strategies, approaches and guidelines may be useful. Furthermore, there is a need to consider institutional constraints and the individual teacher's circumstances. In that way recognition of competence promises to provide a holistic approach to development of

teachers so as to improve the quality of service in public education. The hallmark of this model is the suggestion of new options in human resources management and development. Although recognition of competence cannot be a panacea alone to education problems, it may improve conditions in teaching and management if implemented according to the guidelines and recommendations suggested.

Recognition of competence will give an impetus to transformation by engendering a commitment among teachers to all educational goals in terms of explicit behavioural attributes of what a person is able to do once an educational activity has been mastered. According to Monjan & Gassner (1979:4) these behavioural attributes are called performance objectives. In other words, quality service in public education requires specific actions that teachers are able to perform satisfactorily. Since the goals are defined behaviourally in terms of what a person who has attained them is capable of doing, there is little room for ambiguity. This clarity of objectives has two major advantages ; the teacher can make informed decisions and choices about what he or she wants to do, and such clarity can provide institutions with a clear criteria by which they can measure the effectiveness of their educational activities.

6.3 ATTAINMENT OF AIMS AND OBJECTIVES

The aims and objectives of this research project have been indicated in section 1.4 of Chapter One. With regard to the aims, the researcher seems to be successful in that this project unravelled aspects of human resource management. These aspects were identified, analysed and synchronised with guidelines and recommendations. It is revealed that recognition of competence may help teachers realise their full potential while at the same time ensuring their job security. Measures, programmes and strategies for the retention of teachers were explicitly identified. In addition, the researcher brought to light the crucial aspects of empowerment and capacity building which seem to be the basic tenets of quality service in the public education.

The findings from the literature study, which reveal glaring inadequacies in the recognition system, corroborates evidence from empirical research, which reveals the dire need for teacher development and motivation through recognition of competence.

The success of this research project is strengthened by suggestion of means and ways of coming out of the education morass. Guidelines and recommendations are given to alleviate the situation. On the basis of the information given the researcher deems it fit to declare that aims and objectives of the project were attained, for current practices were unravelled, transformation challenges were identified, the strengths and weaknesses of the current system were brought to light, and the nitty-gritty's of human resources management and development were discussed as well.

6.4 CONCLUSIONS

The conclusions that can be drawn for this project include among others that there appears to be a problem of poor morale in teaching and that money alone is not the only problem alone. Inappropriate policy choices are jeopardising the learner's right to education and disgruntle teachers thereby increasing instability in education. Poor management and lack of capacity is exacerbating the problem.

The education system does not match the requirements of the society which is evidenced by high unemployment rate, and lower economic growth. It means the skills acquired in schools do not resonate with societal economic needs and render graduates less functional and unattractive to the labour market. Recognition of competence is a model that attempts to refocus teaching to address these problems. This shift in knowledge acquisition does not attempt to mechanise and destroy originality and initiative but encourages individuality to enhance skills, attitudes and knowledge. Thus, individuality will be harnessed to increase productivity (high quality service) in the public education.

It stands to reason that the summary treatment of education human resources management and development only illustrates the general principles involved in the recognition of competence and contains many grey areas. For instance, at present, teachers' salaries and rewards are not performance related but generic. This leads to poor teachers being overpaid and excellent teachers being underpaid. This encourages mediocrity and plunges the education system's excellent teachers deeper into frustration and confusion. The employer's remuneration system and benefits must be used to keep

everyone on their toes by regular performance appraisal. The central objective of the use of recognition of competence is to maximise service delivery with a minimum of administrative costs. It is no use for the employer to continue lamenting of the situation that teachers' output does not meet the normal or average level. One way to overcome this is for employers to get their act together and focus on specifics of output requirements.

A deeper analysis of the current situation reveals that the crisis in education is global, so is the search for solutions. In the South African situation the main grievances are:

- lack of relevance;
- lack of educational resources;
- declining performance in spite of increased spending; and
- glaring inequalities between the races in infrastructure, teacher qualifications and examination results.

Therefore, reform and transformation proposals should be made with the understanding that specific problems are part of general deficiencies in the total system. Again it should be emphasised that more spending alone will achieve little. In fact, increased funding without addressing the root causes of the crisis will only aggravate the problem. In the same vein, it is noted that education problems emanate from social problems experienced in the larger society. For instance, if a teacher earns a meagre salary and cannot afford the day-to-day necessities such as food, clothes, housing and health, it will be unreasonable of the employer to expect teachers to be productive.

Furthermore, changes in our economic structure and technological advances will make the acquisition of new skills a lifelong obligation. Thus, teachers are obliged to constantly review, develop and empower themselves in order to remain relevant and useful to the system. Equally, the employer should commit itself to helping teachers in their continued education and training. The process of lifelong learning must become a joint responsibility of both the employer and the employee. The same applies to solutions suggested to improve the situation in education. It is useless to continue

making more policies as if policies in themselves will translate into tangible actions. The art of making legislation and policies should be followed by mechanisms to give effect to that legislation or policy. Teachers should understand and have the capacity to give effect to changes at school level. Otherwise the ideal of quality service delivery will remain a tantalising mirage.

6.5 RECOMMENDATIONS

Taking into account the conclusions given above, the researcher will suggest remedial programmes to problems identified with the consideration that the efficiency of the education system depends largely on involvement of all stakeholders including experimentation and innovation at school and community level. The recommendations are divided into short-term and long-term recommendations. The division was guided by principles such as:

- **Consensus and commitment:** They must be based on a shared vision and a common understanding of what constitutes quality service.
- **Contextual relevance:** They must take into account historical and local factors that impact on education.
- **Co-operation and co-ordination:** All stakeholders must co-operate with each other to co-ordinate national policies at school level.
- **Coherence:** Local initiatives and innovations must resonate with national legislation and policies.
- **Creativity:** Schools must explore a mine wealth of opportunities derived from human, material and policy support for growth and development.
- **Effectiveness:** Educational authorities must strive to do the right things correctly to enhance the school's accountability.
- **Efficiency:** Educational authorities must do things correctly to improve accountability.
- **Relevance:** Sustaining the ability to learn and adapt.
- **Performance:** Recognition programmes and measures should ensure that teachers who are retained perform above level.

- Equality: Equal opportunities for education, including equal standards in education, for everyone irrespective of race, gender, creed, sex or religion, shall be the purposeful endeavour of education.
- Integration: Recognition must be given to skills, attitudes and knowledge (competence) acquired in education and training through formal, non-formal and informal systems.
- Affordability: No educational programme can succeed unless it is affordable (Maepa, 1999:96-97; SYNCOM, 1986:5-10).

Short-term recommendations are recommendations that seem to be corrective to the current situation and can probably be implemented immediately for immediate results, on the one hand. On the other hand, long-term recommendations are suggestions that are not immediately possible to attain but can be attained in the long run and could have sustainable positive results. Furthermore, the dichotomy is done according to the three variables:

- Recognition of competence.
- Empowerment and capacity building.
- Retention of teachers.

It is hoped that this type of approach will help to enhance and improve implementation with minimum hurdles.

6.5.1 Short-term recommendations

6.5.1.1 *With regard to recognition of competence*

(i) Credit accumulation

Teachers should be rewarded and given recognition on the basis of credits they have accumulated. These credits are based on outcomes that have been achieved and a portfolio is built until a certain determined level. This strategy is based on the process of

continuous assessment whereby teachers are regularly assessed. That means a teacher's performance will be monitored continuously by employing approaches such as peer and self-assessment initiating projects and assisting teachers in putting together portfolios. Evidence collection for use in assessment will be on going, linked with normal course of working, not from once-off assessment periodic incursions.

(ii) Integrated education and training

The separate education and training tracks do not augur well for quality service. It reflects a rigid and outmoded distinction between academic education and vocational training. Hence the education system is not linked with industries and resulted into a distorted labour market. By integrating education and training quality service will be a reality because the teacher's skill, knowledge and value orientation as demonstrated to a defined standard in a specific context will be integrated as well. Quality service will be based on an integrated cluster of skills executed within an indicated range of context. Teachers' abilities and understanding will be transferred to other related contexts. And teaching will be marked by innovation and creativity. Furthermore, our chances of coping with globalisation pressures will be increased through flexible specialisation. This initiative will expose learners to a range of learning options which cut across the traditional divisions between academic and vocational learning.

(iii) New qualifications structure

The new qualifications structure proposed is based on a more flexible combination of fundamental, core and elective learning credits, with the aim of linking education and training, theory and practice more closely together. The new qualifications structure is co-ordinated by a single accreditation framework creating linkages across previously divided tracks. It will create incentives for learning, and is cumulative. Learner progression will be based on the accumulation of modules along multiple learning pathways (Kraak in Jansen & Christie, 1999:27).

(iv) Enhanced articulation

The education system should offer second chance opportunities for retraining, personal development, community and leisure courses. Learners should be able to move within bands as a means of changing career direction or acquiring career-orientation training and to meet a range of community and personal needs. In that way, the ideal of life-long learning will be realistic. This requires removal of boundaries between Further Education and Training (FET) and Higher Education (HE). Bands should be permeable and made increasingly inter-dependent (Department of Education, 1998:24).

(v) Flexibility and responsiveness to diversity of skills

The education system plays a critical role in skills formation and in improving the skill base of the country. This task should be carried out in accordance with the varying needs and demands of clients. The programme content and modes of delivery need to be far more closely linked to the requirements of the people who are currently employed and who seek retraining. Education programmes should be more responsive to employment requirements in and outside the education sector. This requires:

- a shift from rigid bureaucratic planning and management to an approach which more effectively balances efficient state co-ordination with market responsiveness;
- state steering, rather than state control, which encourages and rewards innovation and quality;
- the structuring of effective linkages and partnerships;
- local and regional responsiveness to labour market conditions, within the framework of national policy, goals and objectives;
- the provision of a more diverse and high quality range of learning programmes to meet the needs of a wider range of clients; and
- programme-based funding, which is demand sensitive, and which supports the development of new priority programmes in accordance with the medium to long-term needs of the economy and society (Department of Education, 1998:23).

(vi) Show-casing excellence

This involves using teachers from schools which produce better results to showcase excellent strategies, methods and approaches to teaching. In this way, the self-esteem of teachers will be enhanced from recognition by peers. Showcasing should be complemented by certificates, titles, status symbols and promotions. This will help increase teachers' level of motivation. Showcasing should include prospects of growth, achievement and advancement. It will finally make teaching a challenging job where achievement in the workplace is recognised and encouraged by providing self-actualisation opportunities.

(vii) Quality assurance system

The primary function of this system would be to promote the quality of academic programmes, and monitor standards and academic outputs. Its secondary functions include evaluation, monitoring of external programmes with impact on education and evaluation of departments within a school, as well as facilitation of quality review. However, it must be noted that management of quality is multi-faceted, involving the setting and management of standards with respect to qualifications, learning, teaching and training, assessment, management and leadership, and educational resourcing. The hallmark of management of quality is continuous improvement.

(viii) Cascading recognition

Cascading recognition refers to the consideration of workload, class size and experience. Recognition should be given to performance of work outside normal working hours in emergency circumstances. The allocation of scheduled teaching time should be done in a manner to maximise the individual abilities of all educators, and to optimise teaching and learning at the institutional level.

6.5.1.2 With regard to empowerment and capacity building

(i) The National Teachers Education Audit

There is a need to take stock of teacher's education. This approach will profile skill, abilities and knowledge (competence) of teachers. It will help in analysing teacher demand, supply, utilisation and costs. The reasons for the audit may be varied but the above are important and are linked to evaluation of teacher education to determine whether education programmes accredited are on track with the ultimate aim of education.

(ii) Managing personality resources

The biggest challenge facing human resources managers is to keep the level of motivation of their staff at satisfactory level whereby staff will continue to perform despite all odds. In the light of this reason, there is a need to manage personality resources such as knowledge, beliefs, attitude, creativity, values, traits, attributes, experience and self-esteem. Although motivational theories may be helpful, the following strategies may be helpful:

- Empowering leadership styles which include among others, democratic leadership, invitational leadership, delegative leadership, instructional leadership, and strategic leadership.
- Management skills – planning, directing, organising and control.
- Management strategies – assertiveness, change management.
- Network, partnerships and communication.
- Staff counselling.
- Accessing resources.
- Consultancy.
- Creating an open climate and a democratic culture.

(iii) Transdisciplinary knowledge

Teacher education should be characterised by flexible specialisation not pigeonholing individuals to a particular discipline. Knowledge should be developed programmatically in the spirit of integrated education and training. A transdisciplinary construct of knowledge should cut across traditional disciplinary boundaries and must link academic knowledge to the requirements and problems of the society and economy at large. In the same vein, this approach will promote transinstitutional partnerships and network, and enhance communication among providers.

(iv) Competency-based selection batteries

The success of recognition of competence depends to a larger extent on its applicability right from the onset when a candidate is selected for a course in teacher education. Thus, selection should be done on the basis of competence. Therefore, the selection battery should include among others:

- General mental ability and differential aptitudes.
- Interests categorised into personality types.
- Attitude towards study and education.
- Biographical information.

(v) Open learning

Open learning means that the learner has a choice. He or she has the freedom to manoeuvre. The learner has more control. There is not as much control imposed by lecturers or instructors as in conventional education and training. 'Open' can also sometimes refer to entry criteria and can be done at home, (Race, 1989:15) library, workplace, or just about anywhere. Open learners may choose where, when and how to learn or study. It is often equated with distance education, and is relevant for the ideal of lifelong learning.

(vi) Student enrolment scheme

Given the apathy to furthering studies among teachers it is necessary to solicit interest to studies through the use of a student enrolment scheme. It is a scheme whereby learners are given priority according to interest, and given incentives to study. It will work effectively if used together with the student financial aid scheme. The employer may negotiate with Higher Education institutions (as it is the case with the Rand Afrikaanse Universiteit (RAU) and the Gauteng Department of Education) to help offer short courses or admit their learners to their programmes, especially in science, engineering and technology.

(vii) Student financial aid scheme

This will be favourable for the advancement of the disadvantaged and deprived groups. It should be carried out along the lines of Skills Development Act Learnerships and Student Financial Aid Scheme Bill's guidelines. However, this scheme must not be misconstrued to be handout, but learners must be assessed – their potential and socio-economic circumstances, and the ability to repay must be the criteria.

(viii) Development and support programmes

Teachers should not be left alone to navigate their way out of problems they encounter in their profession abstracted from the social conditions of poverty, continued racial oppression, pedagogical neglect, and cultural rebuttals. There should be programmes to develop and support them, but I am not suggesting that they should be baby-sitted. What I am suggesting is a continuous strategy of development and regular support programmes intended to refine teachers' skills. Amongst others the following may be helpful:

- In-service courses.
- Workshops.
- Seminars.

- Lectures.

And many other models and programmes outlined in the previous chapters, including induction, mentorship, coaching and tutoring.

(ix) PRESET-INSET sandwich

There is a need for a national policy framework which will link pre-service education and training (PRESET) and in-service education and training (INSET). This may be done in the form of block-release where trainees attend theoretical programmes (PRESET) and practical programmes (INSET) at a specific period during the academic year.

(x) Teacher development officer

Because teacher development is deemed to be a continuous programme, it is necessary that a development officer be appointed, be it at national or provincial level, to facilitate the programmes. He or she will also be concerned with regular enquiry into skills of teachers (skills audit), evaluate policy changes that impact on education and organise development programmes for the purpose. His or her job description may also cover aspects of assessment and compile competence portfolios of teachers with the help of institutions.

(xi) School register of needs

The Department of Education's initiative to compile the school register of needs should be lauded, but it should be done regularly, say every three years to identify shortages and surpluses. However, at regional level it should be done annually.

6.5.1.3 With regard to retention of teachers

(i) Medium Term Expenditure Framework

Realising that the greatest challenge facing the education system is the quantitative delivery of educational opportunities, especially for the poorest families, and qualitative advance in education effectiveness, there is a need to improve the process of budgeting in provincial education. Even though the crisis in education is not solely financial, the management of resources and delivery of services are hampered by a serious lack of capacity. The most serious problem lies in the domain of personnel provisioning and funding (Prinsloo, 1999:192). Most provincial education departments lack capacity to ensure adequate control over recruitment and personnel management decisions, and lack effective tools to manage the costs of their personnel establishments, and in particular to manage the number of employees in relation to their budgets (Hassen & Naidoo, 1999:8; Donaldson, 1997:32). The result is total high expenditure.

This situation requires that there should be:

- planning of programmes and staffing which proceed on the basis of approved future spending;
- address of policy issues within the context of an agreed expenditure framework;
- the link between capital spending and future operating costs of new or expanded schools and colleges; and
- analysis and comparison of inter-provincial spending projections with historical trends.

(ii) Transfer schemes

This is directly linked to credit accumulation referred to earlier in section 6.5.1.2(l). It means that when the teacher has accumulated credits he or she is able to move (mobility – recognition) across the ranks within the education and training. However, it means that a contingent of factors is considered for the teacher to advance vertically or

horizontally, not just a once-off attainment of qualifications. A variety of factors must be considered in offering tenure status to teachers.

(iii) Monitoring staffing levels

Rightsizing in the public service is a continuous process and this requires continuous assessment of staffing to ensure the availability of skilled personnel. This must be closely monitored to overcome school managers' weakness of inflating and deflating data to their advantage.

(iv) Democratic workplace

Retention of staff requires transparent and participatory workplaces whereby parents, teachers, education authorities, business, experts and learners play a role in determining the curriculum – which impacts heavily on staffing. Democratic workplaces require managers to involve teachers in determining performance indicators – and the role of unions should not be ignored. This does not mean that the manager will lose power and authority (Davies, 1994:74), but by harnessing diverse skills and abilities most taxing problems can be resolved.

(v) Strategic planning team

By involving all stakeholders schools may be enriched by identifying different sources. Quality service delivery requires identification of the school's strength and weaknesses, and opportunities to overcome threats. This requires a business approach to management of schools and a strategic planning team may be the ideal beginning of this approach. It will help in making forecasts with regard to student enrolment and teacher attrition.

(vi) Increasing the authority of the school governing bodies.

School governing bodies must be given more powers in staff provisioning rather than only to recommend. As local employers they have first hand information about local problems.

(vii) Marketing programme

Because it is explicitly stated in the South African Schools Act that the State cannot do everything for the school, schools must embark on an aggressive marketing drive not only for resources but also for more enrolments. Marketing should be linked to the quality of programmes offered in academics.

(viii) Inter-institutional education and training

Institutions of higher learning admissions for teacher trainees must be co-ordinated to curb over-production of teachers. The regulation must be extended to areas of specialisation such that more trainees can be admitted to studies in science, engineering and technology – areas where there is an acute shortage of teachers.

(ix) Education and training vouchers

The government must redirect redundant skills to areas of need by offering education and training vouchers which include enrolment offer and financial assistance. Giving voluntary severance packages may not augur for the development of this countries. People must be equipped with entrepreneurial skills to use those packages for further employment. A social plan is needed in education.



(x) Outsourcing

Skills of retired personnel can be used in areas where there is an acute shortage. Scientists in private companies can be outsourced for urgent delivery of education service. Although this may be costly, innovative ways of seeking help from outside must be encouraged. Consultants may also be used. In this era of high unemployment, school managers may find 'freelance' teachers handy to overcome local shortages.

6.6.2 Long-term recommendations

6.5.2.1 *With regard to recognition of competence*

(i) Recognition of prior learning

It must be established that the notion of half competence does not exist. A person is either competent or not. The research does not suggest fractional recognition by recognition of prior learning. What is suggested is a flexible recognition programme that recognises prior learning to multiply and magnify underqualified teachers' – with an experience span of at least ten consecutive years – confidence and morale. Credits should be given for experience and should open opportunities towards certification.

(ii) Wage policy

A wage policy must be developed to provide direction and certainty to salary increases, introduce parity in non-wage benefits and provide a policy that links wages to delivery. The wage policy must be proactive in addressing crisis and instability in education. It must address issues such as:

- Mandatory issues – which include wage hours of employment, salary schedules, condition of employment, fringe benefits, overtime payment, vacations, holidays, sick leave, and sabbatical leave.
- Permissive issues – include matters of mutual interest such as safety rules, training, technological change and modernisation.

- Prohibited issues – these are issues strictly forbidden by the law such as discrimination by race, sex, ethnic or social origin.

(iii) Implementing collective agreements

A collective agreement is the product of collective bargaining. It is binding to the employer and the employee organisations. Failure to implement this will reduce the bargaining process to a talkshop, and polarise employee parties who will disturb order and stability in education. Furthermore, teachers will be frustrated and angered at the same time.

(iv) New macro-economic policy options

Although one has earlier acknowledged that problems in education are not money related alone, one cannot condone the effects of Growth, Employment and Redistribution (GEAR) policies – with its fiscal restraint and reduced social spending. GEAR is contractionist and cannot address the huge educational defeats inherited from apartheid. The notion of quality service delivery in education cannot be realised without addressing social problems that impact on education such as eradication of poverty, creation of jobs, housing, and infrastructure development.

What is needed is a mixed economic policy which embodies the elements of a welfare state and those of business. Such a policy must have the following elements:

- Recovering the public cost of higher education and reallocating government spending on education toward the level with the highest social returns.
- Developing a credit market for education together with selective scholarships, especially in higher education.
- Decentralising the management of public education and encouraging the expansion of private and community-supported schools (The World Bank, 1986:2; The World Bank, 1988:2).

The new policy options suggested will improve efficiency and equity. There should be a thorough analysis of appropriate individual country's conditions before borrowing from other countries. The framework for the new policy must include principles such as:

- Adjustment to current demographic and fiscal realities.
- Revitalisation of the existing educational infrastructure.
- Selective expansion of educational services (The World Bank, 1988:2-3).

Although one must concede that there is no exact panacea for structural adjustment problems and education skills, it would not help to:

- revise pay scales by lowering unit costs;
- hiring less qualified teachers;
- increasing teacher workloads;
- increasing class average size; and even
- replacing teachers by other factors of production (The World Bank, 1984:68-74).

(v) Teachers' Day

A special day should be chosen to tell teachers that we are thankful to them for their hard work and dedication and most importantly for heavy responsibilities they bear in educating the children of today to become the citizens of tomorrow. To raise our voices in solidarity with teachers who, despite all odds, rise above all challenges. This will enhance professional commitment of all educators. For example, motivational seminars, rallies and workshops should be convened during the World Teacher's Day. And it should be an annual event, speakers of note and repute should be invited.

(vi) Broadbanding

Broad-banding means the grouping together of a number of grades into bands by reducing the total number of levels utilised in the wage salary structure. It will compress the salary scales to improve the status of poorly paid workers at the bottom end of the scale:

(vii) Performance-related incentives

Although in education agreement has not been reached as to the criteria to be used to measure performance, performance-related incentives may be motivational to teachers in that teachers will receive cash bonuses, time off, and promotion for quality performance. These incentives should not affect the teacher's basic salary and inflation – related increase. However, it seems it will be feasible and applicable only if an agreement is reached in the bargaining chamber.

(viii) Job enrichment strategies

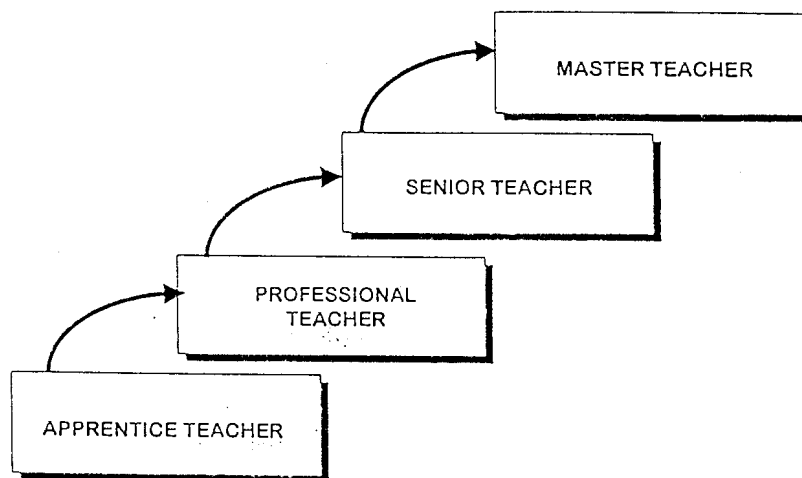
People want to work to involve challenge, meaning and self-expression as well as material rewards. This is particularly true according to findings arrived at the empirical investigation. Job satisfaction, good relations, working in a well-managed school are rated as priorities among others. Teachers' morale can be enhanced by:

- assigning individuals specific or specialised tasks enabling them to become experts;
- increasing the accountability of individuals for own work;
- removing some controls while retaining accountability;
- granting additional authority to a teacher in his or her activity (job freedom);
- giving a person a complete achievable unit of work for self actualisation; and
- making periodic reports directly available to the teacher him/herself rather than to the principal (Al-Khalifa, Hall & McMahon, 1993:123).

(ix) Dual career ladders

This model allows teachers to grow within teaching as opposed to the hierarchical model whereby excellent teachers are taken out of the classroom to management with less teaching work. It will motivate excellent teachers. More opportunities will be created for them to advance. And advancement should go according to stages. It is linked to performance appraisal. The stages that have to be rewarded are shown in figure 6.1 below.

Figure 6.1: Career ladders for teachers



Source: Maile, 1998:198.

6.5.2.2 *With regard to empowerment and capacity building*

(i) Human Resource Development Institute

The institute would operate as a model in a national network of institutions with strong linkages to the provincial education management development initiatives, and would provide a locus for intellectual leadership and new ideas, and policies for research and development. The institute would draw expertise from non-governmental organisations, schools, research institutes, and tertiary institutions.

(ii) Research and development centre

This is a centre where clusters of teachers will converge to acquire new skills or improve on the existing ones. It is a library of resources that allow people to develop in areas that may not be covered by training courses. The centre will deal directly with staff problems and will suggest solutions by placing individual teachers on a course. Schools should identify their own needs and send them to the centre, which in turn plan courses, workshops according to those needs (Scott, 1997:5).

(iii) Universities/Technikon outreach programmes

Currently partnerships between tertiary institutions are limited if not rare. I suggest that the tertiary institutions embark on a campaign to adopt schools whereby their faculties and departments share expertise with teachers. The 'adopt-a-school' campaign should be intensified.

(iv) Educators' council

The role of South African Council for Education should not only be that of registration, control, determination of standards and disciplinary procedures, but must also include development.

(v) Community learning centres

These are decentralised centres in classrooms of schools where all stakeholders meet to address teaching and learning problems. Alternatively, teachers of particular ward or circuit may cluster to share scarce resources. This is where the excellent teachers may showcase their talents.

(vi) Equity programmes

Education human resources management and development has to work within national and provincial equal opportunities legislation relating to employment, for example

- Basic Conditions of Employment Act, 1998
- Employment of Educators Act, 1998
- Employment Equity Act, 1998
- Skills Development Act, 1998
- Labour Relations Act, 1995
- Constitutions of the Republic of South Africa Act, 1996
- South African Qualifications Authority Act, 1995
- South African Schools Act, 1996

Schools must comply to this body of law. In urging schools to comply, the following suggestions may be useful:

- Acknowledging political interventions in the form of implementing decisions of the Commission for Equity and Gender Equity Unit.
- Making education buildings more accessible and friendly to handicapped people by creating ramps and connecting lifts or elevators to offices or classrooms.
- Training teachers in special education.
- Immersing learners to anti-discrimination development strategies early in their lives.
- Making human rights part of the curriculum.
- Equity recruitment and selection procedures.

(vii) Counselling and Advisory Services

Many teachers have social problems which are not employment related but affect them tremendously such that they cannot perform to their utmost peak. Instead of telling them not to bring their problems to work school managers must refer them to Counselling and Advisory Services (CAS). CAS must be staffed with skilled psychologists, psychiatrists, counsellors who will offer clinical counselling services to staff on voluntary and invitational basis. Financial staff and social workers may be linked to this unit to help teachers regain self-confidence and morale. Work is part of life, employees do not conveniently forget hardships just because they are at work. They cannot function well if

they are facing problems at work. In fact researchers in human resource management reveal that organisations which recognise that employees function better if they are coping with challenges in their broader lives are productive. A productive workforce is epitomised by control of life.

This welfare service is in the interest of the education system. Taking into the burdens the system faces, CAS can be made accessible to schools through a toll free number which employees can call (anonymously, if they wish) 24 hours a day, seven days a week. Call centre psychologists will intervene immediately in a trauma situation, but will refer callers to face-to-face intervention when required.

6.5.2.3 *With regard to retention of teachers*

(i) Reassigning of teachers and reskilling

Instead of laying-off teachers, avenues of retention such as reassignment and reskilling may be explored. This entails sending teachers to short courses, or part time courses to retrain redundant teachers in areas where there is a need. The advantage with teachers is that they are retrainable.

(ii) Performance agreement

Teachers who remain in teaching should sign a performance accord as part of their contract of employment. It must be noted that this may raise rebuttals from unions. Therefore, it is proper to solicit support of unions first. A properly constructed accord should ensure that:

- Its content and meaning is communicated to and understood by workers and employer officials.
- Affirmative action is implemented in such a way that it promotes productivity and does not destroy workplace efficiency.
- Teachers are integrally involved in ongoing measurement of productivity.

- Teachers are rewarded for productivity is clearly apparent and that they see their share as fair (Israelstam, 1999:6).

The productivity accord should not be seen as a trap to apprehend teachers but rather as a long awaited opportunity to earn a living and to teach without impediments, because:

- content of jobs and work environment will be cleared of inadequacies;
- workplaces will be made safe and conducive;
- teachers themselves are involved in setting objectives and plans for their work programme;
- authority is delegated;
- objectives and standards will be reviewed with adequate feedback to teachers on how they are performing;
- management will be based on teamwork and integration of the contributions of all team members; and
- adequate communication channels will be established to share information, ideas and suggestions with employees and management.

Whatever direction taken teachers should be guaranteed recourse to due process of the law. Underperformers will be introduced to developmental programmes, rather than dismissing them outright.

(iii) Budget process reform

Increased influence of the bargaining process on the budget process is a condition for meaningful, good faith collective bargaining processes. The linkage of the two processes will ensure that the integrity of the bargaining process is protected and that the Government can project spending accurately. The resolution of this area would create conditions for sustainable and improved retention of teachers.

(iv) Education Information and Transparency Unit

Although one cannot declare that there is corruption in education, proactive measures must be taken to redeem the system of maladministration and corruption. Experience should be drawn from Transparency International and Community Information, Empowerment and Transparency. The unit must develop a social audit to help uproot corruption and it should include, the following process:

- Get the evidence: Hard evidence is needed on education services from the standpoint of users (learners). Modern survey techniques must be used to measure the real gap between the intended service delivery and actual service received. When teachers dodge lessons they should be made accountable for student failure.
- Impartiality: The assessment must be impartial, drawing from contextual factors.
- Create a win-win situation: Even a bad audit can be framed as a baseline, a starting point to improve service performance, to document losses and to identify where leakages occur.
- Repeat audit: The very fact that the social audit will be repeated can encourage public servants to be more accountable.
- Show progress: Performance is required across the board. Everyone needs to see their opinions taken into account and whether the actions work.
- No witchhunt: A social audit is intended to focus on system flaws and to build local solutions.
- Disseminate the results: When the same evidence is known and held by the decision makers, the public service workers and members of the public, it becomes more difficult to avoid making the obvious changes (Myburg, 1999:9).

(v) Intergovernmental Financial Review

The function of this body is basically about financial management. It does this by forwarding estimates of the provincial government for the subsequent two years together with the existing budget estimates. This joint venture will help in the retention of teachers in that overspending and unfunded mandates will be minimised. Every project will be run within the constraints of the budget. The projections of spending will, furthermore, increase the prospects of teacher retention because existing trends will be analysed and compared to determine how many teachers can be retained. This unit will use the budget gains to increase revenue which would bail them out when they ran out of money.

(vi) Interprovincial Staffing Task Team

When considering the demographic distribution one finds that some provinces have a large number of school going population. This impact heavily on staffing when the teacher-pupil ratio is considered. This Task Team will ensure an even distribution of teachers to areas where there is a need. This will be done on the basis of statistics supplied by the provincial department on post establishment of institutions. As such this body should facilitate the entire redeployment process. Some provinces may not absorb the entire teachers' 'surplus', personnel should therefore be distributed to other provinces. It will co-ordinate budget increases for personnel provisioning in the future.

Table 6.1: Summary of the Recommendations.

SHORT-TERM RECOMMENDATIONS					
Recognition of Competence		Empowerment and capacity building		Retention of teachers	
(i)	Credit accumulation.	(i)	The National Teacher Education Audit.	(i)	Medium Term Expenditure Framework.
(ii)	Integrated education and training.	(ii)	Managing personality resources.	(ii)	Transfer schemes.
(iii)	New qualifications structure.	(iii)	Transdisciplinary knowledge.	(iii)	Monitoring staffing levels.
(iv)	Enhanced articulation.	(iv)	Competency-based selection batteries.	(iv)	Democratic workplace.
(v)	Flexibility and responsiveness to diversity of skills.	(v)	Open learning.	(v)	Strategic planning team.
(vi)	Showcasing excellence.	(vi)	Student Enrolment Scheme.	(vi)	Increasing the authority of the SGB.
(vii)	Quality assurance system.	(vii)	Student Financial Aid Scheme.	(vii)	Marketing programmes.
(viii)	Cascading recognition.	(viii)	Development and Support programmes.	(viii)	Interinstitutional education and training.
		(ix)	PRESET-INSET sandwich.	(ix)	Education and training vouchers.
		(x)	Teacher development officer.	(x)	Outsourcing.
		(xi)	School register of needs.		
LONG-TERM RECOMMENDATIONS					
(i)	Recognition of prior learning.	(i)	Human Resource Development Institute.	(i)	Reassignment of teachers and reskilling.
(ii)	Wage policy.	(ii)	Research and Development Centre.	(ii)	Performance agreement.
(iii)	Implementing collective bargaining agreements.	(iii)	Universities/Technikons	(iii)	Budget process reform
(iv)	New macro-economic policy options.	(iv)	Educators' Council.	(iv)	Education Information Transparency Unit.
(v)	Teachers' Day.	(v)	Community Learning Centres.	(v)	Intergovernmental Financial Review.
(vi)	Broadbanding.	(vi)	Equity programmes.	(vi)	Interprovincial Staffing Task Team.
(vii)	Performance-related incentives.	(vii)	Counselling and Advisory Services.		
(viii)	Job enrichment strategies.				
(ix)	Dual career ladders.				

The arrangement of these recommendations into three categories above does not mean that they are dramatically opposed to each other. Most of these recommendations require a flexible approach and can be used interchangeably. For instance, the recommendations for recognition of competence can be applied for retention of teachers and vice versa. They complement each other.

6.6 LIMITATIONS OF THE STUDY

Like any other study in the human sciences this project does not claim to be an authority in this field, but gives probabilities in the realities of human resources management and development in education. However, there are successes and contribution to the theory of human resources management and development. Nevertheless, there are limitations which stems from the course of the research and projected implementation problems generally.

For instance, this study was limited to principals, heads of departments and deputy principals, whereas other stakeholders such as school-governing bodies are important in the recognition of competence, empowerment and capacity building as well as retention. Teacher unions were not consulted – a component which is vocal on job security of teachers. Furthermore, the empirical investigation was only conducted in the Southern Region of the Northern Province. This will limit the prospects of implementation. However, the research findings might well suggest deep-rooted problems that relate to human resources management and development in education generally.

Furthermore, there were organisational limitations. At school level limitations experienced were as follows. First, there is a problem of how to distinguish between programmes for recognition of competence in primary schools and in secondary schools. The two organisational settings are not the same. Second, the stakeholders involved lacked clarity and definitions on change and transformation, and on how both concepts impact on education human resources management and development. Third, there were communication limitations first emanating from bureaucratic constraints and secondly from cultural restraints whereby most schools have no culture of collaboration

and teams. As such responses were either positively or negatively biased. The fear of losing power (by managers) and resistance to authoritative leadership (by teachers) affected the inquiry.

However, this does not mean that this research project does not hold water. Limitations are highlighted as a management mechanism for implementation of the findings and recommendations. Limitations elicit and stimulate further research.

6.7 FURTHER RESEARCH

In the light of the limitations the researcher has encountered, an invitation for further research is extended to incumbents to investigate:

- Recognition of competence for primary school teachers and secondary schools separately.
- The level of competence of teachers in the former Model C schools or in rural or township schools.
- The influence of resources on teacher morale.
- The role of unions in the recognition of competence.
- The feasibility of site-based management as a means to empower teachers.
- Strategies to enhance accountability and while at the same time allowing school autonomy.
- Investigation of the link between learner failure and teacher trade unionism.
- Analysis of the professional role of teachers.

6.7.1 Future challenges for further research

6.7.1.1 *Management and leadership bug*

The serious challenge facing managers and leaders is to be Y2K compliant. Managers and leaders must develop their capacity and change attitudes and mindsets. It means that besides the conventional goals of planning, organising, leading and controlling

(management), managers must seek ways of coping with the complexity of organisations, creating order and stability in a volatile labour market. Managers must help organisations achieve their goals. This requires a focus on tasks to be performed (management of competence) and preponderate influence to create positive change (leadership). Most schools in South Africa are overmanaged and under-led (Lern & De Jager, 1999:2). To be Y2K compliant schools need people with leadership potential and who are exposed to career experience that develop them. Such an approach requires a combination of personality characteristics and behaviouristic schools of leadership. A Y2K manager needs to know more about him/herself.

Another challenge is a shift from the paradigm of resource centredness to people centredness. It means that teachers need to be regarded as assets not resources. The value attached to people will enhance their motivation level. This invokes the notion of managing for performance.

The productivity of the knowledge worker (teachers) is likely to become the centre of the management of people. This requires different assumptions about people in organisations and their work. And the goal is to make productiveness the specific strengths and knowledge of each individual. The hallmark of the recognition of the individual's strengths is that one can only perform with one's strengths. One cannot build performance on weaknesses, let alone on something one cannot do at all (Drucker, 1999:164). The great majority of human resources practitioners in education did not dare link recruitment and selection to productivity. Hence service in the entire public service is characterised by laxity. One enters a line of job and work, and that was it. Nothing more.

Perhaps the taxing challenge is to overcome intellectual arrogance which cause disabling ignorance. Far too many teachers – and especially those with specialisation in one area – are contemptuous of knowledge in other areas of the curriculum. They believe that being bright in one subject area is substitute for knowing. In fact research studies (Drucker, 1999:166) reveal that the main reason for poor performance is the result of simply not knowing enough, or the result of being contemptuous of knowledge outside one's own speciality. There is an urgent need for a teacher education

curriculum that will enable individuals to acquire sufficient skills and knowledge needed to make one's strengths fully productive or utilised.

In other words management will have to minimise prioritisation but focusing on an integrated approach to education and training. Likewise, what is needed is a redefinition of the scope of management. Management has to encompass the entire process of competence by shifting towards productivity while at the same time allowing for growth of teachers in different but related fields. In the same vein, education has to be folded into the economic chain. This requires school managers to understand that the results of school education – epitomised by school graduates – exist not only inside the school but outside as well – where productivity of schools becomes visible by skilled workforce. Therefore, management does not exist for the sake of institutional productivity but also for economic development as well. Hence there is a need for management to be concerned and become more responsible with everything that affects performance of the institution and its results – whether inside or outside the education fraternity.

6.7.1.2 Certainties

1) The declining life expectancy

An analysis of demographics points out that while First World countries experience a collapse in the birth rate, Sub-Saharan African states are threatened by a decline in life expectancy. In the Third World countries the death rate is likely to increase as the result of HIV-AIDS infections. Skilled human resources would be scarce. There is a likelihood of discharging a large number of skilled workforce who are rendered ineffective by ill health. It is crucial to research how the declining life expectancy is going to affect the availability of skilled and qualified personnel.

2) Shifts in the distribution of income

Recent studies conducted by Naidu (1999:8) reveal that teachers are earning less than bus drivers. There is a need to review the reward and compensation system so that teachers' competence is rewarded appropriately. Changes in distribution of income should resonate with broader economic transformation whereby the remuneration system is used as an instrument to redress disparities (Mahlangu & Gwexe, 1999:8). That South African society comprises of uneven and unequal halves is public knowledge. And that cannot be countenanced. The distribution of income should equitably narrow the gap between the rich and the poor. Further research in this regard should advance a mechanism for improvement.

3) Defining performance

Performance has become the buzzword in education. The rise in emphasis put on performance emanates from the need for a more accountable system of remuneration and reward so that the benefits teachers receive match their performance. The onus of proof in poor performance has become the flash point in labour relations. Employers cannot dismiss employees because of poor performance. Further research can be conducted on substantive fairness and procedural fairness. Given the militancy of teacher unions it is necessary for guidelines to be given in further research as to what constitute performance and how is that performance arrived at.

4) Global competitiveness

Further research can be undertaken on the role the education system can play in making the country globally competitive. It seems that the gap lies in compartmentalisation of programmes whereby education development programmes are not linked to general development of the society. Education development programmes should address economic and social problems. Hence the ideal of nation building is featured in recognition of competence. In real terms education development should address

- shortage of skills;
- accessibility of science and technology to all; and
- equality and equity issues.

Practically, it means that the education system should be managed in such a way that it addresses issues of poverty and unemployment. This requires investigation of ways and means of affording opportunities for low-skilled personnel, creation of wealth through entrepreneurship of scientists and technologists, galvanising government support and management, linking the academia close to the industry and introduction of basic science in the early phases of the education system.

Sustainable development requires a holistic approach to development. Therefore education programmes for development should be people- and community driven, and be perceived as part of human rights. Development is a human right. Thus, globalisation should be managed precisely to benefit all and sundry not the few.

6.7.1.3 Emerging paradigms and trends

The world in which we are living is marked by huge changes in paradigms and trends in the hope of making life easier and improve its quality. The same applies to education. Scientific discoveries and development are aimed at same – to improve life and make it better and easier. It is for this reason that:

- Quality has become an entrance requirement to teaching.
- More emphasis is placed on value for money (accountability) of services.
- The world economy has become seamless.
- There is a growth in choice and markets in education.
- Education focus embraces 'green' by emphasising social awareness about the fragility of the environment.
- There is a growing internationalisation of knowledge (Schwahn & Spady, 1998:4-5).

These trends and paradigms are a beacon for further research.

6.7.1.4 *Managing the virtual workplace*

When the trends, paradigms and implications discussed above are put together they make the transformation of the workplace inevitable. Increasingly sophisticated technology makes work and productivity less dependent on fixed locations, face-to-face interactions, and schedules. These changes affect the leadership styles of managers (as it is discussed above) such that they will manage people far less closely and change their role into a coach and facilitator (Bennett, 1999:1) who will empower staff by providing resources, and transcend barriers (Cronje, 1999:2).

Equally important is the change in the worker's role. His or her job will be far broader than the job description. They will do what they once relied on specialists to do. Cross training is required to make their jobs more fulfilling. They will be multiskilled – saddled with authority and responsibility to make decisions. In the same vein, researchers are invited to investigate the issue of the transfer of power to teachers by managers without the latter losing it. Ways should be established on creating a win-win situation. Seemingly control will lie dominant while trust will be the centre holding all team members. Hierarchical leadership will wither away.

Finally, further research should elicit innovation or suggest innovative ways to create change policy. In other words further research should enable managers to systematically deal with change and grab change opportunities by highlighting:

- organisations' own unexpected successes and unexpected failures;
- incongruities;
- process needs;
- changes in industry and market structures;
- changes in paradigms; and
- new knowledge.

Currently the introduction of change should be guided by practicability and feasibility as well as fiscal constraints. However, change should be enmeshed with continuity in order to address fears – of the unknown and uncertainty as well as losing conventional benefits. These will enhance the knowledge-worker's productivity – which is determined by factors such as that:

- Knowledge-workers have to manage themselves. They have to have autonomy.
- Continuing innovation has to be part of the work, the task and the responsibility of knowledge workers.
- Knowledge work requires continuous learning on the part of the knowledge-worker, but equally continuous teaching on the part of the knowledge worker.
- Productivity of the knowledge worker is measured by quality not quantity.
- Finally, knowledge-worker productivity requires that the knowledge-worker is both seen and treated as an "asset" than a "cost".

Change should be seen as an integral part of organisational management for the productivity of the knowledge-worker to be a reality. The attitude of the knowledge worker should be changed to build a professional capital required in the 21st century. Having said and discussed all these challenges and opportunities, it is important to point out that the areas for further research will change dramatically and also how research is conducted.

More aspects for further research can be looked for in reports from informal interviews (section 4.6), reports on findings from the literature study (summary in section 5.2.1) and from the survey (section 4.7).

6.8 CONCLUSION

Recognition of competence is of prime importance in human resources management and development to address increasing demands on teachers and threats to their self-esteem. The greatest challenge is to ensure that human resources management and development are linked to productivity. Historically public enterprises including schools

followed recruitment and selection policies that have little to do with efficiency. Hence the low production character of many institutions. As such education organisations need to progressively reposition themselves in order to be productive and competitive nationally and globally. Hence public institutions are restructured to make them leaner and meaner so that they can meet the socio-economic challenges of globalisation and productivity with ease. However, the restructuring of organisations resulted in job losses – a factor which militates against job creation. Consequently, this project addresses the paradox of transformation and retain the workforce at the same time, and refocus the recruitment and selection practices to productivity. However, there are still some questions to be answered, arising out of the practice of retention. Questions such as the following come to the fore:

- How motivated are teachers?
- Do schools start teaching on the first day of a new term?
- Do schools start lessons on time?
- Are schools safe to overcome drugs and violence?
- Are parents actively involved in school governance?
- Is the business of the school conducted and managed to the benefit of all?

If answers to these questions are positive then the challenge remains on teachers' shoulders to get their act together. Teachers should attain tenure but not automatically.

The other challenge is to overcome the general trend of resistance against performance management, and that this process does not harass teachers and that timeous feedback is given. This requires approaches outlined in this project whereby all stakeholders' contributions are considered and valued. Finally, it can be concluded that recognition of competence is a model that is embedded in empowerment and capacity building to improve retention of teachers in the classroom. It considers factors such as contextual, experience, qualifications, curriculum, service and administrative factors with a view to development.