A CONCEPTUAL TRAINING AND DEVELOPMENT FRAMEWORK FOR PUBLIC EDUCATORS IN THE LIMPOPO DEPARTMENT OF EDUCATION

BY

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ABBREVIATIONS

ACE	Advance Certificate in Education
CODESA	Conference for a Democratic South Africa
CPD	Continuing Professional Development
C2005	Curriculum 2005
elrc	Education Labour Relations Council
EPMDS	Employee Performance Management and Development System
FET	Further Education and Training
GET	General Education and Training
INSET	In-service Education and Training
MASTEC	Mathematics, Science and Technology
NCS	National Curriculum Statement
OBE	Outcomes Based Education
PALAMA	Pubic Administration Leadership and Management Academy
SMTs	School Management Teams
SWOT	Strengths Weaknesses Opportunities and Threats
TUT	Tshwane University of Technology
UNISA	University of South Africa

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ABSTRACT

The educational changes that have been taking place in South Africa have seen the emergence of the new curriculum, the NCS, 2002 Policy. The process of implementing the new curriculum has created several challenges that ultimately had an impact on the performance of the public schools learners in the Limpopo Department of Education, particularly in Vhembe District. The new curriculum with its new pedagogical approach, a particular way of teaching methodology, the OBE focuses on the achievement of the outcomes. That on its own suggested the need for drastic changes in the teaching approach that educators have to apply.

It is through this need for change that the Department of Basic Education suggested the training and development framework that provide capacity building of educators. The curriculum advisors were identified as trainers of the educators towards the effective implementation of the new curriculum. This move was needed to build a workforce that is capable, skilled, productive and committed to provide quality education to the South African public.

However, the training and development that was provided did not take place without some challenges. The challenges identified were from both the perspectives of educators and the department. The analysis of all the problems that the study has identified and critically evaluated is a testimony that training and development alone cannot be the only solution to the challenges identified in measuring educator performance on curriculum delivery. As a result, overemphasis of training and development may overshadow other responsibilities that the Limpopo Department of education should take, such as the effective provision of resources.

It is against this background that the study proposed an inclusive and balanced training and development framework. This is a conceptualised training and development

framework that takes note of all the inputs that both the educators and the department make towards the effective achievement of the desired outputs after these inputs shall have been processed. For good management and administration to be achieved by the Limpopo Department of Education, it depends on a well-structured strategic plan that has been informed by the vision and mission of the department which in this study is the achievement of quality education. This approach will then mean the effective application of the basic values and principles that govern public administration in order to achieve good governance.

DECLARATION

I Azwindini Frederick Netshikhophani, declare that the study: **A conceptual training and development framework for public educators in the Limpopo Department of Education**, hereby submitted by me, has not previously been submitted for a degree at this university, and that it is my own work in design and execution and that all reference materials contained have been duly acknowledged.

Signature:…………………………………… Date:…………………………………

CHAPTER ONE

A HISTORICAL BACKGROUND TO THE NATIONAL CURRICULUM STATEMENT (NCS)

1.1 Introduction

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

1.2 Background to the development of the South African education system

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

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

Vision

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

Mission

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

1.3 Motivation for the study

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

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

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

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

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

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

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

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

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

1.4 Problem statement

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

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

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

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

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

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

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

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

1.5 Research question

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

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

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

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

1.6 Research objectives

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

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

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

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

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

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

1.7 Concept clarification

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

1.7.1 Public Administration and public administration

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

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

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

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

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

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

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

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

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

e) *Maintaining financial controls;*

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

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

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

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

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

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

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

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

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

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

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

1.7.2 Public Service and public service

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

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

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

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

 (ii) Are in the services; and

 (iii) Are in the Agency or Service; and

 (iv) Are in State educational institutions.

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

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

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

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

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

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

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

1.7.3 Human resource management

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

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

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

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

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

1.7.4 Training

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

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

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

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

a) Improvement of the workers' morale;

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

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

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

e) Removes resistance to change;

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

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

h) It improves labour and management relations; and

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

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

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

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

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

1.7.5 Development

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

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

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

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

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

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

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

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

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

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

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

1.8 Framework for the research

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

Chapter One
Historical background to the National Curriculum Statement

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

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

Chapter Two
Research methodology

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

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

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

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

Chapter Four

Training and development challenges

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

Chapter Five

Training and development models

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

Chapter Six

Findings, recommendations and conclusion

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

1.9. Conclusion

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

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

CHAPTER TWO

RESEARCH METHODOLOGY

2.1 Introduction

In this chapter the research problem is dealt with, together with issues related to the methodology on which the study is based. Amongst other aspects included in this chapter is the relevance of Public Administration and qualitative research, the rationale for the use of qualitative research, data collection and analysis, research tools, ethical considerations and the limitations of the research study.

2.2 Public Administration and qualitative research

Given the philosophical nature of Social Science research, this research study is presented within the context of Public Administration, as a study discipline that is located within the Social Sciences. This research study, like many other research studies conducted within the Social Sciences, uses a qualitative approach – in order to effectively describe the nature of the problem that leads to the implementation of the NCS, 2002.

Public Administration is a human or social science that is largely practical and descriptive. According to Woodrow Wilson in Gildenhuis (ed. ,1988: 9-10), Public Administration is the science of administration, which is associated with the science of politics*, "..…..Administration is the most obvious part of government; it is government in action; it is the executive, the operative, the most visible side of government, and is of course as old as government."* This means that whatever government does through specific activities in rendering service to the public is studied in the discipline of Public Administration. Therefore, politics and public administration, as activities, cannot be separated. Public administration, as an activity, is the practical part of Public

Administration as a study discipline, which is mainly involved with the attainment of the set objectives or the enforcement of public policies in the successful rendering of public goods and services. This research study belongs to the Social Science research that requires a qualitative approach. It is basically what the researcher describes in his words after a critical and holistic interpretation of the collected data – in order to arrive at a logical conclusion; hence, the study belongs categorically in the Social Science research grouping.

A Social Science research study is a study about society. As a result, the main aim of a Social Science study is not only to have a better understanding of the society, but also to transform society for the better. The word 'social' in Social Sciences, is an adjective that qualifies the noun 'science'. The word social is rooted largely in society – meaning people; and this refers to how people live, their institutions – and their artefacts. In this regard, the focus is on individual behaviour and group behaviour, interest groups, political organisations, community-based organisations and the non-governmental organisations in which the private business is included.

Social Science research can be easily understood when each concept is dealt with separately. Scholars of the Social Sciences include Karl Marx, Thomas Dye, Frederic Taylor, Henri Fayol and Max Weber (Rawlins, 1992:11-19). The noun 'science' covers a broad continuum of concepts. Science is an inquiry method that relates to the way of learning and knowing the world, as the physical environment within which is lived (Bailey, 1997: 7). The concept 'science' therefore refers to a conscious, deliberate and rigorous process of searching for the truth about a phenomenon that is either natural or social in nature.

The research study is by itself a Social Science, a study based on the discipline of Public Administration. Research, in the context of Social Science research, is defined by Babbie (2001:2-4) as a systemic observation of social phenomena for the purpose of finding and understanding patterns of relationships among social entities that are observed. This study, as Social Science research, is based mainly on data collection

and data analysis – that are used to arrive at a logical conclusion. Neuman (1997: 319-324) has outlined the six characteristics that are always associated with qualitative research, namely: the importance of the context, the case study method, the researcher's integrity (that involves some degree of trust in the researchers), the grounded theory, the process and sequence of events, and the interpretation of data collected.

In this way, this study is able to investigate the challenges that policy implementers and all the essential stakeholders face during the implementation of the new curriculum, the NCS, 2002, and its related policies in the Limpopo Department of Education. In this research study, the policy implementation process and public administration functions are explored to show the interrelatedness of the administrative functions within Public Administration as an academic discipline.

Since the study has adopted the qualitative approach, an approach that is largely descriptive, policy implementation is described and critically explained, as a process carried out within the Limpopo Department of Education. The process involves a case study which provides for a critical explanation of the research findings; draws conclusions; and proposes recommendations regarding the capacity requirement of educators for the implementation process of the NCS, 2002 in the Limpopo Department of Education – with specific reference to the Vhembe District. The focus is on capacitating educators through the provision of training and development, so that they are then able to carry out the requirements for the implementation of the new curriculum, the NCS, 2002.

2.3 Rationale for qualitative research

This section of the research study aims to make provision for an overview of the fundamental reason behind the relevance of qualitative research design in this study. Unlike quantitative research, that is mostly one-dimensional in its methodology, qualitative research is predominantly featured as being highly diversified. Punch (2005:

134-135) maintains that qualitative research is multidimensional and pluralistic with regard to paradigm discussions and debates. The qualitative research design highlights the political nature of social research, the recognition that social research as a human construction, is framed and presented within a particular set of discourses (and sometimes ideologies), and conducted in a social context with social arrangements, involving especially funding, cognitive authority and power.

Through qualitative research, the questions that have to be answered, where events are being described, include 'how' and 'what'. Neuman (1997: 317) emphasised that qualitative research contains several techniques that include grounded theory, ethnography, life history and conversational analysis. However, there are some topics that may require specific research techniques, not rejecting the fact that researchers often combine elements from both qualitative and quantitative research methods in some particular research topics.

This study has adopted a grounded-theory research technique. The grounded theory is, according to Strauss and Corbin (1990: 23), a research technique that is inductively derived, whereby a researcher systematically explores the available collected data and analyses them for the phenomenon they represent. By analysing the available data, the researcher is able to suggest meanings and explanations that may lead to a theoretical model (Payne and Payne, 2005: 99). Grounded theory allows a theory to be built from the ground up.

Pierce (2008: 34) argues that, rather than hypothesising about casual relations, the researcher in a grounded theory context should first seek out evidence of relationships. The first sample and data that the researcher gathers would be limited. According to Pierce (2008: 34), the findings of the researcher would be grounded in those data, tested and reformulated in further samples until theoretical saturation is reached, when the additional data have failed to reveal any further significant findings. As a result, an idealised grounded theory may be summarised as a research model that:

a) Selects the variables:

b) Collects data from a small sample;

c) Advances an explanation;

d) Tests against a larger sample;

e) Revises the initial explanation; and

f) Reiterates the procedure until theoretical saturation is reached (Pierce, 2008: 34).

In a grounded theory, the building blocks of the theory are the concepts that become the bricks that are grounded throughout the analysis process. The study seeks to argue that the related concepts in this study include development, training and implementation. These are concepts that are used for the capacity building of educators in the successful implementation of the new curriculum, the NCS, 2002 in public schools in the Limpopo Department of Education.

Through the qualitative research design that is closely associated with Social Sciences, the study has presented arguments and findings on human issues during the process of training and the development of public schools educators. The training and development of public school educators provides for the effective implementation of the new curriculum, the NCS, 2002, in public schools.

The sources used in the study include both primary and secondary sources. Since qualitative research calls for a rigorous analysis of the available relevant data, these sources of data are collected, reviewed and analysed from amongst other sources, such as interviews conducted, books, journal articles, acts of Parliament, policy documents and newspaper articles. All these and other sources help to deal with the research problem that has been identified in this study, whereby the research study is able to arrive at the findings. The findings of the research study should enable the study to suggest recommendations on the importance of capacity building of educators in the successful implementation of NCS, 2002. Creswell (2003: 181-183) has identified the following useful characteristics of a qualitative research that are relevant to this study:

a) Qualitative research takes place in a natural setting, whereby the researcher goes to the site, for example, a departmental office of the participant;

b) Qualitative research uses multiple methods of data collection that are interactive and humanistic – by involving the participants;

c) Qualitative research is fundamentally interpretive, whereby the researcher gathers, interprets and analyses data. Finally, the data are interpreted, in order to draw conclusions on their meaning and to then be able to state the lessons learned;

d) Qualitative research views social phenomena holistically, an indication of the reason why qualitative research is broad and complex. The more complex, interactive, and encompassing the narrative of the qualitative research is, the better the qualitative study becomes;

e) A qualitative study uses complex reasoning that is multifaceted, interactive and simultaneously uses both inductive and deductive methods in a qualitative research; and

f) The qualitative researcher adopts and makes use of one or more strategies of inquiry as a guide in the procedures of a qualitative study.

In the light of the above, the study assesses the impact that training and development have on educators in public schools in the correct and effective interpretation of the new curriculum, the NCS, 2002 and its implementation. Information on the importance of training and development is gathered and critically assessed – both from the primary and secondary sources of the data gathered.

The rationale for the selection of qualitative research in this study is that qualitative research identifies real issues and is largely discipline-based (in this case, Public Administration is the study discipline in which this study is anchored). Furthermore, qualitative research is largely descriptive and exploratory in nature. As indicated above, the data collected in qualitative research are mostly in the form of words from the

relevant documents, such as books, policy documents, journals, newspapers and acts of Parliament.

The critical discussion on training and development for the implementation of the NCS, 2002 and other relevant policies in education is centred firstly, in Public Administration as an academic discipline, and secondly, in public administration as an activity that is carried out within the Public Service. In his comparison of qualitative and quantitative research, Ile (2007: 38) has argued that unlike in quantitative research that determines the researcher's choices and actions, the strength of qualitative research, as adopted in this study, is in giving this study room to shape its research tools and to thereby deepen the inquiry on the discourse of training and development.

2.4 Qualitative instruments

This section of the research contains forms or designs of the qualitative research approach which are instruments whereby the data have been collected for this study. Data collection refers to a wide range of methods used to collect information that may include observation, structured and unstructured interviews, participant observation, ethnography, and historical documents or literature reviews from both primary and secondary sources, content analysis and any other method used to collect reliable documents.

Two qualitative research instruments were selected for discussion in this section of the study. These include the case study and literature review, whereby both primary and secondary sources are collected and analysed. Welman *et al.* (2005: 193) argue that a case study and literature review are usually forthcoming from the ethnographic methods that are applied by anthropologists, sociologists and educationists.

2.4.1 Literature review

Training and development are processes that have seen an increasing demand during the 1990s, as the economic growth in the United Kingdom (UK) and Europe as workforce skills have improved and new approaches to training design and delivery have emerged (Sloman, 1999: xv). The need for future employment prospects by staff members in organisations grows daily, so that administrative functions are effectively carried out in the context of Public Administration as an academic discipline. Many of the data gathered on training and development processes come from both primary and secondary sources. However, both primary and secondary sources have some benefits and disadvantages that need to be carefully taken into consideration when a research study is to be conducted.

A literature review comprises all those sources that have been recorded or preserved in writing, as sources that have to be read, analysed, synthesised and interpreted – in order to support an argument for any given event or practice (Welman *et al.*, 2005: 24). The available literature is classified either as coming from a primary source or from a secondary source. According to Neuman (1997: 384), primary sources are those sources that have realism and authenticity. These are sources that give first-hand information. Examples of primary sources include: letters, government circulars, memos, diaries, newspapers or magazines articles, as well as published and unpublished documents. The practical limitation or disadvantage of the primary source is the time factor, which narrows down an investigation and its data or information that is captured. This is because the data given is time-bound and reflects only the specific period in which the information was captured or reported

 The secondary sources are those sources that are next and below what are regarded as primary in nature, and they supplement what is primary. In this study, secondary sources include books, legislative information and journals on training and development. Social researchers use mostly secondary sources when undertaking their research studies, such as books and journal articles that have been written by specialists in a

particular study discipline, for example, Public Administration, Sociology and Anthropology. The benefits of the use of secondary sources are that they not sytematised. There are no clear rules and procedures laid down for the valid use of secondary sources as evidence when conducting research (Neuman, 1997: 84). Secondary sources in this regard can be used in giving general explanations on the theory of training and development. Like primary sources, secondary sources also have some disadvantages. The disadvantages of secondary sources include inaccuracy in historical accounts, lack of studies in areas of interests, the inability to use secondary sources in testing hypothetical statements, and the presentation of more detailed information with different interpretation and individualistic biases (Neuman, 1997: 384).

In order to ascertain the reliability and usefulness of the sources to the research, there are certain principles whereby the available literature can be tested. According to Bryan (2004: 381), there are four criteria that need to be used in assessing the relevance and quality of the literature or documents, namely: authenticity; credibility; representativeness and meaning. These criteria are explained by Bryan (2004: 381) as follows:

a) *Authenticity.* Evidence is regarded as being authentic if there are elements of truth in it; it must be real and genuine.

b) *Credibility.* When the credibility of the evidence in the document is accepted, it must be error-free so that it must have evidence for it to be believed and it must not be twisted or distorted.

c) *Representativeness.* The evidence must be typical; it must be a good example of the evidence given. If the document is not typical, is there sufficient evidence of it not being a good example of the fact under discussion?

d) *Meaning.* The evidence must be free from misconceptions; it must be clear and capable of being understood without generating any doubts.

When the available sources are successfully measured against all the criteria explained above, they can then be used as reliable sources in justifying the argument or arguments presented in the social research study.

2.4.2 A case study

Through the application of the case study method in this research study for data collection, the study is able to provide an insight into a particular selected area of study, in order to deal with the identified problem statement. According to Yin (2003: 13), a case study is an empirical research method and instrument of data collection that is bounded by time and activity, as it investigates a contemporary phenomenon or programme within its real-life context, whereby multiple sources of evidence are used. It is a process that helps to explore a bounded system, for example, an event, a programme, an activity, an institution or a group that is performing a specific task in a given context. The argument is supported by Neuman (1997: 27) when that case study research entails an in-depth examination of a few people, a group of people or an organisation over a specific period of time. For the purposes of this research study, the Vhembe District situated within the Limpopo Department of Education has been selected as the case study area of the research for an in-depth investigation of the impact of training and development on public school educators in the new education curriculum, the NCS, 2002.

The significance of the case study in this research is that it is an opportunity whereby the uniqueness in understanding a particular case is created, instead of a generalisation. Punch (2005: 145) has identified four characteristics of case studies: Firstly, the case is a 'bounded system' that has boundaries. These need to be clearly identified and explained by the researcher in the research study. Secondly, the case is something that needs to be given a clear focus to research logically.

A clearly identified unit of analysis as a case should be selected. This can either be a single individual, groups of people, or institutions. Thirdly, an attempt is made to preserve the wholeness, unity and integrity of the case as a specific focus of the research study. Fourthly, case studies can use multiple sources of evidence and data-collection methods. These include observations, interviews, narrative reports and books. Although case studies also use numerical data in quantitative research, most

case studies are predominantly qualitative in nature and call for a rigorous analysis of the data available for the research project.

Maree (ed.) (2007: 76-77) argues that a case study is characterised by a unit of analysis with its focus on the action, rather than on individuals or groups of individuals. In the context of this research study, the focal point of the research is the effects that training and development have on educators as they implement the new curriculum, the NCS, 2002 in public schools. The case study is also highly selective and focuses on one or two issues that are important for an understanding of the system that is under investigation.

In this study, as indicated earlier, the focus is on the need for the capacity building of educators for the effective implementation of the new curriculum. Taking into consideration the above-outlined characteristics of case studies, the study engages in an investigation of those aspects that affect training and development for the sake of the achievement of quality education in Limpopo Province generally, and Vhembe District in particular. In line with the effective implementation of the education policies, capacity building and public administrative principles are imperative. As a result, the case study is viewed both as a system and a process that investigates the nature of the process. In this study, it is the training and development process within a given political context of transformation in South Africa. Through this approach (the case study), a description of unique experiences by the participants and the international best practices are shared in a narrative and detailed manner in the research study.

One of the benefits in using a case study design as a qualitative instrument or an approach in conducting the research study, is the ability to use extensive multiple sources and techniques in data gathering. In this study, the case study focused on the two groups or categories of people, namely: the public school educators (Annexure B) and the trainers of public schools educators, the curriculum advisors (Annexure C). All the groups responded to the specific questionnaire sent to them.

The total number of public school educators is 13 267 for both the GET and FET schools in Vhembe District. A sample of 40 educators responded to the questionnaire. These educators were selected from the best-performing schools and the under-performing schools offering different subjects in the district. In addition, there were two focus groups, with 60 GET and 50 FET educators, who were interviewed on two different occasions when they were attending their NCS, 2002, training and development workshops.

The main questions that the educators were asked, amongst others, were on whether the time allocated to training and development on the new curriculum, the NCS, 2002, was adequate; the relevance of the training and development contents to their curriculum needs; the challenges experienced during the implementation of the new curriculum; the knowledge level of their trainers regarding the new curriculum, and the frequency of school support they had received from the curriculum advisors.

The number of curriculum advisors that responded to the questionnaire was 25, out of 154 - the total number of curriculum advisors in Vhembe District. There were 10 curriculum advisors selected from the GET band and 15 were selected from the FET band. All these curriculum advisors were selected from their different subject specialisation areas, in which they provide training and development as well as on-school support to their educators in their respective bands. Amongst other questions in the questionnaire that the curriculum advisors received, was whether they had received adequate training and development on NCS, 2002, to become trainers of educators; whether the educator attendance in NCS, 2002, workshops was satisfactory; the availability of training and development resources and their job description; co-ordination of activities between the Limpopo Department of Education and the Vhembe district and between the district and the circuits.

Use was made of extensive multiple sources in the case study, such as the available literature and interviews, in order to address the problem statement or the research question in the research study. The collected data were mainly qualitative in nature.

Such data are collected through interviews, focus groups, and the literature review (Maree, 2007: 76). However, care should be taken in conducting the case study in the context of a qualitative research to remain objective and to avoid being subjective, as this leads to bias.

Fair opinions and representation on the gathered data to validate the authenticity of data consulted was ensured in this research study. Above all, the case study that remains the focal point of the research study needs to be clearly defined and the study area should also be clearly demarcated. In this research study, the Vhembe district in the Limpopo Department of Education is the case study under investigation, in matters relating to the training and development of public school educators in the new curriculum, the NCS, 2002.

Immediately after its introduction, Curriculum 2005 received an enormous tsunami of criticism. This resulted in it being streamlined and strengthened, a process that eventually led to the introduction of the new curriculum, the NCS, 2002, by the Department of Basic Education. However, the standard of education continues to deteriorate, as measured by the decrease in the Grade 12 results. This has caused the education system to be further criticised, as it keeps on receiving negative publicity through the media. The introduction of NCS, 2002 was the first major curriculum review in education, since 1994, after it was found that Curriculum 2005 was problematic both in terms of its approach and its implementation. This is because public school educators did not receive enough training and development on the new content and the new approach or methodology, OBE, required by the new curriculum. As a result, it has brought major challenges to the educators, as they were never exposed to this kind of methodology, when they received their professional training. All these accusations are disheartening to primary beneficiaries of education who are learners and parents – as the quality of education is compromised thereby. As a result, the training and development of educators as implementers of the new curriculum in the classroom is of fundamental importance, and should make a positive contribution towards the success of the new curriculum NCS, 2002, and should assist in achieving quality education.

It is against this background that the study research is conducted, in order to investigate the impact that training and development have on public school educators, and their ability to effectively implement NCS, 2002 in the Limpopo Department of Education. The Department of Basic Education has a responsibility to carry out the national mandate of the Department of Basic Education, as outlined in Section 29 (1) of the Constitution of the Republic of South Africa, 1996. This states that:

(1) Everyone has the right –

    (a) To a basic education, including adult basic education; and

    (b) To further education, which the state, through reasonable measures, must make progressively available and accessible.

The main function of the Department of Basic Education is curriculum delivery. This function is achieved by offering quality education to the people of South Africa. This should be done by offering an educational curriculum (i.e. NCS, 2002) that responds to the needs of the economy in particular and those of the country in general. The output achieved by this kind of education is the product of learners who are critical thinkers. The function of the Limpopo Department of Education, within the broad framework of the National Department of Basic Education, can best be summarised by the vision of the Department. This may be stated as follows (Service Standards, 2008/2009: i):

"To equip the people of our province, through the provision of quality, lifelong education and training with values, knowledge and skills that will enable them to fulfil a productive role in society."

The research study has selected its target population from the school-based officers that include both educators and principals and the office-based officers that include curriculum advisors, managers and administrators stationed at Circuit offices found within Vhembe district of the Limpopo Department of Education. The focus is on the training and development of educators in the public schools in their implementation of the new curriculum, the NCS, 2002, and the impact that training and development have on the achievement of quality education in Vhembe District.

The greatest challenge facing most of the stakeholders in the implementation process of the new curriculum, the NCS, 2002, and other related policies, is the lack of knowledge and understanding and the correct interpretation of the new curriculum, shortage of skills and capacity to interpret educational policies correctly, resistance to change by educators to adapt to the new curriculum, and its methodology.

For example, before 1994, educators were expected to teach only the prescribed syllabus of a given curriculum. The content to be taught was readily available and the training they had received, either at colleges of education or at universities, was mainly on the content and methodologies of teaching. They were never exposed to policy matters, let alone the meaning and the processes that need to be considered when implementing a public policy. That is where training and development come in if the NCS, 2002 and other related policies are to be effectively implemented.

The new curriculum needs to be correctly understood if the intended objective is to be achieved for the ultimate betterment of the education system in South Africa. The study will outline some training and development models, so as to identify a model that could help in the effective training and development of educators. The main purpose is to help improve educators' performance in the effective implementation of the new curriculum.

2.5 Conclusion

The chapter has outlined the research methodology the study has followed in this Social Science discipline. This research study conducted in the context of Public Administration as an academic discipline uses public administration as an activity to put what is known theoretically (Public Administration) into practice (public administration). The case study has been chosen as the relevant approach to look at the impact that training and development have on the successful and effective implementation of NCS, 2002 in Vhembe district. Educators, as the people directly involved in the implementation of the new curriculum, also need training on policy matters.

Training and development come in as intervention strategies, in an attempt to assist in the effective implementation of the new curriculum. The study, through qualitative design, has been able to observe and measure the performance of all the role-players as part of the target population in the implementation process of the NCS, 2002. The qualitative approach enables the study, through an extensive analysis of the data collected from both primary and secondary sources on both policy matters and training and development, to understand the new curriculum, the NCS, 2002.

In the next chapter, the theoretical perspective on training and development as it relates to education will be discussed.

CHAPTER THREE

THE POLICY ENVIRONMENT SUPPORTING TRAINING AND DEVELOPMENT AS IT RELATES TO EDUCATION

3.1 Introduction

The ultimate goal and objective of policy makers and practitioners in public and private institutions is the realisation of their efforts. The efforts, within the Public Service, are realised when the government's carefully formulated policies are successfully implemented by the well-capacitated officials who become implementers of these policies. Any success in service delivery in any government department, in this case the Limpopo Department of Education, depends on the effective implementation of the NCS, 2002 by public schools educators in the fulfilment of the constitutional mandate of the Department. Such a policy statement should be successfully implemented by well-trained and properly developed educators and other departmental officials, who play the supporting role in the effective implementation of the NCS, 2002.

In order for the government to become effective, efficient and economical in service delivery matters, both the educators and public service officials playing the supporting role to public education should have the capacity to do, be skilled, committed and knowledgeable in a well-organised administrative system, such as the Limpopo Department of Education. When the Department fails to achieve its set objectives, or when there are policy changes, training and development are provided to the public officials in order to help in alleviating the situation in the ultimate achievement of the set objectives.

In order to demonstrate the importance of human resource development in the public service, the South African government has drafted legislation and policies that provide a framework that supports training and development in the Public Service. This will now be analysed.

3.2 Policy environment for training and development

Apart from the Constitutional provisions that encourage human resource development in the Public Service, there are other acts and policies that help in promoting the training and development of the Public Service, in order to maximise its potential. Amongst others, these include the Public Service Act, 1994 (Proclamation 103 of 1994); the National Policy Act, 1996 (Act 27 of 1996); the South African Schools Act, 1996 (Act 84 of 1996); the White Paper on Human Resource Management in the Public Service, 1997; the Skills Development Act, 1998 (Act 97 of 1998) and the Public Service Regulations, 2001.

Some of these acts and policies will be discussed below under the national education policy framework. According to Ernst (2000: 4), training and development, aimed at capacitating the human resource competence requirements, are in the process of changing. The current shortage of skilled people for recruitment in the mainstream of the South African economy is a wake-up call for the challenge that the education system is facing. Again, the public school educators need to be knowledgeable enough to present a development-oriented curriculum to their learners who are the future drivers of the South African economy. The Department of Basic Education, like other government Departments, needs to invest in the development of its human resources, whereby their competencies can be catered for through training and development.

The need to promote the training and development of educators, -- and to address the educational challenges of the Limpopo Department of Education is made evident by its vision and mission, which are outlined as follows:

Vision
"Finding solutions to educational challenges through collective engagement and participation until the doors of learning are equal to all."
(Limpopo Department of Education, 2011)

Mission

Promoting the development of a well-qualified, dedicated and fully professional management and teaching corps to cater for the needs of all categories of learners…"
(Limpopo Department of Education, 2011)

From the above vision and mission of the Department, quality lifelong education and training should be provided, so that the educational challenges that the province and the country face could be effectively addressed through the participation of all the stakeholders. Through this, learners are prepared and equipped, so that they will be able to participate in the sustainable economic development of the country. It may be argued that the effective conceptualisation of the programmes of training and development is imperative, whereby the performance of the public school educators in the implementation of NCS, 2002 can be improved in the Limpopo Department of Education.

3.2.1 National education policy framework

It was shown in the first chapter of this study that the Department of Basic Education receives its education mandate from the Constitution of the Republic of South Africa, 1996. In Section 29(1) (a) the Constitution states that, *"…everyone has the right to a basic education".* In addition, the Constitution of the Republic of South Africa, 1996, has outlined the basic values and principles that govern public administration in Section 195. Amongst others, there is an emphasis on matters of human resource development in the Public Service in Section 195:
(1) (c) (h) and (2) (a)-(c) read as follows:

"(1) Public administration must be governed by the democratic values and principles enshrined in the Constitution, including the following:
    (c) Public administration must be development-oriented.
    (h) Good human-resource management and career-development.
(2) The above principles apply to:

(a) Administration in every sphere of government;

(b) Organs of state; and

(c) Public enterprise."

What is actually meant by the above values and principles that govern public administration is that educators and other public officials who play a supporting role in the implementation of NCS, 2002 in the Limpopo Department of Education must be capacitated through training and development. Capacity building helps them in developing their competency levels, whereby they would then be able to execute their tasks diligently and with confidence, as they unleash their full potential when carrying out their job responsibilities. Since all the principles are applicable to all public administration environments in an organisation, they are relevant to all the government departments, including the Department of Basic Education, in general, and the Limpopo Department of Education, in particular. These principles apply to all the three spheres of government.

The National Education Policy Act, 1996 (Act 27 of 1996), identifies both the legislative and monitoring duties of the Minister of Education whereby the relations between the national and provincial governments are formalised, while promoting the issues of co-operative government. The Act also gives direction regarding the principles of the national education policy. The application, through the implementation of this policy, is a direct response to the Constitutional mandate in Chapter 2, Section 29, which gives the Department of Basic Education the task of rendering quality education to the people of South Africa. On effective monitoring and evaluation in education, Section 8 (4) of the National Education Policy Act, 1996 (Act 27 of 1996) states that:

"The Department shall fulfil its responsibilities in …. a reasonable manner, with a view to enhancing the professional capacities in monitoring and evaluation throughout the national education system, and assisting the competent authorities by all practical means within the limits of the available public resources to raise the standards of education provision and performance."

One of the most important policies in the National Education Policy Act, 1996 (Act 27 of 1996) that could be singled out as relevant to educational matters is the Norms and Standards for Educators, 2000 (Government Gazette No. 20844 of 4 February 2000). This is a policy that promotes good governance and administrative principles by all the stakeholders, such as educators, heads of departments, deputy principals, principals, education development officers, district and regional managers and systems managers, wherein their roles are also outlined in terms of policy implementation in education.

As indicated earlier in the study, attention is given to the seven roles of educators on which educators should receive training. Educators should be trained and developed in these educator roles, in order for them to acquaint themselves with these roles, so that they can become enabled to effectively execute their duties. Section 3 (7) of the Norms and Standards for Educators (Government Gazette No.20844 of 2000) states the roles of educators are as follows:

a) *Learning mediator;*
b) *Interpreter and designer of learning programmes and materials;*
c) *Leader, administrator and manager;*
d) *Scholar, researcher and lifelong learner;*
e) *Community, citizenship and pastoral role;*
f) *Assessor; and*
g) *Learning area/subject/discipline/phase specialist.*

It is on the basis of these roles that the need for public school educators' training and development is imperative for the intended objectives of the NCS, 2002 to be effectively realised. Never before had educators been given the roles of being mediators and facilitators of learning and teaching. The reason for the failure to read and write by most learners in public schools in South Africa is because OBE is seen as a contributing factor. This kind of thinking was an indication of the need for intensive training and development of educators on OBE as an approach to teaching and learning in public schools.

Since the study focuses on the training and development of educators, the Employment of Educators Act, 1998 (Act 76 of 1998) is the Act that directly affects educators in public schools. In this Act the conditions and roles of educators in educational matters for the office-based educators – who occupy positions, such as directors, chief education specialists, deputy chief education specialists, senior education specialist and school-based educators – are clearly spelt out. This Act takes cognisance of capacity issues, work performance, conditions of employment, promotion, transfer and termination of services to educators. In terms of Section 4 (4.1) of the Act, it is stated thus:

"The ability of our education system to compete in an increasingly global economy depends on our ability to prepare both learners and educators for new or changing environments. This is in line with the mission in the corporate plan of the Department of Education to ensure that all South Africans receive flexible lifelong learning education and training of high quality."

Management in education should be able to draw on the professional competencies of educators, build a sense of unity of purpose and reinforce their belief that they can make a difference. When and where appropriate, authorities need to allocate authority and responsibility, which would ensure the building of human resource capacity. The main message behind this is that educators – like learners -- need to be prepared through training for the challenging environment that they are facing, especially during the implementation of the new curriculum, the NCS, 2002. Training in this regard becomes a lifelong process, whereby the educators' competencies are built. All these are important aspects that must be taken into consideration if effective administration is to be achieved by giving meaning to educational policies to achieve quality education.

The South African Schools Act, 1996 (Act 84 of 1996) promotes access to quality education in the South African schooling system through good governance. It is through this Act that the Minister of Education is empowered to take a bold step or initiative in

transforming the existing education curriculum in South Africa. Regarding curriculum and assessment matters in schools, Section 6A (1) – (2) states:

"(1) The Minister must, by notice of in the Government Gazette, determine –

(a) A national curriculum statement indicating the minimum outcomes or standards; and

(b) The national process and procedures for the assessment of learner achievement.
(2) The curriculum and the process for the assessment of learner achievement contemplated in sub-section (1) must be applicable to public and independent schools."

As a result of the promulgation of this Act, and particularly the above-stated Section, the NCS, 2002 as a new curriculum emerged. The educators were faced with the challenge of changing their mindset with regard to this educational transformation. All these issues needed serious orientation, in the form of training and development in their expected new OBE approach methodology of teaching and learning in the schools. According to the South African Schools Act, 1996 (Act 84 of 1996), the objectives of the NCS, 2002 are embedded within the preamble of this Act that states:

"…. this country requires a new national system for schools which will redress past injustices in educational provision, provide an education of progressively high quality for all learners, and in so doing, lay a strong foundation for the development of all our people's talents and capabilities, advance the democratic transformation of society, combat racism and sexism and all other forms of unfair discrimination and intolerance, contribute to the eradication of poverty and the economic well-being of society, protect and advance our diverse cultures and languages, uphold the rights of all learners, parents and educators, and promote their acceptance of responsibility for the organization, governance and funding of schools in partnership with the State;….."

Their training content should be in line with these NCS, 2002 objectives; hence, the need for educators to internalise the principles of NCS, 2002. One of the formulated

principles outlined in Chapter One of this study has been informed by the objectives from the preamble of this Act, These objectives include the following:

'…*Social Justice, a Healthy Environment, Human Rights and Inclusivity*'

(NCS, 2002, Policy Handbook for Educators, (*elrc*): H - 46)

This, and other principles, should form part of the intensive training and development content that should be internalised by educators, as indicated earlier, so that their daily teaching and learning progammes should be geared towards the achievement of these NCS objectives. The NCS, 2002 principle that has been referred to here is closely related to Special Needs Education: White Paper 6: Building an Inclusive Education and Training System, 2001 that seeks to address those learners in public schools that need special attention from educators.

The Education White Paper 6 Special Needs Education: Building an Inclusive Education and Training System, is a policy that seeks to address the apartheid education legacy, whereby the public schools were segregated on the basis of race and disability of learners. The White Paper promotes equality, social justice and inclusivity, in order to avoid discrimination against learners at all levels, such as gender, ethnicity, language and physical disability. Section 1.4 (1, 4.1) of White Paper 6 explains inclusive education as follows:

a) *"… accepting and respecting the fact that all learners are different in some way and have different learning needs which are equally valued and an ordinary part of our human experience.*

b) *… enabling education structures, systems and learning methodologies to meet the needs of all learners.*

c) *Acknowledge and respect differences in learners, whether due to age, gender, ethnicity, language, class, disability or HIV status.*

d) *…broader than formal schooling and acknowledge that learning also occurs in the home and community, and within formal and informal modes and structures.*

e) *…changing attitudes, behaviour, teaching methodologies, curricula and the environment to meet the needs of all learners.*

f) …maximising the participation of all learners in the culture and the curricula of educational institutions and uncovering and minimising barriers to learning.

g) …empowering learners by developing their individual strengths and enabling them to participate critically in the process of learning."

In view of the above explanation on what Inclusive Education and Training entail in the context of White Paper 6, public school educators need to be trained to acquire specific teaching skills and values, such as respect, tolerance and love. According to Thornhill and Hanekom (1983: 129), different communities may have different values which may be peculiar to each community. Values could be explained as those actions that that help motivate individuals to behave in certain acceptable ways in society.

The lack of good communication skills and negative attitudes by educators to learners with special barriers to learning could permanently affect their learning and their entire schooling. During the training, it is possible to identify some barriers as being related to the educator himself or herself; hence, those pedagogical barriers, as a result of which educators themselves lack the right teaching methodology. White Paper 6 seeks to address these challenges faced by educators, so that they can receive training and development. This would eventually assist in giving recognition and providing space to accommodate the diversity on the learning needs in education.

The educational transformation in South Africa has been informed by the complete disregard for equality when racial discrimination was entrenched through the apartheid policies. These policies also affected the education system. As a result, public school educators need to be trained to enable them to correctly give effective interpretation to the White Paper 6 in the context of NCS, 2002. Educators need to understand that barriers to learning can be systemic; and it is just here that the system or government has the responsibility of providing resources to learners. Other barriers to learning may be societal, such as the high crime rate that affects effective teaching and learning. Training and development may help empower the educators on the immediate identification of barriers to learning, as well as in providing a quick way to address them.

3.2.2 National training and development policy framework

The White Paper on Human Resource Management in the Public Service of 1997 acknowledges the challenges that came about with the political changes in South Africa. There has been a major shift from a centrally controlled Public Service to a Public Service that puts value on the government employees, a valuable resource that provides service to the general public. According to the White Paper on Human Resource Management in the Public Service (1997), there has been an attempt to provide *"…a shift from personnel administration to human resource management".*
The meaning behind this statement is an indication of the paradigm shift from personnel administration, as one of the generic administration functions or principles that focuses on the recruitment of personnel or employees for the organisation, to the value of the Public Service.

However, human resource management goes further than just the acquisition of the personnel (employees) in personnel administration, as it gives emphasis to the maximum utilisation of these employees effectively, so that the organisation can then achieve its set objectives. These employees, for example, educators of public schools, are utilised in such a way that their collective skills, experience, knowledge and positive attitudes are used maximally for the benefit of the Department of Basic Education and the public it serves. Employees are, according to Nel *et al.* (2004: 9), inclusive of all the employees within the organisation who are in the management, responsible for its functioning on a daily basis; and they usually do not want to associate themselves with this concept of being employees. In this study, educators, principals, circuit managers and all administrators, as well as managers in various levels of the Department of Education, Limpopo Province are viewed as employees of the Department.

One of the purposes of the White Paper on Human Resource Management in the Public Service, 1997, is outlined as being the provision of *"…a policy framework that will facilitate the development of human resource management practices, which support an effective and efficient Public Service, geared for economic and social transformation…."*

As a result, one of the principles of managing the performance of the Public Service is training and development, which should be responding to the strengths and weaknesses identified after the performance of employees has been assessed. The identified weaknesses of the employees should help in building up their future training content for their training and development progammes, so that they become effective in the execution of their tasks.

Training and development programmes that are informed by the results of performance assessment form the basis for intervention strategies that are geared towards the educators' assistance in response to these needs. Onica Dederen (2010), the Senior General Manager of the Limpopo Department of Education, in her presentation of the Curriculum Strategy to operationalise the Turn-Around strategy of the Limpopo Department of Education in Karibu Lodge on 11 June 2010, argued that any support to educators that does not respond or answer to the identified and specific needs of the educators, creates tension between the support services and the educators.

Training and development become transformational tools to provide capacity building to the employees of the organisation for change, adaptability and performance improvement. These are skills that are critical to the success of quality and effective management that have to be developed. All these will dictate the training and development needs that eventually form the content of training and development. For example, the new curriculum, the NCS, 2002, focuses on the new methodology of teaching the OBE; and many educators are unable to infuse this methodology into their daily preparations, and instead are still operating in the old paradigm of teaching. The tendency to continue in the old way of teaching is when the educator dominates the teaching without involving the learners. This is a methodology that eventually promotes learning through memorization; and it deprives the learners of critical thinking, which is one of the skills that need to be developed.

The importance of capacity building is entrenched by the White Paper on Human Resource Management in the Public Service, 1997, as it gives the mandate to the

Department of Public Service and Administration in assisting both the national and provincial administration in conducting capacity assessment that would help determine the kind of skills and capacity needed. As a result, the skills and capacity that should have been identified will determine the kind of training needed by the Public Service affected. In the light of the provisions of the White Paper on Human Resource Management in the Public Service, 1997, the Department of Basic Education is also expected to develop and train its human resources so that capacity and skills are thereby provided.

Educators and administrators of the Department of Basic Education need training and development so that their skills and capacity can be enhanced for the ultimate realisation of the objectives of the Department. Johnson (1993: xi) maintained that many organisations spend large amounts of money in management training, while leaving out the very people who produce products and services. Employees who do not receive training and development are likely to produce inferior products and services. This means that public school educators who do not receive training and development for the purpose of capacity building in the effective implementation of NCS, 2002 will fail to achieve the desired goal of the new curriculum in education.

Generally, educators from the focus group are of the view that not enough time is given for their training on the correct and effective implementation of NCS, 2002; hence, educators associate these kinds of training workshops with an electric microwave oven that is used to quickly warm up food. Hence, they refer to these workshops as *"microwave workshops"* because of the short time invested in workshops. As a result, many educators still find it difficult to operate in line with the requirements of the NCS, 2002, whereby, for example, the subject content framework or theme should serve as the springboard to search for the relevant resource materials commonly referred to as the learning and teaching support materials (LTSM).

Instead, many educators still focus on the prescribed text as the only resource book, choosing to ignore the need to start from the subject or learning area statement – where

the learning outcomes are outlined. This is made evident by the kind of planning that educators prepare. Some do not have their lesson plans that should be a guide for their lesson presentations. For those that have their lesson plans, they are either too short or too broad for the learning and teaching contact times allocated for a specific period or periods in the school or grade general timetable. These lesson plans seem to have been prepared for the sake of meeting the requirements for submission when requested by their supervisors and officials from the District. It could then be argued that serious training and development in this regard should be provided if their full potential is to be maximized.

The Public Service Act, 1994 (Proclamation 103 of 1994) is the regulatory framework through which the operations of the Department in carrying out its mandate are underpinned. It is from this regulation that office-based educators take their directive and mandate. This includes managers, such as Circuit Managers who work directly with schools within their District, in this case, the Vhembe District. Through the training and development institute, the Public Administration Leadership and Management Academy (PALAMA), and the Training Fund that has been established in terms of section 3(5) (a) (iii) of the Public Service Laws Amendment Act, 1997 (Act 93 of 1997). Although educators may not directly benefit from PALAMA, they may indirectly benefit from their managers, such as Circuit Managers, who may receive development and training from PALAMA. The Act establishes the training and development mandate, through PALAMA, that should be provided to all the government departments, including the Department of Basic Education, as well as the Limpopo Department of Education.

In terms of Section 4 (2) (a)-(b) the following tasks are expected to be carried out by the Act:

(2) "The Institute-

  (a) Shall provide such training or cause such training to be provided or such
examinations or tests or cause such examinations or tests to be conducted as the
Head: South African Management and Development Institute (currently PALAMA) may,

with the approval of the Minister, decide, or as may be prescribed as a qualification for the appointment, promotion or transfer of persons in or to the public service;

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

If the Department of Basic Education, in general, and the Limpopo Department of Education, in particular, providing training to managers in different levels and directorates in the Limpopo Department of Education, good management plans for the training and development of educators could be effectively drawn up. Implementation plans for training and development could also be sketched out, so that the implementation becomes meaningful, effective and cost-effective. The new curriculum, the NCS, 2002, needs a considerable funding, which should be provided for the purposes of training public schools educators, who are at the forefront of its implementation.

The Skills Development Act, 1998 (Act 97 of 1998), encourages an investment in human-resource skills for effective growth and development in the Public Service. The main purpose of the application of this Act in the Public Service in each government department is to provide capacity-building initiatives that need to be realised for effective service delivery. The Skills Development Act, 1998 (Act 97 of 1998), may provide answers to skills development as an interim measure, where such skills are needed. These may bring some improvement in the available human resources in the Department of Basic Education. For example, the fact that the NCS, 2002 demands extensive reading by educators means that they must be provided with computer training skills through which they will be able to use these skills in searching for more information – by using the Internet. According to section 3 of the Norms and Standards for Educators, 2000 (Government Gazette 20844 of 2000), one of the seven roles of educators is spelled out as that of a 'scholar, researcher and lifelong learner'.

The Public Finance Management Act, 1999 (Act 1 of 1999) provides guidance and regulates the use of public funds in both the national and provincial spheres of governments, where the best accounting practices have to be encouraged. Sections 213; 215; 216; 217; 218 and 219 of the Constitution of the Republic of South Africa, 1996, give meaning and effect to the Public Finance Management Act, 1999 (Act 1 of1999), with regard to the financial matters of the national and provincial spheres of government.

No government department can succeed in carrying out its constitutional mandate without a budget or a fund; hence, budgeting is one of the most important administrative and management functions. The Public Finance Management Act, 1999 (Act 1 of1999), emphasises that one of the management and administrative functions is financing. This means that almost all the activities in public administration are made possible by those funds that are allocated in line with the financial planning of a given department, such as the Department of Basic Education. For the training and development of public schools educators to take place, funds will have to be made available in the Department of Basic Education in general and the Limpopo Department of Education in particular.

According to Rees (1996: 244), training should be seen as a necessary investment rather than as an expendable cost. This means that maximum outputs should be achieved from minimum inputs if an organisation is to be cost effective. The Public Finance Management Act, 1999 (Act 1 of 1999), hereafter referred to as the Public Finance Management Act, 1999 (Act 1 of 1999) comes in here, so that financial management has to be properly regulated in order to guard against the mismanagement of funds by any public institution all in the name of providing training and development programmes. Departmental funds should therefore be effectively and efficiently managed.

Through the effective and efficient application of funds for training and development in the Limpopo Department of Education, in accordance with the guidance provided by the Public Finance Management Act, 1999 (Act 1 of 1999) for good accounting practices,

the set objectives of the NCS, 2002 may be achieved. The emphasis in the Public Finance Management Act, 1999 (Act 1 of 1999) is on transparency and the recognition of basic management accounting practices by avoiding unauthorised, wasteful and fruitless expenditure.

The successful implementation of NCS, 2002, in public schools will depend largely on the exposure of educators to well-budgeted training and development programmes that are provided by the Limpopo Department of Education. Any success in the provision of good and quality service depends on proper financial management and control systems that encourage accountability. In terms of Section 83 (1) (b) and (2) of the Public Finance Management Act, 1999 (Act 1 of 1999), anyone who engages in financial misconduct will be faced with disciplinary proceedings, as it states:

"(1) The accounting authority for a public entity commits an act of financial misconduct if that accounting authority willfully or negligently-

(b) Makes or permits an irregular expenditure or a fruitless and wasteful expenditure.

(2) An official of a department, a trading entity or a constitutional institution to whom a power or duty is assigned in terms of section 56 commits an act of financial misconduct if that official willfully or negligently fails to exercise that power or perform that duty."

Expenditure on the training and development of educators has to correspond with savings as regards time, human resources and training facilities that include the training methodologies which seem to be expensive. This means that managers should carry out their tasks effectively. They must have plans in place that make provision for human resource development after their performance has been assessed and any weaknesses identified for immediate intervention in their career development. Such employee development may either be through coaching, mentoring or through off-the-job training. Gerber *et al.* (1987: 507) maintain that in order to justify the success of training, the

costs for such training should be measured against the effectiveness of the training strategies that were applied.

This means that expenditure should firstly be authorized and fruitful, so that it achieves its intended objectives. Newell and Scarborough (2002: 96) argue that it is mainly through the regulation of legislations that organisations, be they public or private, are able to treat their employees from different social groups fairly as an important resource of the organisation needing to be constantly trained and developed, in order to maximise their potential. These improvements would benefit both the individual employees' career development and the organisations, since skilful and well-capacitated employees enable organisations to achieve their objectives.

Skills development helps provide support for any government programme or policy that needs successful implementation – in order for the set goals to be realised. Such skills development training can be carried out either through in-service training, where service providers could be invited through outsourcing processes or bursary allocation to the public service officials, for them to study towards an academic programme offered by higher education institutions. Educators of the public schools could be provided with study bursaries to study at universities that offer either distance learning or short professional programmes that are beneficial to them as they relate to their jobs.

3.3 A theory of training and development

The concepts training and development are, in the context of Public Administration, seen as a Social Science discipline, concepts that are associated with human-resource development. As in athletics, the success of any athlete depends on regular training. The success of any visionary manager in a department depends on the creation of the necessary space and time for his or her staff – including the manager himself or herself – for the provision of training and development of the staff, for the effective achievement of the institutional goals. Taylor and Watling (1985: 65) maintained that managers

should always find time to improve their grasp of their jobs, by getting to know the principles of what they are trying to do, by providing or going on appropriate courses. These, in their argument, have a double advantage, as further training opportunities are provided, together with an opportunity to meet with other knowledgeable people in the field.

According to Gilley *et al.* (2002: 6), there are two perspectives from which development should be looked at. From the individual perspective, development cannot occur unless people participate either formally or informally in the activities that are designed to introduce new knowledge and skills aimed at improving the performance of the people in the organisation. And from the perspective of the organisation, development cannot occur unless the organisational environment and motivational systems are reconfigured to give support for the improvement of performance and organisational development initiatives.

Since training and development processes involve the trainer and the trainee, the trainer must be knowledgeable enough to impart the content of training effectively to the trainees, who rely much on their trainer. This means that there are times when trainers themselves may need training and development – in order to accumulate more knowledge on their field of specialisation, and to remain up-to-date on any changes in their discipline. The concepts of training and development are mostly used together or interchangeably; however, this does not necessarily mean that they have the same meaning; even though they are highly interrelated. Perhaps the meanings of what each concept entails need to be explained in the context of this study.

According to DeCenzo and Robbins (2010: 36), employee training is a process that is designed to help employees in acquiring better skills for their current jobs. The main focus of employee training is on current job-skill requirements that would eventually help employees perform their tasks more efficiently and more effectively. But employee development is designed to assist the organisation, so that it has the necessary talent internally to meet its future human resource needs. Robbins (1991: 558) was of the view

that there are two ways in which the behaviour of an individual can be affected by training. Firstly, the most obvious is the way in which the skills of the employee are directly improved in successfully executing the tasks given. Such an increase in the performance of the employee enables him or her to improve his or her performance at a higher level, especially if motivation is also taken into consideration. Secondly, training increases an employee's self-efficacy; a confidence that a person has that makes him or her have a positive expectation that he or she can successfully execute the tasks to achieve the expected departmental objective.

Training is then a means that positively affects the self-efficacy of individual employees (Robbins, 1991: 558). Through training, employees are afforded an opportunity to become more willing to carry out tasks and exert more effort at higher levels in their department. The importance of training is an indication of the fact that even competent employees cannot remain forever competent. There would inevitably come a time when the competent would become incompetent, in one way or another, as their skills may also become obsolete when departments move into new areas (i.e. organisational change), such as changing the type of jobs that exist and the skills that are required to do them.

In this regard, training can obviously improve skills, such as technical, interpersonal and problem-solving skills. According to Steers and Black (1994:616), the training of employees in human-relation skills for the purpose of improving interpersonal abilities helps them encounter less interpersonal and intergroup conflict. Training should be viewed as a process. According to Riley (1993: 186), training is a process that should be carried out in two stages. The first stage is the needs-assessment stage that should respond to the two questions: Who? and What? If training is needed, who needs this training in an institution? Sometimes the target group for the training would also dictate the content of the training. For a department to achieve its set objectives, what kind of training do employees need? This question must respond to the content for training and development: What of training?

In this study, these questions are relevant, since any training and development for educators should respond to their needs and help them implement NCS, 2002, effectively. In the Limpopo Department of Education, a careful decision has to be taken on who should receive training on the correct and effective implementation of the new curriculum, the NCS, 2002. Furthermore, the content of the perceived training should be clearly identified. In this case, what is it that the department should include in the training package, so that quality education could be achieved?

The second stage of the training process is the stage in which training is delivered. In this stage, there are also two questions that need to be responded to: Who and How? Who should conduct the training sessions? How should training be conducted (Riley, 1993: 186)?   In this study, a training model that could assist the Limpopo Department of Education is suggested in Chapter 5 of this study. The method and techniques for training are clearly specified, in such a way that the purpose of the training should not be compromised.

The main purpose of training, according to Walker (1992: 212), is an attempt to assist employees learn job-related skills and obtain knowledge that would help them in improving their performance, so that the organisation could effectively achieve its set objectives. In this study, because of the new curriculum that has been developed, the NCS, 2002, educators and other officials are expected to do both the new things and old things – but in a better way than before. Gerber *et al.* (1987:461) gave a summary of the key elements of training as follows:

"Effective training is a learning experience activity – a planned business activity in response to identified needs – and it is an attempt to further the goals of the organisation, while simultaneously providing the opportunity for individual employees to learn and grow in the business."

It may therefore be argued that training and development benefits both the organisation and the employees within the organisation. Through training and development, the

organisation is able to effectively and efficiently be enabled to achieve its set goals, while the individual is able to maximise his or her full potential in performance.

In view of the above statement, a well-designed training programme should be responsive to the identified needs that educators in public schools have shown they require within the Limpopo Department of Education. For example, the decline in the grade 12 results in 2008 and 2009, as outlined by the 2011: *Turn-Around Strategy to Improve Education in Limpopo* could be associated with the educators' inability to correctly adjust to the changes in the teaching methodology, as required by the NCS, 2002. In schools, the OBE philosophy, including the new specific subject content that the new curriculum has brought into the education system must become familiar to the teachers.

Incapacity may also be associated with the inadequate training those public school educators have received, as well as the poor knowledge base or incapacity by some of the trainers who provide training to the educators. This includes curriculum advisors of different subject specifics, who provide training and development programmes to educators. Although there are several stakeholders involved in the provision of quality education in the Limpopo Department of Education, this study focuses mainly on district officials as providers of training, and on educators as trainees for the purpose of the effective implementation of the new curriculum, the NCS, 2002. In this regard, all who are affected, through the needs identification for the achievement of quality education, should receive training and development that is aimed at improving the effective implementation of the new curriculum. This includes both the school-based and office-based officials of the Limpopo Department of Education in general, and the Vhembe District of Education in particular.

3.4 Training and development techniques or methods

Riley (1993: 186) was of the view that training is the oldest method, and still is the most important way of developing human resources. There are various ways in which training can be undertaken. The following are some examples of the training techniques or methods that may be used to provide training:

a) Job rotation;
b) Coaching or mentorship;
c) Classroom lectures (trainer-led);
d) Case studies;
e) Simulation and role-playing exercises;
f) University progammes (not for degrees);
g) Workshops;
h) Group discussions;
i) Vestibule training; and
j) Conferences.

Although there are many different types of training and development methods, there are mainly two approaches through which training and development techniques can be categorised that are relevant to the training of educators of public schools. These two categories are on-the-job-training and off-the-job-training. DeCenzo and Robins (2010: 191) argue that human-resource development has the responsibility of deciding which training and development method would be appropriate for the level of skills and knowledge of the employees.

Each of the two categories has different methods or techniques that are classified under each; hence, their differences. These are outlined here below. It is mainly during the off-the-job-training where skills training and the development of educators and managers effectively take place. It is also imperative to consider that every department should be aware of the different options available when choosing a training method.

Each department should be able to recognise its strengths and weaknesses – before a decision to use a specific method is taken – so that a more appropriate method is chosen for a particular training category.

There are specific key questions that Bittel and Newstrom (1990: 231) have identified that each institution needs to ask before a decision on which training method to use is taken. These questions are the following:

a) Who will I train?
b) How much time, space, materials or special preparation are required?
c) Will the selected training method make trainees active or passive?
d) Do I need the trainees to be passive or active?
e) How many employees are to be trained at one time?
f) How will I know when my training objective has been achieved?

All these questions are applicable to the selection of both the on-the-job training and the off-the-job training. A careful response given to each of the above questions may help a department in achieving the intended objectives of the department; and thereby, providing the necessary skills and capacity of the employees. Above all there, has to be a good balance between the cost and the benefits in the envisaged training and the development progammes to be conducted. Training costs are some of the constraints that should be avoided by good planning taken well in advance.

3.4.1 On-the-job training

The training that most departments render to their employees is carried out without removing employees from their jobs; and it is directly related to their jobs in their work environment. This approach is applied to both the new recruits and experienced workers, as long as a need has been identified for training activities to be conducted. This is the reason why these trainings are conducted while employees are not taken away from their jobs; hence, this is known as on-the-job-training. These types of training are usually short-term in nature. The common training techniques that are carried out

without removing employees from their jobs include: coaching, job rotation, internship and understudy (Riley, 1993:197; De Beer *et al.*, 1998:183 and Gerber *et al.*, 1987: 509-513).

However, regarding the training and development of educators for the purposes of NCS, 2002, job rotation, internships and understudy do not apply as training types. This is because their jobs require specialisation in subjects that are offered in schools; and only those who are qualified are eligible to be involved in the teaching and learning process; and as a result, job rotation is not relevant in this context.

3.4.1.1 Coaching

Coaching is a process that enables learning and development to take place, whereby the performance level of the employee being coached is improved. Coaching places more emphasis on mutual respect and good co-operation, as employee confidence is built (Grobler *et al.*, 2006: 313-314). In many instances, coaching is one of the strategies used in a mentoring relationship. The success of coaching largely depends on the knowledge base of the person providing the coaching.

This entails matters that involve a proper understanding of the processes, different styles to be applied, skills and techniques that are applicable to the context in which the coaching is taking place. Since coaching does not necessarily involve outside people or consultants, but a supervisor in the workplace, it is cost effective. In support of the cost-effectiveness of coaching methods in training, Rees (1996: 244) argued that training should be provided that is in line with the need that has been identified. It should not to be provided merely for the sake of just spending the available money. In this regard, the Limpopo Department of Education should use the expertise of the knowledgeable managers and supervisors in the application of the coaching method, in order to improve the performance of their educators in the public schools.

3.4.2 Off-the-job training

Off-the-job training is the training that is conducted outside the workplace; where employees are taken away from their daily jobs. The most common method whereby employees are taken away from their daily jobs that most government departments engaged in nowadays are using is the workshops. In a workshop different training methods or techniques are used. A well-planned workshop with capable and skilled trainers or facilitators may apply several methods of training.

The techniques or methods that are common to off-the-job training and development applicable to both educators and managers include lectures, case studies, role-players, group discussions, workshops and university programmes (De Beer *et al.*, 1998: 183; Lussier, 1997: 299-302; Jerling, 1996: 184-189 and Gerber *et al.*, 1987:513-519). An example of off-the-job training is when a large or small group is called for a serious discussion or training on a specific issue or topic, such as a discussion on the implications of a new policy or changes in work procedures. The method that is applied here is a discussion method. But when participants break into smaller groups, each with its own specific topic or problem to discuss, then this is a group-discussion method. All the participants are expected to participate actively and work in this off-the-job training and development: hence, the workshop. Workshops are time-consuming and need a knowledgeable trainer who is able to apply a variety of training methods or techniques to achieve the training objectives.

When the NCS, 2002, was introduced to public schools as a new alternative, the first workshops training sessions that were organised took place outside the school premises. These training progammes and/or sessions were conducted in hotel conference halls, but the times scheduled for such training sessions were not adequate, considering the demands that NCS, 2002, requires. For the educators to be away from their jobs means that they are out of their daily activities. They may attend these workshops in the hotel boardrooms, training halls and hotel conference halls. As in on-the-job training, off-the-job training may be conducted for a short period of time, due to

the work pressure that awaits the trainees back at their respective workplaces (Gerber *et al.*, 1987: 513).

After the training and development sessions, educators from the focus group argue that the confidence levels that most educators expressed may not have increased. Many viewed their training as being ineffectual, as they were dealing with difficult policy matters which needed more time for a proper understanding and interpretation of the new curriculum. This assertion is supported by the fact that most educators are unable to understand the importance of applying different teaching methodologies in the new curriculum, the NCS, 2002.

Most of the training methods or techniques mentioned above are used by the trainers of educators in the Department of Education in the Limpopo Province in provincial training teams. This includes curriculum advisors, who are trainers of educators on curriculum matters for the effective teaching and learning of the new curriculum, the NCS, 2002. In the workshops that are organised by the Limpopo Department of Education, the department does not prescribe the training techniques that should be followed by trainers, while providing training sessions to capacitate the educators. This is decided by the trainer himself or herself.

3.4.2.1 Lecture

The lecture method of training and development is one of the off-the-job training methods defined by Jerling (1996: 184) as an extended presentation, which is presented orally to a group of employees receiving training in a classroom situation. For this method to succeed in achieving the intended objectives, the content of the training should be carefully structured with carefully chosen teaching aids, such as audio-visual aids, television videos, overhead projectors, flip charts and boards (Gerber *et al.*, 1987: 519). An advantage of using this training method is that it is flexible and cost-effective. However, the trainer should be well-prepared in order to get and hold the attention and participation of the trainees, the educators. Apart from the lecture method of providing

training and development of educators, a case-study method may also be used in the capacity building of educators.

3.4.2.2 Case studies

In the application of the case-study method, the trainees are given a case or hypothetical organisational problem that includes all elements resembling the practical situation in their workplace (Gerber *et al.*, 1987: 514). The trainees are expected to diagnose the problem and work on the possible solutions, after responding to a variety of questions. Trainee participation is encouraged, as they interrogate the problem and brainstorm possible solutions.

For example, the 2011: *Turn-Around Strategy to Improve Education in Limpopo* revealed that after the introduction of the new curriculum, the NCS, 2002, the quality of results within the Limpopo Department of Education, declined. In response to this, educators within the District expressed their challenge as being exacerbated by the lack of training for the correct interpretation of the new curriculum. Participants in a case study are requested to identify areas that need to be included in structuring the training content for the training programmes.

This must be done, so that the educators can improve their performance and achieve quality results. But the methods need a great deal of time, as consolidating solutions to the problem need consensus, in case the problem is too complex. Since the training contents differ, so will the training method or technique and the choice of trainer, as influenced by the level of planning done by the trainer. Some trainers may choose to apply role-playing, in order to present as a challenge, a specific training content to certain identified educators.

3.4.2.3 Role-playing

Role-playing is one of the oldest training methods, according to Lussier (1997: 302); it is an acting-out by the trainees under the supervision of the facilitator, of the possible real-life situation of the job, for example, a learner's complaint. The method is good, in that it helps employees develop their problem-solving skills. Although the method could be associated with a case-study method, it differs because the trainees are actually expected to act out the specific roles of a colleague or supervisor at work. The trainees are, according to Gerber *et al.,* (1987: 515), expected to apply their theoretical knowledge instead of just passively thinking about their role.

An example relevant to the study in the educational context could be that of an educator who teaches learners and expects these learners to memorise the content that is presented to them. Any relevant information on the educator's given content not coming from the educator's textbook is not acceptable to the educator. Such an approach in the teaching methodology by such an educator, whose role is being acted out, shows a total disregard of the promotion of the critical thinking skills that should be developed in the learners. During the role- play, a space for debate by the participants should be provided, so that these challenges faced by educators could be effectively addressed, so that the quality of education in the Limpopo Department of Education would be promoted.

The positive aspect of this method is that trainees participate actively. However, the method is also time-consuming, and could be a draw-back if the participants are unwilling to act out their roles. This could be either a result of the participant being shy, or possibly being unwilling to participate. The role-playing methodology for training and development needs a well-prepared trainer who can stimulate the interest of the participants. However, the same problem that can be acted out in role-playing can also be given to different groups of the participants who, in turn, discuss it in either a small or a large group.

3.4.2.4 Group discussions

As the name itself suggests, this is a training and development method that involves either a large or small group engaged in a discussion with a specific topic or an identified problem. Group members are given the chance to express their views and comments on an issue under discussion in a very stimulating environment. This a method of training that is similar to that of a seminar or a conference method, which usually has a specific theme to address, such as the role of leadership in an organisation, organisational ethics or good governance.

According to Jerling (1996: 189), a group-discussion method enables an individual participant to have a new understanding, by listening to the views of others. As a result, learning becomes a build-up of the ideas that participants share through their contributions to the discussion (Gerber *et al.*, 1987:516). Educators participating in this training and development method learn best practices that are positive ways of addressing the capacity challenges that most of them have. This could hinder good performance in their daily tasks in their respective schools and compromise quality education in the Limpopo Department of Education.

This method needs more time; and it may also lead to an unexpected and uncertain outcome. It needs good monitoring by the trainer, so that the group discussions are fruitful in addressing the challenge or a problem. For those educators in the technical subjects, such as engineering, engineering designs and technology, their training and development methods would need more practical application. The vestibule method of training is relevant to such educators.

3.4.2.5 Vestibule training

Vestibule training is explained by Bittel and Newstrom (1990: 231) as that kind of training where employees are given training by an organisation in the type of work they are employed to do; but this is done away from their actual worksites and the related

pressures associated with their work performance. This method is commonly used in technical jobs, such as machine operation, in which identical equipment to that used in the job sites is used by the trainees receiving training (Gerber *et al.*, 1987: 518).

Vestibule training takes place in a simulated environmental setting. Employees benefit a lot, as this opportunity is not generally available at employees' job site. Although this training method is not applicable to all educators, it is mostly relevant to educators who offer technical and engineering subjects in schools. These educators are taken for a workshop where, for example, there is an area where there are machines for them to have hands-on experience for practical application.

3.4.2.6 University programmes (not for degree purposes)

Another method whereby employees could receive training in relation to their job activities away from their work stations could be through registering with universities, universities of technology or colleges for job-related programmes. According to Gerber *et al.* (1987: 517), these programmes provide new perspectives on the organisation's ideal courses for managers and those aspiring to be appointed to higher positions. Examples of these programmes include the Advanced Certificate in Education (ACE) programmes that focus on short programmes, such as School Management and Leadership, offered by the University of Limpopo and the University of Venda, as well as the OBE and the Procurement Programme and Project Management Programme offered by the University of South Africa (UNISA). There is also the Information Technology offered by the Tshwane University of Technology and the Management Development Programme offered by the University of Limpopo. These programmes could be offered through correspondence with universities and universities of technology, by both educators and managers – in order to hone or sharpen their skills.

The current training and development model that the Limpopo Department of Education uses for public school educators is through arranged workshops during the week and weekends, and through in-service training at selected Multipurpose Centres. The

selected Multipurpose Centres are the former teacher training colleges that have been rationalised, namely: Tivumbeni, Mastec (formerly known as Kwena Moloto College), and Makhado.

Between 2004 and 2008 about 150 Colleges of Education were rationalised in South Africa. As a result, the Limpopo Province has also been affected. Such a parliamentary decision has unfortunately contributed to the shortage of educators in the Limpopo Province. The closure of Colleges of Education in the country, including Limpopo Province, has created a gap in the production of new teachers requiring training and development; thereby, contributing to teacher shortages in public schools. This gap is currently being taken care of by universities that offer degrees and diplomas related to the teaching profession. All students who are interested in receiving training to become educators can do so, only by registering with universities, such as the University of Venda and the University of Limpopo.

The National Department of Basic Education also provides financial assistance to interested students who want to receive training to become professional educators (2009: *Continuing Professional Development programme: MASTEC*. The Funza Lushaka Bursary Programme is a multi-year programme, a national initiative that helps to provide full-cost bursaries to prospective or eligible students. After completion, these students must be prepared to assume teaching duties in public schools after the completion of their training, for the same number of years their studies required.

It is, therefore, the responsibility of every public school educator to attend all the scheduled workshops, if invited. The fundamental role of educators is to implement the new curriculum, the NCS, 2002, effectively and efficiently in their schools. According to the Norms and Standards for Educators, (Government Gazette No.20844 of February 2000), educators must be competent and able to internalise their professional roles, as previously stated in this chapter (3.2.1). For all their roles to be realised, the training and development of educators play an integral part in improving their performance and those of the learners in their respective schools.

3.5 Conclusion

The theory of training and development in both private and public institutions is in response to the needs or problems that organisations or institutions have identified. The identified needs or problems need solutions that would make employees more effective in the execution of their job-related tasks. By so doing, employees should be capacitated in terms of their skills, knowledge and attitudes. The fundamental objectives of training and development include the optimum utilisation of the workforce, the development of these workforces through the capacity building of their skills, knowledge and attitudes. For training and development objectives to be realised, the correct training content and methodologies for the trainees should be selected. The selection of the content and methodology may be informed by both the internal and external environmental factors within which an institution or organisation is operating.

Above all, the ultimate aim of training and development is not aimed at benefiting the individual employees within the organisation. The emphasis should be put on what individual employees would be able to provide to the organisation after being capacitated in terms of skills and knowledge – so that the organisation can effectively and efficiently achieve its set objectives. It is something like promoting patriotism in politics, when it is said that it is not about what your country can do for you; but rather it is about what you can do for your country.

Thus, the organisational effectiveness and efficiency in service delivery should be emphasised, as a result of the success and the positive contribution employees make to the organisation after a training-and-development process has been offered to them by the organisation. All these training and development methods, namely the on-the job and off-the-job training and development are important, especially the off-the-job training and development method in the case of both managers and educators. Their success depends on the commitment and dedication of both the trainees and their trainers. Trainers should be knowledgeable of their training content. But above all, the employer – who is the Limpopo Department of Education in general, and the Vhembe

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District in particular – should be able to provide all the resources needed, such as finance, so that all the set objectives for the training and development can be realised.

The next chapter of the study will focus on the theoretical training and development models that are available. It also further suggests and outlines an identified training and development model that could be used by the Vhembe District in the training of its educators, so that public school educators could be effectively capacitated to provide quality education to their learners – who, in turn, must be productive for their country.

CHAPTER FOUR

EDUCATOR TRAINING AND DEVELOPMENT CHALLENGES

4.1 Introduction

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

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

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

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

4.2 The Department of Basic Education's perspective

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

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

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

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

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

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

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

4.2.1 Selective training

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

4.2.2 Shortage of competent educators in public schools

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

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

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

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

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

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

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

4.2.3 Poor learner performance

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

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

The Department of Basic Education has realised that although training is provided as an intervention strategy to boost the competence level of educators, learner performance ever since the introduction of the new curriculum, the NCS, 2002, seems to be generally decreasing. According to Sarah Gravett, the Dean of the Faculty of Education at the University of Johannesburg (Mail & Guardian, January14 to 20 2011:39), although the Grade 12 results are not the only way to assess the quality of the education system in the country; this is however, the only way that the general public measures performance in education. The first Grade 12 examinations on the new curriculum were written in 2008. Ever since 2010, the Grade 12 results have been on the decline.

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

Table 2: Learner Performance in Grade 12

Provincial Pass Rate – 1996 to 2010

Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
%	38.0	31.8	35.2	37.5	51.4	59.5	69.5	70.2	70.6	64.9	55.7	58.0	54.3	48.9	57.9
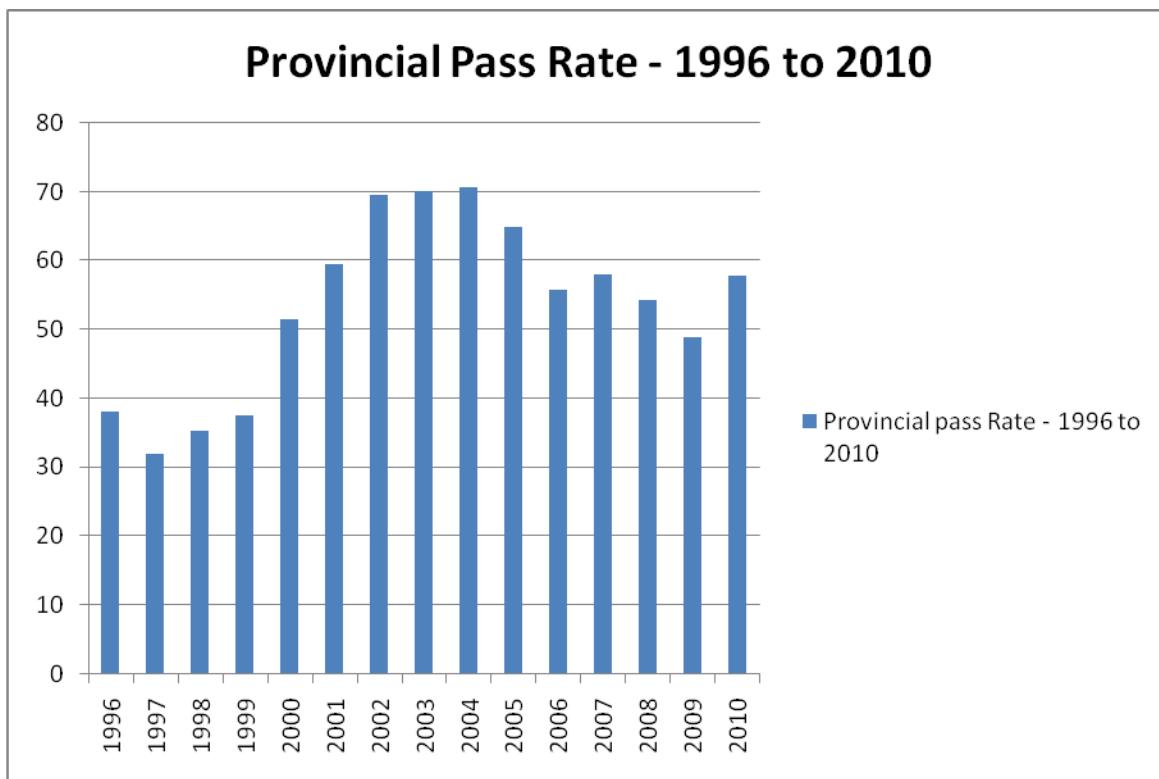
Source: (Department of Education, Limpopo Province, 2011: *Turn-Around Strategy to Improve Education in Limpopo: Basic Education and Further Education and Training System, Limpopo Department of Education, February 2011,* Review Printers, Polokwane.

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

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

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

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

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

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

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

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

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

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

4.2.4 Job involvement and organisational commitment

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

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

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

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

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

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

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

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

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

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

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

4.2.5 Resistance to change

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

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

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

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

Figure 1: Force Field Model

Force Field Model

Driving Forces ⟶   ⟵ Restraining Forces

a. Government intervention   a. Fear of unknown
b. Society's values   b. Threats to power or turf
c. Technological changes   c. Obsolete knowledge
d. Knowledge explosion   d. Traditional values
e. Administrative processes   e. Limited resources
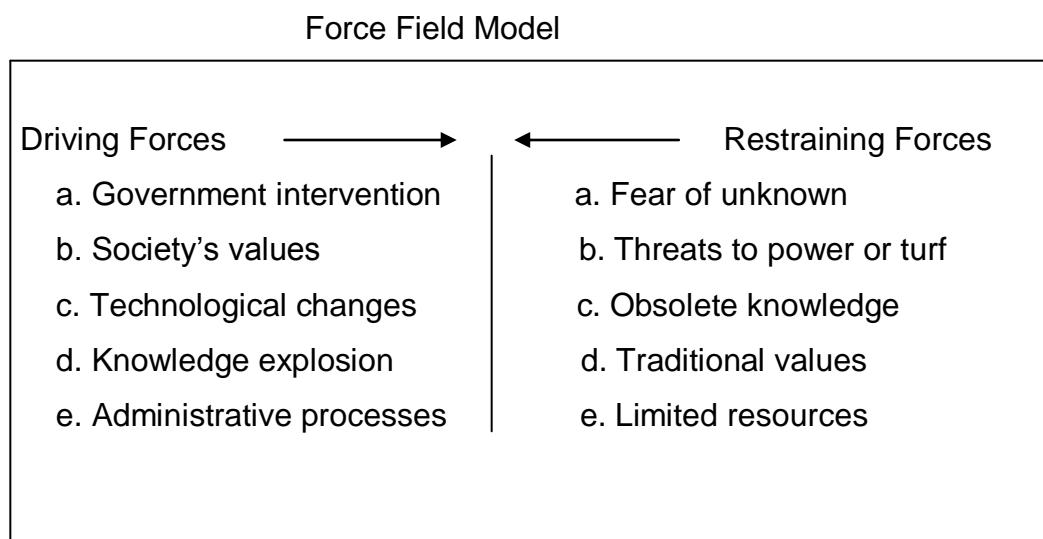
Source: (Ornstein A.C and Hunkins, F.P. 2004. *Curriculum: Foundatios, Principles, and Issues*. Pearson, Paris.pp:305-306.)

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

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

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

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

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

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

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

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

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

4.2.6 The inadequate knowledge level of trainers

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

4.2.7 The multiple roles of curriculum advisors

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

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

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

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

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

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

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

Source: *(2010 Human Resource Vhembe District)*

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

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

Ratio= E ÷ CA (R= 13267÷154 =86)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

4.3 The Educators' perspective

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

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

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

4.3.1 The Lack of training evaluation as training measurement

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

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

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

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

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

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

Figure 2: A systematic training model
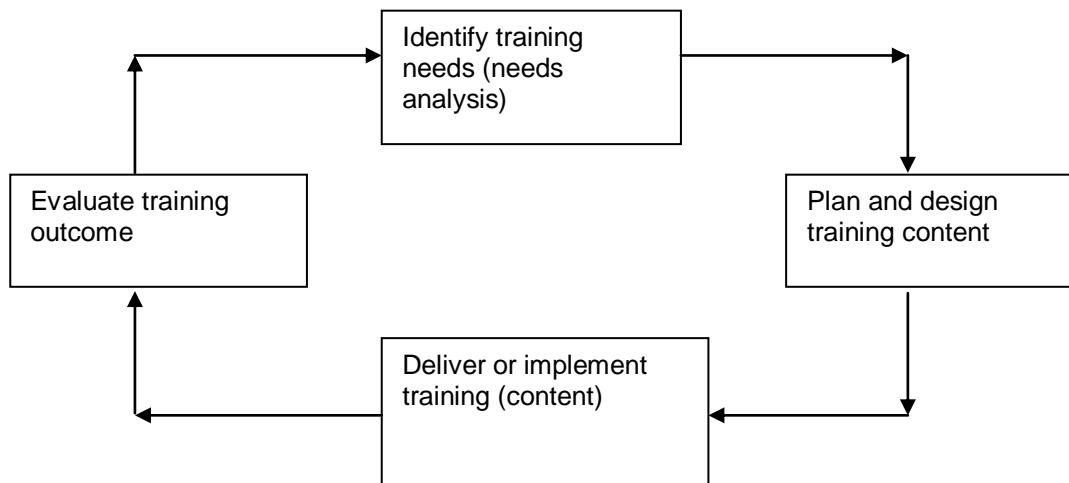
Source :(Sloman, 1999: *A Handbook for Training Strategy*. Gower, Hampshir

   p. 48)

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

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

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

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

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

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

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

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

Wills (1998: 234-235) has identified the following evaluation stages and questions that could be of assistance to trainees in addressing their training gap.
Figure 3 below helps identify questions that are relevant towards the process of evaluating how training can contribute towards the achievement of the organisational objectives regarding training.

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

```
┌─────────────────┐
│ Review aim      │
└────────┬────────┘
         │
         ▼
┌─────────────────┐      Yes      ┌─────────────────┐
│ Have aims been  ├──────────────▶│ Determine how   │
│ met?            │               └─────────────────┘
└────────┬────────┘
         │ No
         ▼
┌─────────────────┐
│ Determine causes│
└────────┬────────┘
         │
         ▼
┌─────────────────┐      No       ┌─────────────────┐
│ Skill or        ├──────────────▶│ Find non-training│
│ knowledge       │               │ solutions       │
│ deficiency?     │               └─────────────────┘
└────────┬────────┘
         │
         ▼
┌─────────────────┐      No       ┌─────────────────┐
│ Taught on       ├──────────────▶│ Include in      │
│ course?         │               │ revised course  │
└────────┬────────┘               └─────────────────┘
         │ Yes
         ▼
┌─────────────────┐
│ Review          │
│ validation data │
└────────┬────────┘
         │ Yes
         ▼
┌─────────────────┐      Yes      ┌─────────────────┐
│ Could do it on  ├──────────────▶│ Investigate     │
│ course?         │               │ learning transfer│
└────────┬────────┘               └─────────────────┘
         │
         ▼
┌─────────────────┐
│ Review course   │
└─────────────────┘
```
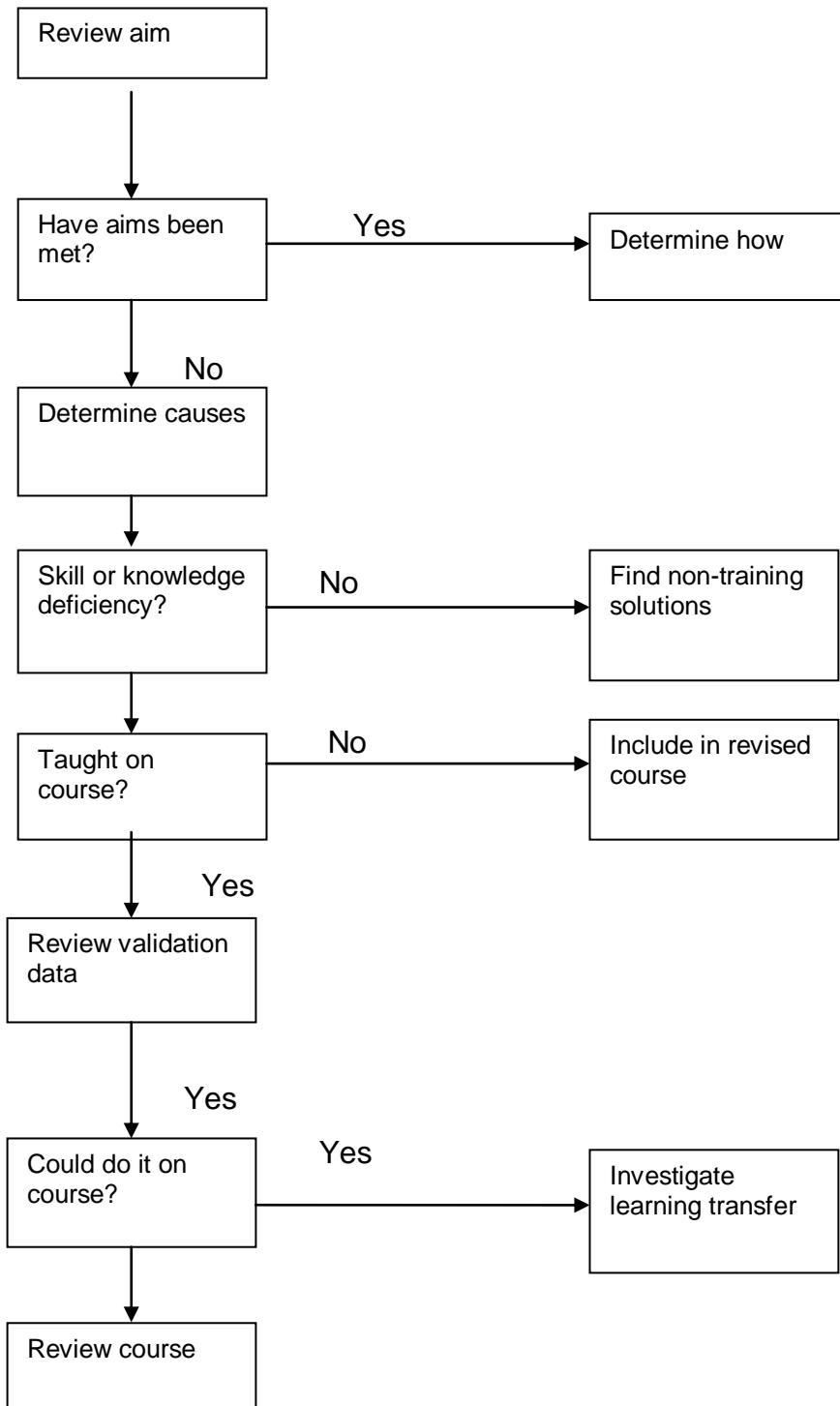
Source: Wills, M. 1998. *Managing the training process: Putting the principles into practice.* Gower, Hampshire p. 234)

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

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

4.3.2 Subject allocation and workload

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

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

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

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

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

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

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

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

4.3.3 Training and development moratorium

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

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

2. "Given the current position of expenditure within the Department, and with

no indication of relief from Treasury, it has now become crucial to step up the instituted

austerity measures until the end of the 2009/10 financial year.

4. That the following expenses be suspended and deferred to the new financial   year:

(b) Catering costs for all meetings (inclusive of general staff refreshments) – to   be

suspended, unless approved by the relevant SGM;

(f) No overnight accommodation, unless approved by HOD or relevant SGM – to   be

curtailed;

(i) Workshops, conferences, symposiums, seminars etc. – Previous business   plan

approvals to be deferred and suspended, with the exception of the training on HIV/Aids

Conditional Grant which will be ongoing.

(j) Use of EMPC (Educational Multi-Purpose Centres) and Departmental facilities –

*   As far as possible Branches need to consider making use of Departmental and*

EMPC facilities for the hosting of meetings and other gatherings."

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

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

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

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

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

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

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

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

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

4.4 Conclusion

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

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

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

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

CHAPTER 5

CONCEPTUAL SYSTEMS MODEL FOR THE TRAINING AND DEVELOPMENT OF EDUCATORS

5.1 Introduction

The success of training and development programmes in an organisation depends on the effective implementation of its training and development plan. The training and development plan of a particular training and development programme in an organisation must be informed by a specific training and development model. This is done so that training is managed effectively and efficiently, in order that the transfer of training can be optimised, and the set objectives achieved.

In this chapter reference and discussion has been made to some theoretical training models in the context of a system approach. These are aimed at changing the training participants' knowledge, skills, attitudes and behaviours. Thereafter, an integrated systems model is suggested that could be applied for the training and development of educators in the Limpopo Department of Education in general and the Vhembe District in particular. These training and development programmes are designed to meet the trainees' requirements and their specific needs that have been identified by the organisation. In the process, both the individual and the organisation benefit from the training and development procedure. The individual employee is capacitated in terms of knowledge and skills – as they are developed through training. The organisation, in turn, will benefit from the well-capacitated employees when goods and better services are provided effectively and efficiently, as the employees maximise their potential while executing their tasks.

In addressing the challenges faced by both the educators and the Department on the training and development of educators towards the successful implementation of the new curriculum, the NCS, 2002, the study borrowed Nadler's critical events model. After

a careful consideration of Nadler's model in the study, a conceptualised systems model for training and development is proposed. It could be argued that the proposed conceptualised systems model in the study would be used to address the challenges that are faced by the educators and the Department, as indicated in this study. The argument presented in the study is of the view that the proposed model would yield positive results for the training and development of educators during the implementation of the new curriculum, if correctly applied by the Vhembe District.

5.2 A systems approach for training and development models

The training and development models that are discussed here are mainly anchored in the systems approach. This is a systematic training model that has, according to Sloman (1999: 45), shaped the approach to training since 1960. It is an approach that has been referred to as a traditional method of training. Organisations operate in an open environment that may influence them either positively or negatively; hence, there are threats and opportunities that influence organisations of which trainers must be aware during their planning for training and development programmes.

An approach that an organisation chooses in planning for training and development helps to determine a particular theory that has to be formulated (Hanekom and Thornhill, 1993: 51). In this study, the systems approach has been chosen, in order to help in determining the training and development model for the effective implementation of the new curriculum, the NCS, 2002. However, other training and development models informed by the systems approach are also described here.

A systems approach takes into consideration the needs and/or problems of the people or the educators, which is the target group for training and development in this study. The identified problem must be clearly defined, so as to to able to identify the content of training and development informed by the defined objectives. Van Dyk *et al.* (1997: 238) are of the view that the advantage of using the systems approach is in assisting the designer of the training programme to be able to define the problem more clearly, so

that training and development can focus on working towards possible solutions of the identified problem. It could be argued that a systems approach is very common in addressing political, social, economic and educational problems. This is because the needs of the people must be responded to. Education in this study is discussed in the political context, whereby the educational imbalances of the past are addressed through the implementation of the new curriculum, the NCS, 2002.

5.3 The Open-Systems model

The concept system in the context of an open system is, according to Bayat and Meyer (1994: 85), an ecological term that refers to an organisation as a system that is interacting with its environment, both internally and externally and is, in turn, influenced by it. Its focus is on the set, commonly referred to as a subsystem of the whole; the interrelatedness of the units, as well as the relationships between the subsystems and the external environment that influences the system means that the organisation, as a system, receives its inputs from its environment.

The influential factors from the surrounding environment may be economical, legal, technological and political changes within which the organisation is operating (Erasmus *et al.*, 2006: 7). In this study, the Limpopo Department of Education, under discussion here, operates as a subsystem within a government system. The following is a diagrammatic representation of an organisation as a system, as portrayed by Erasmus *et al.* (2006: 8):

Figure 4: The organisation as a system
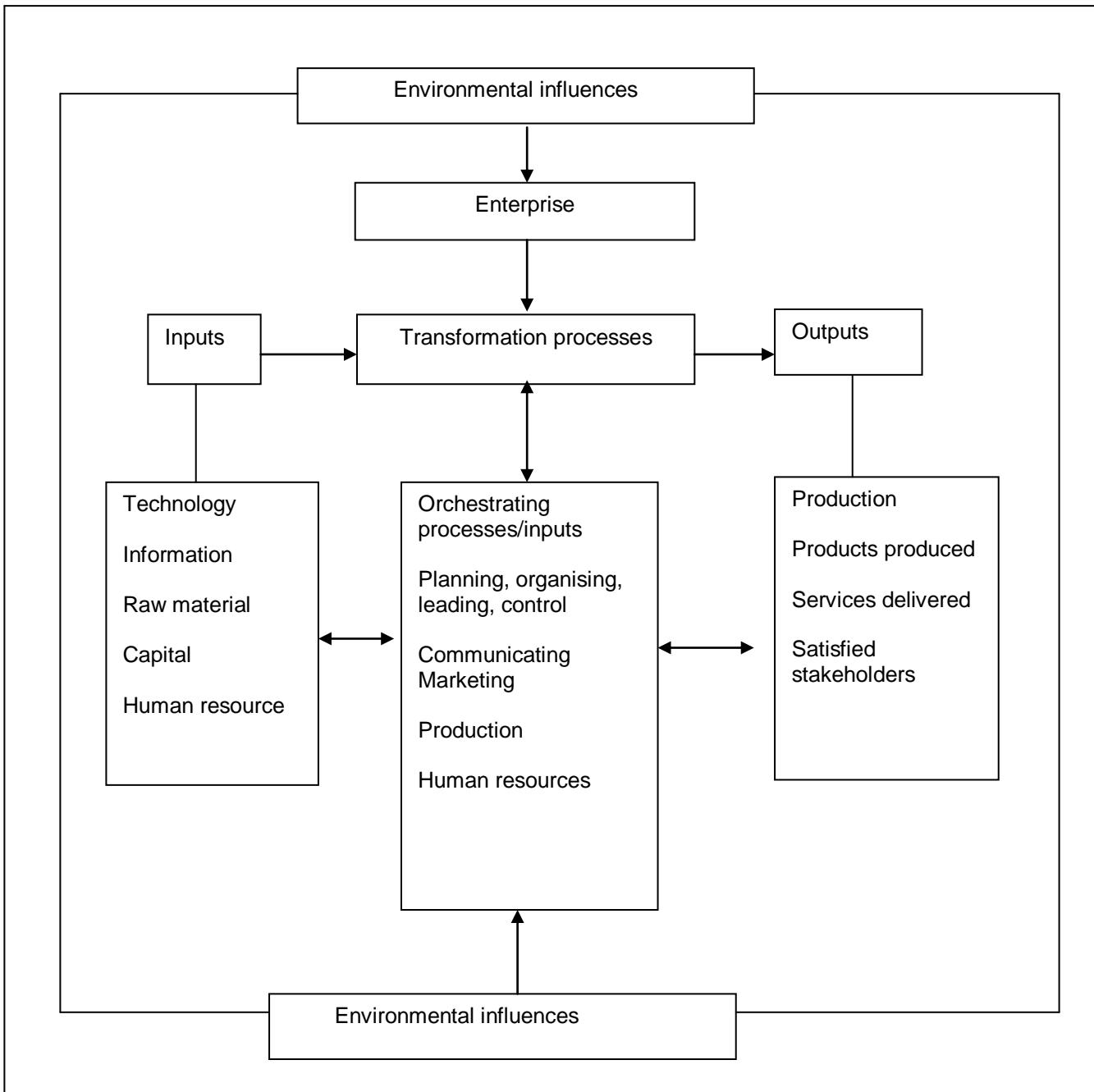
Source: (Erasmus, B.J., Loedolff, P.Z., Mda, T. and Nel, P.S. 2006. *Managing training and development in South Africa.* Oxford University Press, Cape Town, p.8)

The environmental influences that are referred to, in this diagrammatical representation include; technological, political, social, economical and market environments. According to Erasmus *et al.* (2006: 8-9), the economic state of any country has an enormous influence on the country's products and services. If the demand for the product and services increases, more employees will have to be employed, and there would then be a need for them to receive training and development, so that they can become more effective and efficient. Internally, the training and development environmental inputs that an organisation needs comprise the technical input and the organisational functioning. The political environment plays an important role in an organisation. It is difficult to separate politics from public administration and other systems, such as the social and economic environment. As a result, the education system in South Africa is largely shaped or influenced by the political system - referred to here as the political environment, which works interdependently of other systems.

According to Van der Waldt and Helmbold (1995: 23), the political system in South Africa is enforced by the ruling political party; and it is underpinned by the constitution of the country, in this case the Constitution of the Republic of South Africa, 1996. In supporting the influence that politics has in organisation, Luthans (1981: 389) defines politics in an organisational context as referring to the structure and process of the *"use of authority and power to effect definitions of goals…"*

The technical inputs and organisational functioning, as part of the internal environment of the training and development function, are outlined in figure 5 below (Erasmus *et al.*, 2006:9). Figure 5 below shows the link between the external and internal environments, and the influence that those factors surrounding the organisation as a system have on the training and development functions of the organisation. The transformation process in the figure becomes the conversion box, in which the inputs or factors from the external environment influence the internal environment of the training and development function – either positively or negatively in the achievement of the set training and development objectives.

Figure 5: Internal and external training and development environment

External environment of the training and development function

Technological environment	Political/governmental environment	Social environment	Economic environment	Market environment

Inputs	Inputs	Inputs	Inputs	Inputs

Internal environment of the training and development function

| Inputs Science of the discipline Job description information HR planning information Recruitment information Selection information Knowledge/abilities Needs of employees Needs of the enterprise Organisational functioning Low productivity High productivity High labour turnover High level of complaints And grievances High absenteeism Low morale	Transformation Training and development Planning of training and development activities Training and development curricula Training and development functions Evaluation of training and development	Outputs Success of the enterprise Market share Profit margin Turnover High quality products/services High level productivity Trained workers

Source: (Erasmus, B.J., Loedolff, P.Z., Mda, T. and Nel, P.S., 2006. *Managing training and development in South Africa.* Oxford University Press, Cape Town, p.9)

The outputs, amongst others, reflect the quality of the products or services, lower labour and absenteeism costs, a reflection of the attitudes that have changed, and the level of ability and skills that have been improved after the training and development programme has been rendered. The outputs produced or achieved after the training and development programme has been rendered, should be evaluated. After training and development has been conducted, an evaluation process must be conducted, in order to determine the areas that need further training and development in the organisation, as a system that is composed of integrated elements (Erasmus *et al.*, 2006: 9-10).

The meaning of a system is explained by Van Dyk *et al.* (1997: 238), who argue that a system is a set of integrated elements or subsystems that interact with each other. A system may be regarded as either *"open"* or *"closed"*. According to Erasmus *et al.* (2006: 7), an open system is one where there is an interaction between the system and its surrounding environment, while a closed environment is the opposite of an open system. Here, there is no interaction between the system and the surrounding environment. In the context of this study, it could be argued that the training and development of educators in the Limpopo Department of Education in the Vhembe District may be regarded as a subsystem within a government system.

In the context of a systems approach, training and development are regarded as comprising a transforming process, whereby the educators' needs, such as the correct understanding of NCS, 2002, policy and OBE are turned into inputs. These inputs are processed through the training and development progammes, and their training syllabus is transformed into intangible outputs in the form of abilities, skills, knowledge and attitudes. It is only after the transformation process has been rendered that quality education can be achieved. From the above description of a system, Van der Waldt and Helmbold (1995: 17) identified the environment, inputs, process, and outputs as the basic variables of an open systems model.

The environment variable provides a framework within which training and the development of educators can take place. According to Erasmus *et al.* (2010: 6), the

training and development functions of an organisation receive their inputs from both the internal and external environment. The external environment, amongst others, includes the technological, political, social, economic and legal factors. All these, in the context of the study, could be associated with the demands or needs of the educators. Any changes in the organisational functioning of the Limpopo Department of Education, such as low morale and motivation, fall into this category, while technical factors would include job descriptions, recruitments and assessment of educators' performance.

According to Van der Waldt and Helmbold (1995: 17), inputs that influence training and development in the organisation would be the environmental constraints that place restrictions on the performance of employees in the organisation. As a result, demands are made in the form of needs, whereby opportunities can be created and resources made available, so that the needs of the employees are met. In the context of the training and development of educators in the Limpopo Department of Education, the changes that are brought about by the new curriculum, the NCS, 2002, place a need for the retraining of educators in the correct and effective interpretation of the new curriculum and its teaching methodology, the OBE.

The inputs factors in an open system are outlined by Mosley and Dessinger (2010: 343) as including factors such as trainee qualifications, programme design, trainer quality and resources. The processing of inputs into outputs is viewed by Moskowitz (2008:108) as referring to the process variables. These include the learning process, whereby the relationships and interactions of the trainers develop together with their trainees. According to Van der Waldt and Helmbold (1995: 17), the processing of inputs into outputs is composed by four aspects, namely: the task, which is the activity that has to be performed, the individual trainees and trainers involved in the performance of the task, formal organisational rules and informal organisational rules – such as patterns of power, influence, values and norms.

Erasmus *et al.* (2006: 9) and Mosley and Dessinger (2010: 343) agree on the representation of the transformation process. Both of these sources argue that the

processing factors include variables, such as the planning, the development of the training curricula and the delivery of the training programme. The processing in this study reflects the training and development process of the public schools educators, so that they are capacitated for the effective implementation of the new curriculum, the NCS, 2002, in the achievement of quality education in the Limpopo Department of Education.

The outputs in an open system are in the form of goods and services, which are the results of the inputs that are processed. According to Van der Waldt and Helmbold (1995: 18), outputs are a reflection of the efficiency and effectiveness of the organisation's achievement in relation to the realisation of its strategic objectives. The new curriculum, the NCS, 2002, can be regarded as an output after the demands and the need to redress the educational imbalances of the past have been processed and responded to through the transformation process in education in South Africa (i.e. decisions and actions as outcomes of processing). Mosley and Dessinger (2010: 343-344) argue that outputs may be viewed as short-term results, such as the trainees reactions, their knowledge and skills that they have gained after training, as well as any improvement in their job performance, whereby productivity is maximised. It means that the positive output that training and the development programme achieve are rendered visible by the improved level of competence that educators can now demonstrate in terms of the implementation of the new curriculum, the NCS, 2002, in the achievement of quality education.

The training and development process that is implemented through an open system model gives emphasis to the need for feedback through evaluation, so that information is provided on the state of readiness of the human capital as an organisational asset (Mosley and Dessinger, 2010: 360). According to Silber and Foshay (2010: 554), evaluation is done for the purposes of getting feedback; it is an essential component of the instructional design process. Feedback allows individuals – from their different organisational levels during the training and development process – to monitor support and correct their own actions at work. Furthermore, feedback enables a person or an

employee to know whether his or her effort is adequate, or needs to increase (DeCenzo and Robbins, 2010: 243). Through feedback that is attained via evaluation, the cyclical and continuous process of training and development in a systems model can be completed.

The above components can be linked with the new curriculum implementation, the NCS, 2002 and the ultimate conceptualisation of the training and development model, which is the focus area of this study. It is the environment from which the system receives its inputs which are processed, so that they become outputs. These are either products or services that must eventually be evaluated. The products or services are evaluated to check whether they are of quality. In the case of this study, evaluation is done in order to get the feedback on the value or impact that training and development programme have had on the trainees. The intention is to get the feedback that would determine whether retraining is needed – as well as any specific areas that need attention. It is through evaluation that a detailed external view on how the programme was conducted is provided (Moseley and Desinger, 2010:277).

As a subsystem, Figure 6 below shows an open systems model in the context of a systems' approach within which training and development evolve:

Figure 6: A simplified figure of an open systems model for development and training
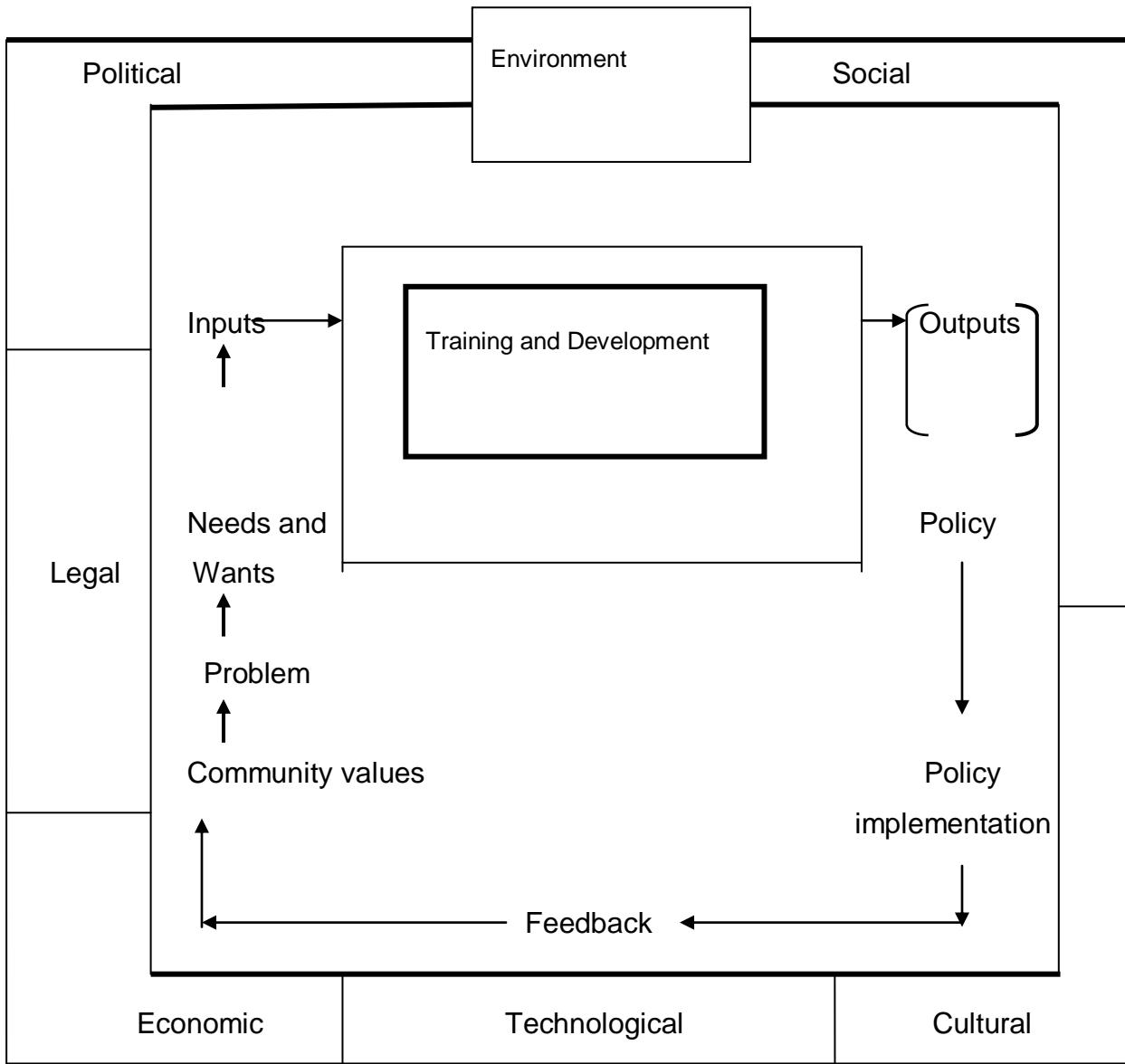
Source: (Adapted from: Van Der Waldt, G. and Helmbold, R. 1995. *The Constitution and a new Public Administration*. Juta, Kenwyn, p. 18)

The above figure has been simplified from Van der Waldt and Helmbold (1995: 18). It shows the relationship with the implementation of the new curriculum, the NCS, 2002,

and its related educational policies. The implementation of the new curriculum, the NCS, 2002, happens within and/or is influenced by different environments, such as political, social, economic, legal, technical and cultural. The systems model presented here shows an employee as a subsystem working within an organisation as a system (Gerber *et al.,* 1987: 45). In this study, the employees are the public school educators operating in the Limpopo Department of Education as an organisation. The inputs from the external environments are presented to the legislature, either as problems or needs for debating in the legislature, so that an informed decision can be taken to address the identified problem or need.

In the South African situation, the problem is the need to achieve quality education. As a result, the final output reached is in the form of an educational policy that has been designed as the new curriculum, the NCS, 2002. This should be implemented in order to address the identified need. The new curriculum, the NCS, 2002 is an output that seeks to address the educational imbalance created by the apartheid system, so that quality education, based on equality, is achieved in South Africa.

At the same time, the training and development needs of the educators is a problem that needs to be addressed if quality education is to be achieved. However, continual assessment of the progress in the effective implementation of the new curriculum, the NCS, 2002, should be done, in order to get feedback, so that corrective measures can be taken. The assessment of both the employees and the organisation, in order to get the feedback is, according to Gerber *et al.* (1987: 45), characteristic of the organisation as a social system.

There are five stages that the systems model within a systems approach as a methodology follows, according to Van Dyk *et al.* (1997: 239):
>   (a) Problem definition (in systems terms);
>   (b) Analysis (to generate alternatives);
>   (c) Selection and synthesis of an optional solution;
>   (d) Controlled implementation; and
>   (e) Evaluation and possible revision.

The five stages of the systems model referred to here are also applicable to the training and development process that is conceived in this study. The need for training and development has to be defined, so that the relevant content can be selected, and then followed by the choice of the right training and development method. For example, the ineffective implementation of the new curriculum, the NCS, 2002, may be an indication of inadequate training that has been given to educators.

Alternative solutions to address the identified problem should always be carried out. The alternative may be either the provision of in-school support for educators or a need to arrange off-the-job training in the form of a workshop that has to be conducted for the educators, depending on the training and development gap identified. Critical assessment and synthesis of the available solutions would have to be selected, so that they can be effectively implemented. Constant evaluation of the implementation process, as informed by the training and development programme, has to be done – so that feedback received can provide an opportunity for effective revision to the employees.

It is on the basis of the above argument that it could be concluded that the study findings shows that there is some relevance between the systems model and how training and development of educators is conducted in the Limpopo Department of Education. The training and development model that the study conceives could be used for the correct and effective implementation of NCS, 2002, in the public schools – in the Limpopo Department of Education. As a result, quality education in the Limpopo Province, in particular, and the Republic of South Africa, in general, could be achieved.

5.4 The Nadler's critical events model for training and development planning

The study has identified Nadler's critical events model as a model whereby training and development for educators can be conceived – in order to address the challenges faced during the implementation of the new curriculum, the NCS, 2002 by both the educators and the Department. The study views this model as being responsive to the needs of

the educators and the Department wanting to see the successful implementation of the new curriculum for the achievement of quality education.

Nadler's model is presented in nine different steps or stages that quality training and development have to go through, whereby each step or stage has to be evaluated, so that feedback can be obtained. The feedback obtained helps in taking corrective measures, so that the intended training and development objectives can be realised. According to Nadler (1982:14), the critical events model is the training and development model that views the training and development process holistically in the context of a systems approach. A systems approach critically looks at all the factors – both from the internal and the external environment affecting the organisation as a system. As a result, the training design should be properly chosen, so that the training programmes can become effective.

The following figure, Figure 7 represents Nadler's critical events model (Erasmus *et al.,* 2006: 15). The model comprises nine steps through which the training process could be carried out in an organisation. The Nadler's critical events model is illustrated diagrammatically as follow.

Figure 7: Nadler's critical events model
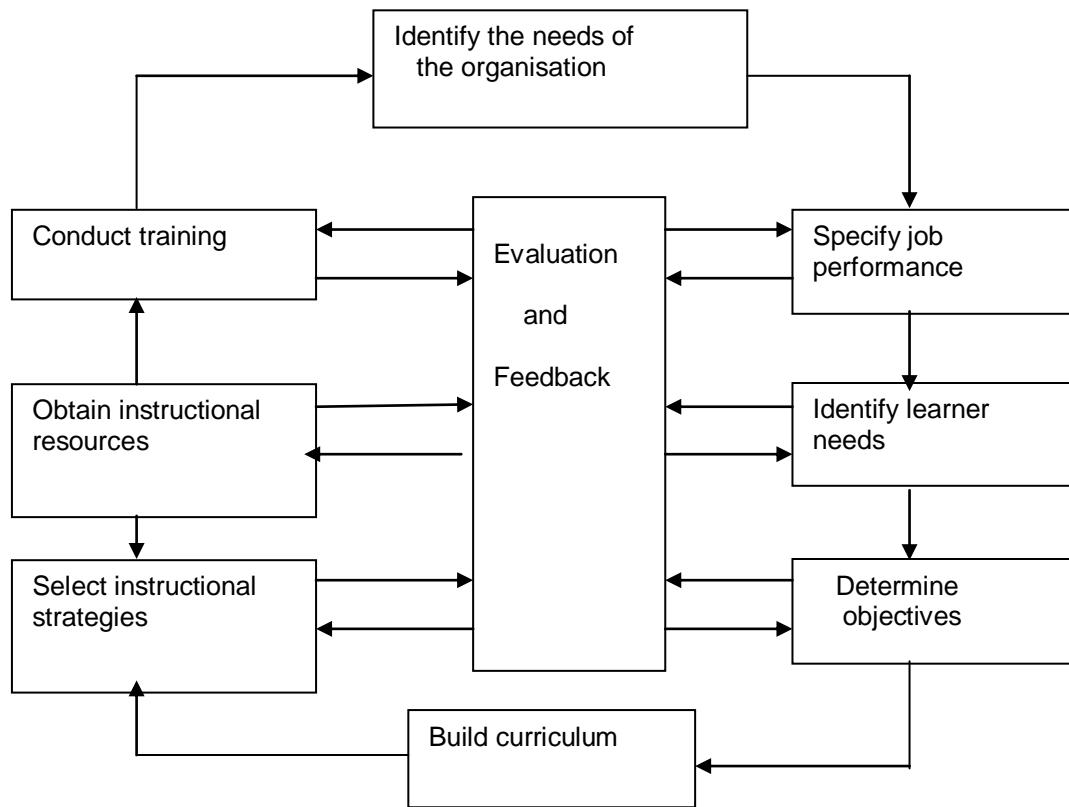
Source: (Erasmus, B.J., Loedolff, P.Z., Mda, T. and Nel, P.S., 2006. *Managing training and development in South Africa.* Oxford University Press. Cape Town, p.15)

Step 1: Identifying the needs of the organisation

The organisation as a system is affected by both the internal and external factors. The organisation continuously interacts with the environment within which it is operating. The needs for training and development are generated by factors, such as change in the product or service that is provided, change in the rules or policies or machinery, together with the new service that is provided in this step. Both the individual and the organisation should be taken care of (Erasmus *et al.,* 2006: 14). The Departmental needs identified in this study have been triggered by educational transformation that saw the new curriculum design in the form of the NCS, 2002. The new curriculum

created a need for educator retraining for the successful implementation of the new curriculum.

Step 2: Evaluation and feedback

Evaluation is regarded as an important step of the model, a process that needs to be continuous in a training and development sequence, so that each step can be effectively carried out. Conyers and Hills (1986: 172) argued that resource constraints in organisations – in the third world and developing countries – make evaluation process to be undertaken, more necessary after the training and development programme have been implemented. The evaluation should be seen as a process to be catered for in every step during the training and development process. It serves as a reflection, so that the objective set is not deferred.

Step 3: Specifying performance

This is done in order to determine an employee's work that needs critical analysis. The purpose is for the supervisors to measure the performance standards of each employee (Erasmus *et al.,* 2006: 14). When the performance of the employees is good, the organisation becomes effective. Furthermore, the effectiveness of an organisation should be assessed. According to Carnall (1990: 69), the purpose of assessing effectiveness is to identify those sources that contribute to the ineffectiveness of the organisation. With the training and development of educators for the successful implementation of the new curriculum, sources that may contribute to the ineffectiveness of the department in the successful implementation of the new curriculum can be quickly identified – and addressed or removed.

Step 4: Identifying training needs

This is the critical step whereby the training content is identified. The gap between the individual performance and the set standard has to be minimised or removed. The needs identification is summarised in the following formula (Erasmus *et al.*, 2006: 15):

$$P - KD = N$$

This is where,

P   =   the expected performance

KD =   what the employee already knows

N   =   needs

The development of the training and development programme is largely dependent on or informed by the needs that have been identified. As a result, the success of the training would be determined by the precision with which this step is carried out. In the study, the training and development curriculum should be correctly stipulated. This would include the new curriculum and its related policies, as well as the new teaching methodology, the OBE that educators should correctly comprehend and internalise. Adequate time and resources needed for quality training should be provided if quality education is to be achieved.

Step 5: Formulating training objectives

The purpose of training should be clearly outlined in the form of the training objectives against which the performance will be measured. This can comprise both specific and general objectives. Conyers and Hills (1986: 76) argued that the goals and objectives serve as an expression of what the organisation has planned. The formulation of the objectives represents the initial stage in a planning process. The study would argue that the overall training and development of educators and curriculum advisors as trainers in the new curriculum, the NCS, 2002 is to achieve quality education in South Africa, and the Vhembe District in particular.

Step 6: Compiling a syllabus

A carefully planned training and development programme would be based on the training content that forms a training syllabus to attain the set organisational training objectives (Erasmus *et al.*, 2006: 16). The training and development syllabus has to be

carefully compiled; this should include new subject content for both educators as trainees and trainers, so that they are able to give support in schools.

Step 7: Selecting instructional strategies

The syllabus and content for training will determine the training methodology or methodologies that the trainer will choose when conducting training and development of the employees of the organisation. The training and development methods could be varied in the same training and development programme. Sometimes, the selection of an instructional method for the purpose of providing effective training and development would depend on the uniqueness of the training situation.

There is no single training and development method that fits all situations (Erasmus *et al.*, 2006: 16). The selection of the training and development method may be situational. The most commonly used training and development strategy that the Limpopo Department of Education use for educators and trainers is off-the-job training methods, such as workshops. These are the workshops that educators have indicated that they were not allocated adequately, hence the need to further undergo some training and development in the new curriculum.

Step 8: Acquiring instructional resources

The success of any training and development presentation depends on the training resources that are provided by the organisation. The resources available for training and development strategies that trainers use within the organisation play an important role in determining the success of the training and development programme. These resources are physical resources that include training equipments, financial resources and human resources – who are trainers, instructors and trainees (Erasmus *et al.*, 2006: 16). The challenges regarding resources that the study has identified include the under-utilisation of training and development funds that the Vhembe District faces, a shortage of competent educators in scarce skills subject and a shortage of curriculum advisors as trainers, as well as a shortage of laboratories and libraries.

Step 9: Presentation of training

The step indicates the actual activity of a training process whereby all the preparations from step one down to step eight are combined, so that training can be carried out effectively in the organisation. It is at this stage – in the case of the study – that educators would be receiving their training for the successful implementation of the new curriculum, the NCS, 2002.

The relevance of Nadler's critical events model in the study is because the model is responsive to the needs of training and development, an approach which, if correctly applied, is good in the planning process. It is therefore against this background that the proposed conceptualised systems model in the study seeks to respond to the needs of both the educator and the Department in the effective implementation of the new curriculum, the NCS, 2002.

The model further proposes that evaluation and feedback could be done at any time during the process – without first waiting for the implementation of the training and development programme. For example, when the trainees' needs have been identified, evaluation could be done, so that an informed feedback is given on whether all the trainees' needs have been correctly addressed to their satisfaction, in such a way that they are competent in discharging their tasks. Although Nadler's critical events model is, according Erasmus *et al.* (2006:15), taking a holistic systems approach, the model does not first prioritise the objectives of the organisation before the trainees' needs. The needs of the organisation, as presented by the model, should have been followed by the set organisational objectives, after which the identified trainees' needs should be in line with the achievement of the organisational objectives.

5.5 The conceptualised systems model for training and development

 The training and development programmes in the study relevant to the effective implementation of the new curriculum, the NCS, 2002, in the Limpopo Department of Education for the achievement of quality education are largely informed by the systems model.   It is from the systems model that the training and development model is

conceptualised; hence, the conceptualised systems model for training and development is proposed by the study.

The conceptualised systems model for training and development that is proposed in the study in the context of a systems model outlines the roles played by the Department and educators as major stakeholders in the process. Both the Department and the educators operate as systems. The model reflects the inputs, the conversion reflecting the activities carried out, or the transformation process and the outputs that are achieved in the process. As in the systems model, the conceptualised systems model for training and development is influenced by the external and internal environmental factors within which the systems operate.

The following is a proposed figure (Figure 8) representing a conceptualised systems model for training, and the developmental process of the public school educators in the Limpopo Department of Education, in general, and the Vhembe district, in particular, for an effective implementation of the new curriculum, the NCS, 2002, as influenced by the environment within which it is operating. The proposed conceptualised systems model gives emphasis on the role that both the Department and educators play in providing inputs that should be converted into outputs. The Department and educators are presented as important stakeholders that should be committed towards the achievement of training and developmental objectives. They are stakeholders that should reflect mutual relationship. The success of one stakeholder in achieving its desired objective is dependent on the commitment of the other. As a result, constant feedback should be given to assess the training process so that challenges that are identified can be quickly responded to. The following is a diagrammatical representation of the proposed conceptualised systems model in the study as adapted from David Easton's systems model:

Figure 8: A conceptualised systems model for training and development

EXTERNAL AND INTERNAL ENVIRONMENTAL FACTORS

Political	Social	Legal
INPUTS	**CONVERSION**	**OUTPUTS**

INPUTS	CONVERSION	OUTPUTS
DEPARTMENT	DEPARTMENT	DEPARTMENT
Human resources	Ttraining and	Job satisfaction
Planning	Development	Good performance
New curriculum/NCS	Strategic planning of	Quality education
2002 Policy	Training and	Quality service
School infrastructure	Development activities	Well trained
Job description	Training and	workforce
Planning, organizing,	development content	Quality results
leading, control	for NCS	
Organisational needs	Training and	
EDUCATORS	Development function	EDUCATORS
Unique personality	Evaluation and	Excellence
Expectation	feedback	Commitment
Attitudes	EDUCATORS	Capable,
Qualification	Teaching expertise	productive, and
Low morale	Attendance of training	skilled educators
Employee needs	and development	Low employee
	workshops	turnover
		Changing attitude

FEEDBACK

Economical	**Technology**	**Cultural**

The above conceived systems model is recommended in the study, as one of the relevant models that could be adopted and used by the Limpopo Department of Education, in general, and the Vhembe District, in particular, for the provision of training

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and the development of public school educators in the correct implementation of the new curriculum, the NCS, 2002. The training and development that is proposed in this study would be responsive to the needs of the trainees in the form of inputs from the two main stakeholders, the Limpopo Department of Education and the public school educators.

The proposed conceptualised systems model in the study could help in addressing the above challenges that the study has identified. These include the responses received from the questionnaires sent out to both the educators and curriculum advisors, some of which were quoted in the preceding chapter. These challenges include, amongst others: the negative attitude that educators have towards the new curriculum; inadequate time allocated to the training and development programme; unintended consequences of selective training; inadequate knowledge levels of curriculum advisors; shortage of evaluation and/or feedback and the training and development moratorium.

All these challenges were outlined in Chapter Four of this study. The conceptualised model would then try to address these challenges, as needs that come into the conceptualised systems model as inputs from both the Department and educators that should be quickly responded to, so that the intended training and development objective of the attainment of quality education could be achieved by productive, capable and committed educators, who present excellent service. The Department of Basic Education converts the inputs into outputs, by providing the training and development service to the educators, so that the new curriculum, the NCS, 2002 is correctly implemented in schools.

The main objective that has to be achieved by the stakeholders is the effective implementation of the new curriculum, the NCS, 2002, in public schools for the achievement of quality education. The educators, as employees, in the study are a subsystem within the Limpopo Department of Education as a system that continues to interact with its influential environments, both internal and external. All the stakeholders contribute towards the input of the system that has to be processed in the conversion

box. According to Hanekom *et al. (*1987: 32), the inputs from the external environment serve as the basis for actions that have to be taken, or tasks and activities that need to be carried out by the policy-maker. This involves responding to issues, such as community needs and any problems that have been identified by the organisation.

In this study, the Department provides amongst others, as an input, the human resources that must receive training and development, the job description, the new curriculum to be implemented, the resources and planning information. The educators, as a subsystem, have the necessary experience and ability, teaching qualifications, and an organisation as a system that is dependent on the input, an intake of energy that helps the functioning process to convert inputs into outputs. In the conceptualised model, both the Department and the educators provide the inputs that activate the transformation process, which in the case of this study, relates to the training and development process of educators.

The conversion in the proposed model becomes the stage where educational transformation regarding training and development takes place. The conversion stage in this study is, according to Hanekom *et al.* (1987: 32), the stage in which the inputs are converted into outputs. The conversion becomes the stage in the conceptualised systems model where training and development activities are carried out or processed. This is mainly informed by the packaged training and development content, the strategic planning, the expertise offered by the workforce that attend the training and development programmes. The conversion task is what Henry (1975: 233) called the conversion process, where the inputs are processed into outputs in the form of goods and services.

It could be argued that through the conceptualised systems model, the training and development process becomes the conversion process that is carried out and made possible when the clients or educators, as recipients of the training and developmental process, are available for the training and development workshops that are planned for them by the department or district. The ultimate outcomes achieved become the desired

output of both the department and the educators. Challenges by all the stakeholders during the process of training and development may be inevitable, and should be addressed accordingly, if the training and development objectives are to be achieved.

The entire process of training and development, as outlined in the study's conceptualised systems model of training and development, needs to be evaluated to assess its successes and challenges, so that feedback information can be given back to the organisation or department in this regard. These include: job satisfaction, quality service, a trained workforce, excellence, commitment, low employee turnover, changed attitude. The feedback information given assists in the planning and selection of the specific training and development content for further training and development programmes. This becomes possible as the results or outputs delivered become the means of providing new inputs, and thereby creating a repetition of the internal process of training and development. As a result, the systems process becomes cyclical, until the desired set training and development objectives are fully achieved. Gerber *et al.* (1987: 527) argue that the achievement of the set objectives could include, amongst others, the reduction of costs, lower employee turnover, reduced absenteeism or grievances, an increase in the quality of service and the quantity of production and improved morale. In this study, the achievement of set objectives would mean producing skilled, capable, competent and committed educators - for the achievement of quality education as good school results would also be achieved. However, evaluation process is important to check unintended negative results of the training process. The evaluation is a process that should be continuously conducted; and it must not be a once-off organisational exercise.

As in any other training and development models, the conceptualised systems model proposed in the study strives to achieve the training and development objectives of the educators in the effective implementation of the new curriculum, the NCS, 2002. The achievement of the objectives would be informed by the common main elements that each trainer needs to consider when planning, in order to conduct a training and development programme for the implementation of training and development design.

The design, in this context should have been informed by the conceptualised systems model that was suggested in the study.

According to Van Dyk *et al.* (1997: 241-2), there are five common elements of a training design that are characteristics of a systems model. All these characteristics may also be relevant in designing an approach through which the proposed conceptualized systems model could be effectively applied during the provision of educator training in the Vhembe District. These characteristics are as follows:

       (a)   The identification of training need;

       (b)   The training objective;

       (c)   The selection and design of programmes;

       (d)   The carrying out of training; and

       (e)   The evaluation feedback loops.

The objective of training and development should be clearly stated, after which the preferred and suitable training and development method must be selected that would make it easier for the trainees to understand the content and purpose of the training and development programme. The implementation of the conceptualised model of training and development should effectively be carried out if the training and developmental objectives of the Limpopo Department of Education regarding the new curriculum, the NCS, 2002, are to be achieved.

The conceptualised systems model for training and development that the study has provided may be, in the context of a systems approach, related to the general critical events model that was proposed by Nadler (1982: 14). The relevance of this model to the conceptualised systems model of training and development is mostly related to the actual carrying out of the training and development activities by the trainers involved in the process. For the planning process, the trainer may find relevance in using Nadler's critical events model as a plan for the effective implementation of the conceptualised training and development model. As a result, a brief explanation of the Nadler's critical events model was outlined in Chapter five. In view of the conceptualised systems model of the study, the needs that have become inputs – from both the Department and the

educators – and these must be duly taken into consideration, when planning for the training and development that is being carried out.

The choice of the implementation plan of the conceptualised systems model for the training and development of educators in the study depends on the trainer. The Limpopo Department of Education as a system, in the context of a conceptualised systems approach, is largely influenced by both the internal and external environmental factors, so that the envisaged positive outputs, as set objectives are achieved. Above all, the significance of the training and development process, after having selected a particular training and development model - which in this case is a conceptualised systems model - should, according to Ndevu *et al.* (2007: 162), provide the following advantages:

(a) The development of individual skills, knowledge and abilities to perform job-related tasks effectively and efficiently;

(b) A familiarity on the part of employees with the new system, procedures and methods on how to perform their tasks; and

(c) The necessary assistance to employees for them to become familiar with the particular requirements of their jobs and that of the organization.

The proposed conceptualised systems model for the training and development programmes in the study could be used to examine broad issues within the organisation or department, such as the objectives, functions and aims that are formulated. The systems approach uses step-by-step procedures to solve organisational problems. From the above, given the conceptualised systems model for the training and development of educators, the successful implementation of the new curriculum, the NCS, 2002, in public schools in the Limpopo Department of Education as a system, is anchored by four major inputs. These inputs are: technology, human resources, material, and time. These inputs are required to produce goods and services. According to Van der Waldt and Helmbold (1995: 19), a government is an open and dynamic system; government departments as subsystems, cannot be separated from the environment, either internal or external, from which they are operating. It is the

responsibility of the trainers to be aware of the internal and external forces; these are the environmental factors that may influence the process of training, either negatively or positively, as threats or as opportunities.

In this study, the curriculum advisors, who are trainers of the public school educators in the Vhembe District in the Limpopo Department of Education, would be affected by some of the threats, such as poverty, inequality and the lack of resources in the effective training and development of the Vhembe District educators. As has already been stated in Chapter 4 of the study, the inadequate provision of adequate training funds, as a result of underspending, has negatively affected the provision of quality training and the development of educators for the effective implementation of the new curriculum, NCS, 2002. A well-planned and well-executed training and development programme is likely to produce capable, productive, skilled, committed and competent educators, who are knowledgeable and possessed of a positive attitude towards the attainment of quality education in the Limpopo Province, in general, and the Vhembe District, in particular. Finial resources that are budgeted for training and development of educators should be effectively and efficiently managed and used accordingly. For the purposes of good financial management, Silber and Foshay (2010: 662) argue that strategies should be put in place that determine the total expenditure to be incurred, through which expense reporting, the purchasing of resources and the annual budgeting processes can be strictly adhered to.

The curriculum advisors are expected to be confident and expert trainers in their field or subject specialists who are more knowledgeable than the trainees. As trainers of educators, they should have familiarised themselves with the implementation plan to be used in the implementation of the conceptualised systems model of training and development of educators, so that quality education is achieved. Such quality education will only be achieved when there is a well-trained workforce that gives quality results and service – as a result of excellent performance. Goad (1982: 24) argued that if a trainer is frequently challenged in a training situation, and cannot put the issues that are problematic to the trainees to rest, the efficacy of training would be seriously affected.

An example in this regard is highlighted by the Final Report of the Task Team for the review of the implementation of the NCS (2009: 56), in which a poor understanding of the new curriculum, the NCS, 2002, and its related policies and OBE methodology resulted in confusion and uncertainty among the educators, thereby leading to the development of a negative attitude towards the new curriculum.

5.6 Conclusion

On the basis of the systems approach models of training and development, discussed above in the context of a system approach, the Limpopo Department of Education can address its educational training needs via the implementation of the new curriculum, the NCS, 2002, through the conceptualised systems model of training and development that is proposed in this study. The curriculum advisors, as trainers responsible for the provision of training and the development of educators in the Vhembe District and the Limpopo Department of Education, may thus adopt Nadler's critical events model during their planning process.

The evaluation and feedback that the plan provides will enable trainers to effectively assess whether the training and development of educators has achieved the desired departmental objectives. The feedback helps in identifying any training and development gaps that would require the provision of targeted training in a particular selected training and development content. In the process, the trainer may revisit and/or change the training strategies, so that the retraining and development that is provided may become properly effective.

The new curriculum, the NCS, 2002, must be clearly understood by educators, as they are the most important stakeholders, and are responsible for its meaningful and effective implementation in public schools. The training and development provided through the proposed model, the conceptualised systems model for training and development helps educators to interpret and understand the new education policy documents, such as the NCS, 2002. Ornstein and Hunkins (2004: 298) argue that one

of the reasons why curriculum implementation may miscarry in any country is because of the fact that the implementation process has not been critically considered. The process needs thorough planning and the correct selection of the implementation model, whereby all the stakeholders' interests and concerns are seriously considered. As a result, the success of any training and development process is mainly vested in a well-planned and carefully chosen training and development model by an affected organisation. All governments encourage good management and administrative practices from human resources and/or training managers, so that all the operational plans could be well executed.

Through these plans and the adopted training and development model, which are expected to be effectively implemented, employees or educators in this regard would be able to enhance their knowledge and skills in their job performance. Sloman (1999:64) argued that the formulation of a coherent training and development model promotes professionalism of the training function within the organisation. In the context of this study, the training and development of public school educators in the Limpopo Department of Education and in the Vhembe District, in particular, could effectively receive their training and development in the suggested conceptualised systems training and development model. Most importantly, the success of the proposed conceptualised training and development model would be determined by the practical realities of the environmental factors within which the Vhembe District, as an organisation, is operating, namely: the political, social, legal, economic, technological and cultural factors.

The next chapter of the study will focus on the recommendations and conclusion of the findings that have already been discussed. The recommendations given by the study could, if applied, help in the effective training and development of the Vhembe District educators for the correct implementation of the new curriculum, the NCS, 2002. As a result, their knowledge and skills in the implementation of the new curriculum, the NCS, 2002, would be enhanced.

CHAPTER 6

RECOMMENDATIONS AND CONCLUSION

6.1 Introduction

A summary of the study findings on the training and development challenges of public school educators during the implementation of the new curriculum, the NCS, 2002, are outlined in this concluding chapter. The study findings have led to the proposal of a conceptualised training and development model. The proposed conceptualised model in this study could be used as an alternative training and development model for the public school educators by their trainers.

The study findings that are outlined in the study have triggered some recommendations. The proposed recommendations may, if applied in the Limpopo Department of Education, could be beneficial to the public school educators as they receive their training in the effective implementation of the new curriculum, the NCS, 2002. The proposed and conceptualised training and developmental model could become useful to both the department and educators if it is correctly and effectively internalised by the trainers..

6.2 Summary of the study's findings

In its investigation of the conceptual training and development framework, the focus of the study was on an investigation of the educational transformation in the Republic of South Africa. Such a paradigm shift paved the way for the design of a new education curriculum, the NCS, 2002. The new curriculum aimed at the replacement of the old apartheid education, which was highly divisive. The new curriculum, the NCS, 2002 was also designed with its new teaching methodology, the OBE, as an attempt to improve on the interim curriculum (Report 550 for the FET and Curriculum 2005 for the GET). However, the Department of basic Education relied on the existing educators, already in its employ, and not on the newly trained educators. Teachers' training colleges were, by

then, rationalised. The new curriculum, therefore, demanded the retraining and development of the public school educators without taking them away from their classrooms. Instead, afternoon and weekend workshops were conducted for these educators.

Such an approach did not take place without challenges, given the demand that the new curriculum made in its comprehension, for effective implementation by educators in public schools. As a result, these training and development programmes needed adequate time for the training to be effective and yield the expected results, whereby quality education could be attained. The curriculum advisors, who were trainers of educators, were themselves affected, as not all of them had received training and development in the new curriculum, the NCS, 2002. As a result, their knowledge level on the new curriculum was inadequate, and consequently, they became incompetent trainers, needing to be further trained themselves.

In the study, a qualitative research methodology has been adopted. This is an approach that is largely descriptive, with its focus on the Vhembe District, as its case study. The case study approach provided an opportunity to give critical explanation on how training and development of educators in the correct implementation of the new curriculum, the NCS, 2002 should be conducted. Amongst other techniques that the study, through its qualitative research methodology has followed, was that of Grounded Theory. This is the research technique that is inductively derived, whereby the researcher systematically explores and analyses the available data collected, so that the NCS, 2002 can be implemented effectively.

The provision of training and the development of educators constitute an attempt to capacitate them, so that they are able to deal with the challenge of implementing the new curriculum, while not leaving their classrooms. This targeted training for the capacity building of educators is in line with the 1996 Constitution of the Republic of South Africa. This promotes, in Section 195, a public service that is development-oriented. In relation to educational matters, this is supported by other national education

policy Acts. These include, amongst others, the South African Schools Act, of 1996 (as well as Act 84 of 1996; National Education Policy Act, 1996; Act 27 of 1996; and the Education White Paper 6 on Special Needs Education: Building an Inclusive Education and Training System).

All the available national education policies need commitment by both the Department and the educators, as major role players, so that the implementation of the new curriculum, the NCS, 2002 can be successful. The commitment that this study demands, will make even the proposed conceptualised systems model succeed in addressing those challenges the study has identified. These challenges include, amongst others, the inadequate time allocated for training; financial underspending on training and development programmes; resistance to change; selective training; and training and development moratorium.

It could be stated that an extensive discussion on the findings and further provided recommendations, in an attempt to provide possible solutions to the identified challenges has been given. This has been done so that the implementation of the new curriculum, the NCS, 2002 can become successful. It is argued in the study that the proposed conceptualised systems model for training and development of educators can be one of the most suitable training and development models, Failure to address these challenges by the Limpopo Department of Education would make curriculum delivery in public schools difficult, if not impossible.

The challenges that have been identified in the study during the process of training and development of educators are two-dimensional. They are outlined from the perspective of educators, and from the perspective of the department. It is against this background that an outline in the study summary is given about the findings and their impact on the achievement of training and development objectives. In response to the outlined findings, it is further argued in the study that recommendations that are provided from those findings could be used as alternative solutions to the training and development challenges. In short, all these recommendations should be regarded as inputs that are

to be converted into tangible outputs, so that quality education in the Limpopo Province is achieved.

6.2.1 Training selection

The first issue that needs to be taken into consideration with regard to the new curriculum, the NCS, 2002 and its related policies, is that it is a curriculum that was and still is new to all the stakeholders, particularly the office-based and the school-based educators. However, educators are directly involved and in charge of curriculum delivery, as well as the interpretation of the new supporting education policies of the new curriculum that go along with it. During their professional training to become educators, they were not exposed to OBE, a methodology that focuses on the achievement of the set learning outcomes by the learners. The OBE approach puts the emphasis on learner-centeredness in the teaching and learning environment. It could be stated that the findings in the study indicate that the selective training of public school educators puts those other educators who were not selected at a disadvantage, as they are not able to apply the new OBE approach correctly.

The selection process for the continuous professional development (CPD) in Multi-Purpose Centres (MPC) was not transparent with well spelt-out criteria. Although the new content that training was targeting was mainly for Grade 12, not all educators who received the training were Grade 12 educators. As a result, training to these educators did not benefit the school or the learners' performance. The morale of these grade 12 educators, deprived of these training and development sessions, remained low, thereby affecting their overall performance. They become unproductive and incapable of unleashing their full potential in curriculum delivery in their schools.

On the other hand, the class disruption that the Limpopo Department of Education has been trying to minimise, by allowing only some educators to attend training and development workshops, did not yield the expected results. This is because not all the relevant educators attended these training and development workshops. Selective

training without any proper co-ordination and evaluation does not add value to the achievement of the set objective of training and development. The cascading of information to those who did not attend training and development workshops only leads to information distortion and defeats the aim of educator training and development for the effective implementation of the new curriculum. There are no plans in schools that allow those who attended training and development workshops to conduct in-house training and development for the benefit of their colleagues. Besides, time for giving training and development reports to school managers is also not given priority in schools. There are very few school managers who request educators, who have attended training and development workshops, to give reports or share information with their colleagues. It is therefore only those who have attended training and development workshops that benefit.

6.2.2 Reliance on competent foreign educators

Quality education is the key to any country's development. The country's shortage of science, mathematics and commercial subjects' teachers has resulted in the shortage of technical skills needed for sustainable development for the South African economy, as an important player in the global economy. The rationalisation of teacher colleges, as indicated in Chapter Four, had a negative impact on the training and development of educators in the Limpopo Province – leading to the shortage of the highly needed science and commercial subjects' teachers.

The political instability and the subsequent economic decline of the neighbouring state of Zimbabwe, has forced many professionals to leave their country in search for work opportunities elsewhere. As a result of this emigration of professionals, many educators from Zimbabwe, because of the political and economic crises that country was facing, have now become part of the brain gain in South Africa. However, heavy reliance on foreign educators would become problematic if these foreigners return to their home country, or move on to other countries in search of greener pastures. Issues around insecurity can be caused by economic factors that lead to xenophobic attacks that

target foreigners. All these should serve as a wake-up call that the reliance on foreign educators should only be regarded as a temporary measure in addressing the shortage of competent educators, rather than a permanent solution to address the shortage of educators in the department. For those who were recruited after the training and development workshops were conducted, it becomes problematic, as they do not understand the implications that go along with those who have not received training and development in the NCS, 2002 and its related teaching approach, the OBE.

It is argued in the study that not all schools were fortunate in getting these foreign educators to teach these scarce skills subjects. This shortage of qualified and competent public school educators in the Vhembe District is made evident by the failure to get these educators, regardless of the advertisement for vacant posts in some secondary schools in the district. Some of these advertised posts remained vacant or were not filled for more than a year, as in the case of William Themeli Secondary School.

6.2.3 Learner performance *versus* the job performance of educators

Learner performance in the Limpopo Department of Education, since the introduction and implementation of the new curriculum, has been a departmental concern. Although the performance of learners is not only measured by the grade 12 results, these are the most common measure used in determining the educational performance of learners. The teaching skills and subject content knowledge that educators have are the major determining indicators of learner performance. These qualities will influence learner performance either positively or negatively.

It has been found that the poor performance that learners are showing in the Limpopo Department of Education is largely the result of poor teaching skills and the inadequate knowledge of subject content on the part of educators. The findings in the study are that educators have not received adequate training and development skills on how to teach effectively through the OBE approach in the new curriculum. The weekend and

afternoon workshops that they received were not enough for the new curriculum. Educators regarded the teaching methodology, OBE, as a curriculum and not as a methodology through which the new curriculum could be taught. This misconception of OBE as a curriculum also spread to other office-based educators, such as curriculum advisors.

The job performance that educators are expected to deliver in providing education to their learners in public schools is affected by the level of commitment and dedication that educators have. The training and development content that has so far been provided to public school educators has not included the importance of motivation on issues of professionalism, commitment and dedication. As a result, educators who are not committed and dedicated contribute negatively to the performance of learners. The new curriculum, the NCS, 2002 needs educators who must read extensively so that learning can be meaningful. The new curriculum wants to produce critical thinking learners whose critical thinking skills are to be developed by dedicated and committed educators. Educators who do not go to their classes in time to teach do not use their contact teaching time maximally to the benefit of their learners. Such a practice does not show the necessary professionalism.

The sustainable economic development that South Africa is striving to achieve depends on the quality of its education system. The quality of education to be provided by the State, as mandated by the constitution, depends largely on the level of commitment, dedication and professionalism that both the educators and the Department are expected to show. The study has found that the Provincial Grade 12 Pass Rate from 1996 to 2010 (Table 4) has shown a decline in learner performance. But in 2010, there was a sharp increase that was caused by serious commitment and the level of support that educators had received in terms of resources by the Department.

6.2.4 Educators attitude towards change

The educational transformation that has been brought about by the political dispensation affected people differently. The new curriculum, the NCS, 2002, that has

been redesigned was not accepted by educators in the same manner in South Africa. This mixed reaction was caused by the negative mentality and/or attitude that educators had towards the envisaged changes that have to be effected in the country's education system. The problems that were encountered during the implementation of Curriculum 2005 (C2005) with its OBE approach failed to make educators able to see the difference between C2005 and the new curriculum, the NCS, 2002. As it has been outlined in the background of the study, the new curriculum, the NCS, 2002, was a revised, streamlined and strengthened C2005 that also adopted the same teaching approach, the OBE.

The new curriculum, the NCS, 2002 was met with resistance by educators and they had their own reasons for that. The study has found that educators are of the view that *"they think that the new curriculum will threaten their work"* and that *"they are more comfortable with what they know … than with what they do not know"*. These educators are afraid of losing their jobs; failure to comprehend what OBE entails; and that the training and development workshops they received were not adequate. The training and development that the department provided has not fully addressed these fears that lead to resistance to educational change. By showing resistance to change, public school educators fail to see themselves as the true drivers of change in education through their effective implementation of the new curriculum. The training and development programme and workshops that educators were provided with, were to some extent, not achieving the intended training objective because of their negative attitude towards the new curriculum.

As a result of the educators' resistance towards these educational changes, learner performance is likely to be affected negatively. The new teaching methodology, the OBE, was never taken seriously because their attitude to the new educational changes was already negative. As a result, the central role that educators play in the implementation of the new curriculum was severely compromised, as they had a minimal understanding of the educational policies that support the new curriculum, the NCS, 2002. This made those who resisted the new curriculum not to take training and

development programmes and workshops seriously. This has been caused by, either not attending afternoon or weekend workshops, or by leaving these workshops early. Furthermore, the training and development contents have never taken resistance to change and attitude into consideration by the Department, so that these fears could be addressed. .

6.2.5 Unsatisfactory knowledge level of training and development facilitators

The success of any training and development programme in an organisation is largely dependent on the quality and knowledge level of trainers in its training department and the training and development contents that trainers or facilitators provide during their training and development programmes. The implementation of the new curriculum, the NCS, 2002, involves the interpretation of education policies by all the affected stakeholders in matters pertaining to education. This is a matter that needs serious attention when providing training and development.

Trainers and facilitators must be in possession of a high knowledge level of the training and development contents, so that trainees will be able to benefit. When the process for training NCS trainers started, it was mainly the former college lecturers who received training on NCS, 2002, but not all of them received this training in the new curriculum. The findings made in study via the interviews, where the educators gave their responses on the knowledge level of their trainer, were that trainers were *"… not competent at all" and "they seem not to be well trained in the new curriculum".* It is argued in the study that not all educators can make good trainers. As a result, some of those educators who were employed as curriculum advisors were, like some of the former college lectures, also incompetent. Therefore, those educators who were employed as trainers or facilitators were seen as still *"learning the ropes"* when it came to the NCS, 2002. Those who did not undergo training and development on NCS, 2002 were expected to provide training and development to educators after having received the curriculum information through cascading from those who were trained.

When the process for training NCS trainers started, it was mainly the former college lecturers, although not all of them, who received these training and development workshops. The information was cascaded to those who did not receive training. The cascading approach down to those who did not receive intensive training deprived others of gathering and or acquiring of the new knowledge pertaining to the new curriculum. Furthermore, most trainers, such as former college lecturers and former public schools educators (who were later recruited and employed to become office-based educators as curriculum advisors) did not have the necessary experience on policy studies. This made it difficult for them to give an effective interpretation to the education policies, so that their trainees would then, in turn, be able to implement the new curriculum effectively.

Trainers and facilitators with inadequate knowledge levels of the training and development contents make it difficult for educators to understand the correct interpretation and effective implementation of the new curriculum, the NCS,2002, so that the intended training and development objective is achieved. Lack of experience in policy matters has also added some challenges to the process of training and development of public school educators, since trainers are expected to be experts in their training and development content. Because of all these challenges, the competency level of these trainers was seriously compromised.

The other finding that has been made in the study is that the inadequate knowledge that the trainers have leads to different interpretations of the different education policies. The Report of the Task Team for the Review of the implementation of the NCS has called this different policy interpretation "policy layering". These challenges lead to confusion by educators directly affected in their contact with learners. In order to redress these training and development challenges, in addition to the low knowledge level on the new curriculum, their training and development programmes sought to become more comprehensive. However, there were other trainers who were good and showed confidence in their presentation of their training and development of educators.

6.2.6 An overwhelming shortage of curriculum advisors and their multiple roles

The training and development programmes provided to educators by the curriculum advisors need some follow-up visits to educators in the respective schools. Curriculum advisors are expected to monitor and support the effective delivery of the curriculum by educators in schools. But the effective monitoring and support of educators is hindered by the high shortage of curriculum advisors in the province.

The findings made in the study that has been reflected in Table 5, in Chapter 4 in this study indicates that, of the 486 available posts for curriculum advisors, only 154 posts have been filled, while there are still 332 vacancies. Some circuits do not have curriculum advisors. Regardless of the high shortage of curriculum advisors, these office-based educators are expected to perform their multiple roles of providing curriculum support and advisory roles to educators, as well as monitoring the roles of curriculum delivery. It is argued in the study that these monitoring roles are tasks that are within the competency of the Circuit Managers. These include tasks, such as monitoring school reopening at the beginning of each school term, checking attendance registers in schools, whole school evaluation, and the availability of operational policies in the schools. All these have unfairly added or increased the workload of curriculum advisors and hindered their performance in all the 27 circuits of the Vhembe District. .

Although there are not enough curriculum advisors in the District, they are still expected to play the moderator and assessor roles, in order to ensure the work quality of educators. It is further argued in the study that moderation of the educators' work of all the schools in the Vhembe District is a demanding task, given the shortage of curriculum advisors. The pressure that these curriculum advisors are faced with during the moderation process, end up compromising the important work that they do as subject specialists. In addition, curriculum advisors were never trained to become competent qualified moderators and assessors – just like moderators from the quality assurance body, the UMALUSI.

6.2.7 The absence of training and development evaluation

Training and development constitute a process that is usually composed of stages. The stages may include the identification of training needs, the planning and designing of the training content, the implementation of training, and lastly, an evaluation of training outcome. In this regard, the training and development process of educators for the correct implementation of NCS, 2002 that has been undertaken, have not been receiving constant evaluation, in order to get feedback. Failure to provide effective evaluation of the training and development that has been provided to educators creates problems, because the challenges that educators face are not responded to in time. A classical example is the negative attitude that educators have to the new curriculum, the NCS, 2002. When training and development workshops were conducted, curriculum advisors did not have an evaluation instrument designed to get information from educators attending those workshops.

Evaluation is also a process that assesses how and to what extent educators have achieved the intended objectives of training and development on the correct and effective implementation of the new curriculum. The study findings are that an evaluation of the training and development programmes was not done, or where it is claimed to have been done, it was only done by those few trainers who had used evaluation sheets. These were distributed to educators during some of the training and development workshops. The fact that the findings of the study are that there were educators who alleged that they have never received training on NCS, 2002, should have provided an opportunity as feedback for planning other special NCS, 2002 workshops to take them on board.

It could be argued that any post-training and development auditing for measuring the success of the training and development provided for the effective implementation of the new curriculum, was not done in all the schools in the Vhembe District. Failure to provide evaluation makes it difficult to see the impact that training and development have had on educators in the correct implementation of NCS, 2002 for the achievement

of quality education. It also makes it impossible to provide targeted training and development that is informed by the feedback received after evaluation – that should have been done.

At schools, school managers and their subject heads are unable to conduct evaluation, since they are not given the training and development report by educators who attended these workshops. This makes it difficult for them to be evaluated on their subject specifics. Sometimes this is caused by the fact that subject heads are not always subject specialists of some of the subjects that are under their supervision. For example, a social science head of department is in charge of both history and geography subjects, even though he could have received training in History as his or her area of specialisation. This makes it difficult to provide meaningful support to History because he/she may not have attended subject specific training and development workshops in history, which history educators might have attended. As a result, there is a shortage of evaluation, both from the subject heads and sometimes in curriculum advisors, as providers of training and development to educators.

6.2.8 The impact of subject allocation on workload

Subject allocation to educators is a serious concern to many educators in schools. According to the findings of the study, schools with low learner enrolments usually increase the educator workload regarding the subject allocation to educators; whereas, schools that have high enrolments are likely to have an acceptable educator workload, as educators in such schools are either allocated one or two teaching subjects. This is influenced by the reduced educator-learner ratio from an average of 37 learners in 2004 to the current 31 learners to one teacher (1:31), as proposed in 2010 against the number of learning areas and subjects that are offered in schools. The ratio of educator to learners in schools that have low learner enrolments is high, as for example, in the GET band where all the eight (8) learning areas are offered in all grades. In the FET band, many schools have six or seven subjects offered with two or three streams being offered, such as either science, general or commercial subjects.

As a result of the educator-learner ratio in the Vhembe District, there are very few educators who have been allocated one teaching subject in one grade, as most educators are teaching more than two subjects. An example given in the study is that of John Shavhani Secondary School, with five educators, where all the educators are offering more than two subjects. In such circumstances, educators' workload becomes heavier, as some of them are teaching more than three subjects in different grades, and sometimes in large classes. This makes it impossible to engage learners in group discussions, as is expected in the OBE approach in the new curriculum, the NCS, 2002. This new curriculum requires small classes.

In situations where the educators' workload is high, the attendance of training and development workshops becomes even more problematic. The training and development workshops that are organised at the same time in different venues cause confusion to those educators who are allocated more than one subject, for example, an educator who is teaching History, Geography and English. There are also problems in commercial subjects such as Accounting, Economics and Business Studies where one educator is teaching all these subjects because of the shortage of educators, In this kind of situation, educators are forced to choose one subject and sacrifice the others. Preference is usually given to those subjects that are being taught in senior grades, like grade 12. The problem is also exacerbated by unilateral decisions that most principals take by changing subject allocation to educators frequently when performance in these subjects has gone down and learners have failed.

In most cases factors that contribute to these high failure rates in such subjects, are either not assessed or are addressed incorrectly. An example in this regard includes attitude and commitment by both educators and learners on the subject; lack of resources, such as textbooks and laboratory facilities, and the need for educator development through education, training and development programmes. These are the result of bad planning and lack of management and administrative skills by Principals in the affected schools.

6.2.9 The moratorium impact on training and development

The introduction of the moratorium on training and development by the Limpopo Department of Education, as outlined in the Departmental Circular Number 150 of 2009, was largely informed by the financial constraints that the Department faces. But the moratorium has, at the same time, created unintended negative consequences for the effective implementation of the new curriculum, the NCS, 2002. The training and development times needed for the workshops of educators were affected negatively. The moratorium resulted in training and development workshops being conducted only in the afternoon for two hours. The Head of the Department argued that the reason for the moratorium was to minimise class disruptions and maximise contact times that the educators need for their daily teaching and learning with their learners.

The results were that the two-hour workshops were not enough given the amount of time needed for the training and development content to be imparted to educators; afternoon workshops that were organised were poorly attended by educators; for the few educators who attended these workshops, some left the workshops venues because of transport problems. As a result, these training and development workshops did not effectively achieve their intended objectives in the correct implementation of the new curriculum, the NCS, 2002. Some public schools educators' morale and motivation were eroded as they were of the view that the Limpopo Department of Education was not considering their plight in gathering meaningful knowledge on the correct and effective implementation of the new curriculum and its related policies. The educators' responses to the questionnaire on whether the training and development that they had received was adequate were that the time allocated was not adequate. The reason that educators gave for the inadequacy of allocated time for effective training and development workshop programmes was that the Department is not giving enough time for training and development to be meaningful and yield the intended training and development objectives.

6.3 Study recommendations

It has already been stated in the study that the constitutional mandate that the State has on educational matters is to provide quality education guided by related educational policies. Such a mandate is carried out through curriculum delivery in schools, a service that affects mainly both the office-based and school-based educators who are in direct contact with the learners in schools. Therefore, the training and development framework that the Limpopo Department of Education has embarked on, in its attempt to capacitate public schools educators on the correct and effective implementation of the new curriculum, the NCS, 2002, did not take place without some challenges.

In order to achieve quality education, as envisaged by the new curriculum, all the challenges identified in the study findings should be addressed speedily by the department, together with the necessary support from all the stakeholders. It is argued in the study that a carefully selected model for training and the development of educators should be developed. This has to be done, so that all the challenges that may disturb effective provision of meaningful training and development of public schools educators could be addressed in time.

The following recommendations, based on a summary of the study findings given, are meant to address those challenges that have been identified, so that the set training and development objectives for the effective implementation of the new curriculum, the NCS, 2002, could be effectively achieved. The recommendations that are given may not be the only solution to the problems, but the study argues that if they are considered, these suggested recommendations may also contribute positively towards the realisation of quality education. However, the recommendations given in the study are responding to the identified challenges facing both the educators and the Department. The study, therefore, suggests that perhaps the conceptualised model for training and development could be useful in responding to the training and development needs of educators.

6.3.1 Recommendations on selection for training

Any selection and invitation to attend training and development workshop by public schools educators must be presumed to have been preceded by careful planning. Planning is one of the principles of management available in any State organisation, or department such as the Department of Basic Education. The planning that is done must then be communicated to the relevant stakeholders. This is because planning should have been consciously motivated and informed by what an organisation wants to achieve, despite the challenges that may be encountered along the way or uncertainty in regard to the future, when a plan is to be carried out.

The new curriculum, the NCS, 2002, was to be implemented by the same educators who were already employed by the Department. These educators had never been trained before on what and how the new curriculum, the NCS, 2002, was to be implemented in schools. The study findings were that the training and development of educators were to run concurrently with the teaching and learning in schools. As a result, the Department invited educators for training and development workshops – either during holidays and weekends – or during the week in the afternoons.

According to the study, both the selections for, and the subsequent invitations of educators to attend training and development workshops on NCS, 2002 would need to be carefully planned, organised and controlled, so that the set objective of the attainment of quality education (as a departmental output) is achieved. The planning that the study is referring to must have been informed by the needs of both the educators and the Department, so that they could be correctly responded to. All public schools educators must receive the same training that others are receiving and not rely on cascading, as information is distorted along the way, thereby defeating the objective of training and development. Training and development should be planned in such a way that the same opportunities will be given to all educators. Suitable venues should be sought by the Department, so that all the educators could be accommodated. This is also conducive to such training and development workshops.

School managers should be encouraged to allow educators in their schools to attend these training and development workshops during the proposed times and venues, as the objective is to capacitate them, so that they can become productive. School managers must request or demand feedback, in the form of reports, from those educators invited to attend training and development workshops – in order to measure the success of the training and development objectives set during the planning stages. Through this, school managers would, in turn, be checking whether the training invitations sent are being responded to by those selected educators, as some educators, although few, either do not attend or leave early during afternoon or weekend workshops. All SMTs may make this possible by constantly reminding educators, either through internal school operational policies, or by memos in their respective schools.

Indeed, selective training and development workshops, which are based on the specific selection and ultimate invitation of selected educators, are cost-effective for the Department. More educators in venues, such as hotels would mean more funds to be spent. However, this practice (selective training) compromises the good intention of the training and development of these educators in public schools. Cascading of information leads to information distortion. Budget allocation is important for meaningful and effective planning in any organisation. However, all trainers must realise that training and development must be cost effective, but should never compromise the set objectives that have to be achieved. The productivity and good performance of educators that is expected by the Limpopo Department of Education depends on the quality of training and development of educators. Any budget cut or under spending on training and development programmes will negatively affect educators' competence, excellence, commitment, good performance and productivity, and may lead to high employee (educators) turnover.

More money for the training and development of educators should be allocated, so that best quality training and development programmes for educators could be provided. The success in making funds available for the effective and efficient training and

development of educators would make it possible for all the educators to be well capacitated through well-planned and well-executed training and development programmes. All educators should be given equal training and development opportunities, regardless of the subjects or learning areas they offer.

6.3.2 Recommendations on the shortage of competent educators

The high shortage of skills in the Limpopo Province and the country could be attributed to the failure or inability of the Limpopo Department of Education to respond speedily to skills development needed by the Limpopo Province. Furthermore, the same problem could be linked to the failure in the production of competent learners in the scarce skills subjects, such as mathematics, science and commercial subjects in the public schools. As a result, very few students succeed in registering for Bachelor of Science and Bachelor of Commerce degrees at universities – because their performance in these subjects is very low. The Vhembe District is dependent on foreign competent educators, who are mostly from Zimbabwe. Most of the available local educators who qualified in these scarce skills subjects are not competent enough to be equal to the challenging work facing them.

However, over-reliance on foreign educators will not do the Limpopo Province or the Vhembe District any good. This problem should be corrected before it is too late. The possibility is that these educators will someday need to be replaced when they return back to their home countries or are repatriated. When local educators with specialisations in science and commerce retire, they will need replacement. If there would be no other qualified educators to replace them, the situation would be disastrous.

It is therefore imperative and urgent that the Department of Basic Education should consider the reopening of former Teacher Colleges that are well resourced in all the provinces, which were rationalised or closed, so that the current shortage of educators could be addressed. In these Teacher Colleges, competent and well-qualified staff

should be hired, so that educators who complete their studies in these Colleges would be capable, productive and would be able to render excellent service to the country. In order to attract talented students to register in these colleges, bursary schemes from the Department should be made available to prospective students. Currently, teacher qualifications are only offered at universities and private colleges and are failing to attract many students to this profession.

Although the Limpopo Department of Education is currently embarking on a special programme for the content subject training and development, the Continuing Professional Development (CPD) Programme, the study has found that the training is selective, but not transparent. The training and development programme only focuses on educators that are already in the system. The programme does not cater for aspiring students to become educators. However, the programme itself is good, as it helps to capacitate, strengthen and improve the performance of educators in their areas of specialisation. The programme started with the maths and science subjects. It is argued in the study that if all educators and curriculum advisors could receive this professional development, although at different times, their competency levels could tremendously improve in terms of the content knowledge of their respective subjects and their facilitation skills.

However, the numbers of the registered educators in the Centers for the CPD programme are not enough, as only 10 educators for each subject per district are registered. Because of the lack of transparency, the process is likely to be flawed by corruption and cronyism during selection, as the criteria for the selection are not made available to schools, as well as the reasons why a particular educator has been selected. Furthermore, the current focus is on mathematics, science, commerce and languages, while other subjects such as history, geography and agriculture are not being catered for.

In order to address this challenge on the shortage of competent educators in the scarce skills subjects, the numbers of educators who attend the CPD Programme should be

increased. The selection process and its criteria should be made transparent and available in all the schools within the Vhembe District. Since the training content provided by four months is inadequate, perhaps six months of intensive content training could be adequate for educators. If all the subjects are to receive the same recognition, the educator training content, the knowledge level and performance could greatly improve in the Province. The proposed number of educators who should attend these training and development programmes should perhaps be informed by the number of educators identified in each circuit in the Vhembe District, who should have been assessed and found to be in need of professional development for the purposes of capacity building in their specific subject. Such professional training and development would help to increase their knowledge level of their subjects, as well as their understanding of curriculum policies and the prescribed teaching methodology, the OBE.

In addition to this training and development programme of public school educators, the Limpopo Department of Education could also engage the services of specialists or knowledgeable lecturers on specific subject content from the universities, such as the University of Venda, the University of Limpopo, the University of Pretoria and the University of the Witwatersrand. These academic experts could also assist in the development of learning materials that would be of great assistance to educators. When a need arises, arrangements could be made by the Department and the universities, so that educators could be given special permits for them to access both libraries and laboratories of these universities. The Limpopo Department of Education should make funds available, so that educators are encouraged to register on a part-time basis for their professional development through these universities.

All these recommendations would assist in the gradual eradication of the current shortage of competent educators in public schools. In addition, perhaps government should consider the issue of the reopening of some former Colleges of Education. These colleges must be well resourced with well qualified, competent and knowledgeable trainers or lecturers, as well as well-equipped libraries and laboratories,

working in partnership with universities, so that quality professional training and development of educators would no longer be compromised. This move could help increase the dwindling number of educators, especially in scarce skills subjects. The provision of the necessary pedagogical training for the development of educators in these colleges has to take into consideration, the requirement of the new curriculum, the NCS, 2002, and its related policies, as well as the new teaching approach or methodology, the OBE, so that quality education is achieved in the Limpopo Province.

6.3.3 Recommendations on learner performance *versus* job performance

The commitment and dedication, as well as the high knowledge level of the subject content relies on the input that an educator must discharge in the execution of his or her job to improve learner performance. Low performance from learners, for example, by grade 3 learners in literacy and numeracy (as in the GET band, and grade 12 results in the FET band, as reflected in Table 4 of the study) is an indication of the need to improve job performance by the educators. The recruitment of foreign educators has failed to meet the required number of educators in the scarce skills subjects, as many vacant posts in these subjects are not yet filled because of the high vacancy rate in the Limpopo Department of Education. However, the reliance on foreign educators by the Department, as a solution to subject specialists of scarce skills subjects will never constitute a permanent solution to this problem.

The reliance on foreign educators is only a short-term solution to the shortage of educators for the scarce skills subjects like mathematics and physical science. Perhaps the Limpopo Department of Education should make study bursaries available to willing educators to register with local and other universities that provide distance education, such as University of Venda, the University of Limpopo, the University of South Africa, the University of Witwatersrand and the University of Pretoria. These career and professional development educators should be related and linked to the subject specialisation areas of the trainees, so that learners can become the beneficiaries of the qualification that the educator will obtain, as the knowledge level of the content would

have been improved. A well-qualified educator has confidence and shows a positive attitude towards the job; he/she provides quality service for quality results and enjoys job satisfaction.

All educators who receive their career or professional development through the bursary scheme via their universities of choice must show serious commitment, dedication and motivation, so that the new curriculum, the NCS, 2002 can be successfully implemented in public schools. Educators should respect and attend to all the training and development workshop programmes organised and provided for them by their trainers, the curriculum advisors. These training and development workshop programmes that the curriculum advisors, as trainers, plan for educators must be targeted and responsive to the needs of educators.

The training and development workshops that are conducted for educators must be followed by consistent school support by subject-specific curriculum advisors. The quality of support that curriculum advisors provide to educators must be informed by the monthly operational plan for support that each curriculum advisor draws up within the framework of the District operational plan. Curriculum advisors and educators, as part of the Departmental human resources, are critical components for the success of learner performance, so that quality education can be achieved.

6.3.4 Recommendations on the management of resistance to change

Although much has been written about resistance to change as a subject in management and administration books, both school-based and office-based educators were never exposed to this subject during their training and development workshops. Resistance to change is an inevitable and a common phenomenon in organisations that should be effectively managed. If it cannot be properly managed, its effects can be disastrous, as the main objective of bringing change in the organisation could be compromised.

The Department of Basic Education should have been proactive and not adopted an attitude of 'adapt or die', instead of being reactive to problems associated with resistance to change. Resistance to change must be seen as a serious educator need that should be attended to as a matter of urgency, so that NCS, 2002 can be successfully implemented. Perhaps the Limpopo Department of Education should prepare a special training and development programme or workshop whose training content does, amongst others, include dealing with resistance to change, so that their mindset can be positively changed.

All educators and curriculum advisors must be assured that their jobs are safe and guaranteed. The provision of training and development is only meant for them to be capacitated and to better understand how the new curriculum, the NCS, 2002, should be implemented via a new teaching methodology, the OBE. This approach should also involve all the school managers and the circuit managers, so that all the relevant educational policies are internalised by all the stakeholders.

There is a misconception that educators are mostly those who show their resistance to the new changes in curriculum. However, it must be the responsibility of the Department of Basic Education to take the responsibility of intensifying the advocacy of the new curriculum, the NCS, 2002, to all the stakeholders in education. More financial resources should be provided, so that the implementation of the NCS, 2002 will be successful. School managers and circuit managers must also receive these targeted training courses, so that together with educators, they are seen as drivers of change in education in the Province and District. As managers, they must respond quickly to problems that educators are experiencing that are related to resistance to change in time.

Through the monitoring of the implementation of the new curriculum, the NCS, 2002, in schools within their circuits, circuit managers must be able to quickly identify and respond to any problems, such as school infrastructure, provision of policy documents and human resources with relevant qualifications, job description, and to assist school

managers in giving guidance on how to manage and administer schools successfully. All these should be regarded as inputs that the Department should positively respond to, so that quality education can be attained by a well-trained workforce that is committed, capable and productive.

6.3.5 Recommendations on the inadequate knowledge level of facilitators

Training and development together comprise a process. Firstly, the study recommends that the Limpopo Department of Education should conduct training and development audits for its crop of facilitators and/or curriculum advisors. This would help, firstly, in identifying those facilitators or curriculum advisors who have never received generic training on the new curriculum, the NCS, 2002, and secondly, those who have received such training, but still need assistance in areas, such as the facilitation of skills; the teaching approach, as well as the OBE and training on new content in their areas of specialisation.

All these are, according to the study's conceptualised model of training and development, inputs that the Department should consider, so that when converted or addressed accordingly, tangible outputs could be achieved. The bottom line is that facilitators' needs may not be necessarily the same; hence, their knowledge level regarding the new curriculum, the NCS, 2002, is also likely to be different. Therefore, the planned training and development programme for facilitators, whose knowledge level is inadequate, should be responsive to their specific needs once these have been identified. It is perhaps important to mention that the Limpopo Department of Education had recruited trainers for the new curriculum, the NCS, 2002, from two categories of people, namely: the former college lecturers, and also educators from the public schools.

The former college lecturers were the first group that was exposed to the training and development in the new curriculum, the NCS, 2002. When a need for more curriculum advisors arose, educators from schools were also recruited to increase the number of

NCS, 2002 trainers that were available. As a result, their needs were indeed different as they all came from different backgrounds and had varying degrees of experience. But both of them needed to improve and broaden their conceptual understanding of the new curriculum, the NCS, 2002, in their specific subject content knowledge, as well as the new teaching approach, the OBE.

Secondly, it is important that the Department and the District should develop a train-a-trainer programme, whereby the recruitment is implemented of capable, competent, knowledgeable and skilful trainers. These people must have a thorough knowledge of the new curriculum, the NCS, 2002, and its implications for quality education that the country envisages. This means that careful scanning of the environmental factors, both internal and external, should be made to avoid unintended consequences that the training and development programmes could have, such as for example, resistance to change, political ramifications and attitudes. These trainers of facilitators should be provided with all the resources needed for the success of the training and development programmes.

Thirdly, after the audit has been conducted and trainers have been recruited, all the needs must be consolidated as inputs that would help in drawing up and packaging the training and development contents for the different trainees informed by their different needs. This means that the training and development of trainers to become facilitators in the training and development of other educators to become the effective implementers of the new curriculum, the NCS, 2002, must be responsive to the identified needs, so that the set objectives for training and development are met. As result, by the time that these facilitators have completed their training in the train-a-trainer programme, their knowledge level would have been improved, as they would then have been adequately trained to become competent facilitators. Cascading, as outlined earlier in the study findings, is never a solution to capacitate those trainers or curriculum advisors who did not receive training and development with others to become facilitators of the new curriculum, the NCS, 2002. Like educators, all curriculum advisors, must also receive regular continuous and professional development from the

CPD Programme offered by MASTEC Institute and its satellite centres, at Makhado, Tivumbeni and Sekhukhune.

The services of expert subject specialists from universities can also be involved, so that trainers or facilitators' conceptual and content knowledge level can be increased. A well-capacitated and knowledgeable facilitator will always earn the respect and confidence of the educators during the workshops, and also when they conduct school support programmes. For the purposes of self-development, curriculum advisors may also be encouraged to register for professional development with universities for administration and management courses that include project management. Study bursaries for curriculum advisors must also be made available by the Department.

6.3.6 Recommendations on the shortage of curriculum advisors

In the study, a critical shortage of curriculum advisors in circuits has been shown; there were only 154 curriculum advisors employed in 2010, with about 332 vacancies still not yet filled in the Vhembe District with its 27 circuits. It is the responsibility of the Limpopo Department of Education to speedily resolve this problem by making funds available, so that the vacancies available could be filled. The 154 curriculum advisors available are expected to provide training and development programmes to educators, a task too big for the few curriculum advisors in the Vhembe District in the Limpopo Department of Education. If the number of curriculum advisors is increased, the frequency of quality curriculum support of educators for the effective implementation of the new curriculum, the NCS, 2002, in schools would surely improve.

When quality and meaningful support by curriculum advisors, who are knowledgeable on educators in schools is improved, the knowledge level of the subject content of educators will also increase; thereby, benefiting learners, as their performance is likely to improve. Comparatively, the Vhembe District, according to the latest Turn-around Strategy to Improve Education in Limpopo: Basic Education and Further Education and

Training System (2011), has the highest number of educators and learners, compared with the other four districts.

The following is a table that shows the number of educators employed in the five Districts within the Limpopo Department of Education:

Table 4: Educator number per district

District	Capricorn	Greater Sekhukhune	Mopani	Vhembe	Waterberg
State-paid Educators	12687	12064	11590	13854	5723

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

As a result of the available number of curriculum advisors and the number of educators reflected in Table 6 above, curriculum advisors are currently overloaded, given the fact that they were also expected to perform other undefined tasks besides educator support, such as the monitoring roles; hence, the need to fill the vacancies in the district is important. The shortage of curriculum advisors in the Vhembe District, in particular, leads to their exploitation by the system, since their job description is also not defined – leading to them being given a multiplicity of tasks to perform – quite apart from curriculum support.

In consequence, the morale of most curriculum advisors stationed in circuits is very low. The filling of all the curriculum advisor vacancies in circuits in the Vhembe District would help in improving the quality of curriculum support that educators receive in the correct implementation of the new curriculum, the NCS, 2002. Well-supported educators, who are committed to their profession, will always go to their classes on time and teach well, so that the performance of their learners could improve. Curriculum advisors should be

encouraged to have their work plans and draw up their own intervention strategies to be used in addressing problems that are encountered by their subject educators – in order to improve the quality of their learners' performance.

6.3.7 Recommendations on training and development evaluation

Training and development comprise a process that should, if properly planned, unfold in stages. An evaluation is a final and important stage in planning that gives emphasis to what has been implemented. Any claim on the success or failure of the training and development programme of educators for the correct implementation of the new curriculum, the NCS, 2002 should be based on the findings that serve as feedback. The negative attitude and resistance to change that has been found in the study findings through the responses that educators gave in the questionnaire should have been identified immediately after the workshops were conducted. This would have created an opportunity to plan for targeted training in responding to the needs that could have been turned into inputs to inform the training and development contents. The whole process is cyclical, until the training and development objectives are met. Such an approach is relevant to both facilitators and curriculum advisors, as well as to educators as stakeholders of the training and development programmes planned by the Department.

The conceptualised training and development model that the study proposes also provides an evaluation stage, a feedback that should come after an assessment of the attained outputs has been conducted. The advantages of conducting an evaluation of the training and development of public schools educators regarding the implementation of the new curriculum, the NCS, 2002, are twofold. Firstly, the training and development of educators in the implementation of the new curriculum is evaluated, in order to find out the extent to which the trainees have mastered the skills and knowledge needed for the new curriculum, the NCS, 2002, for the achievement of excellence in the provision of quality education to improve learner performance. Secondly, the training and development programme must be evaluated, in order to find out whether trainers and/or curriculum advisors have effectively and efficiently succeeded in achieving the set

training and development objective for the implementation of the new curriculum, the NCS, 2002.

In order to provide a meaningful evaluation process in the training and development programme that has been provided to educators, evaluation sheets can be prepared in the form of a questionnaire. All the stakeholders involved, namely the trainers and trainees should be covered in the questionnaire. These questionnaires should be distributed to all the educators at the end of each training and development programme. Each educator should respond to and hand back his or her responses, so that all the different responses can be consolidated and analysed.

Since all areas that need attention for further retraining (as training content) were identified earlier, a plan for a special retraining and development programme to address all the identified challenges should be available. The identified training and development needs from the evaluation sheet (questionnaire), together with the school support findings from schools by curriculum advisors must be combined. The training and development workshop subsequently planned becomes responsive in addressing the identified training and development gaps and challenges that educators and the curriculum were facing during the implementation of the new curriculum, the NCS, 2002, in schools. As a result, such training and development planned, and ultimately presented becomes targeted with its specific content. This could be either generic or subject specific.

Besides the evaluation questionnaire that focuses on the training and development workshop programme, school managers must also play their part in evaluating educator performance in their respective school, after they have attended training and development workshops. However, only well-trained school managers on curriculum management would be able to conduct effective evaluation. It can be argued that school managers should also receive training and development in the effective management of the implementation of the new curriculum, the NCS, 2002. Perhaps every training and development that is planned should be preceded by school managers' training that has

been designed to outline the role that school managers should play in the management and evaluation of the envisaged training and development educators are about to receive.

In this case, this would be on how the new curriculum, the NCS, 2002 and its OBE approach are to be implemented in public schools – in order to achieve quality education in the Limpopo Department of Education. This means that school managers must also develop their own evaluation tool that focuses on curriculum delivery in schools. An evaluation form or tool that is prepared would assist school managers with specific areas related to curriculum delivery. The findings thereof would also provide internal school support by the SMTs of the educators during curriculum delivery. An informed school support on subject- specific matters by curriculum advisors would help by addressing any identified challenges immediately with the affected educators. However, if there are problems that cannot be addressed during the school visits, and these are common, special subject meetings or workshops at circuit or cluster level in the District can be arranged for the affected educators.

6.3.8 Recommendations on subject allocation and workload

The study has found that, amongst other factors, the shortage of educators, as well as management and planning skills in some school managers and their SMTs contribute to high educator workloads regarding subject allocation in public schools, a move that negatively affects educator performance. This situation is exacerbated in public schools that have low learner enrolment figures, since the provincial educator-learner ratio is 1:32. In such an environment, achieving the successful implementation of the new curriculum, the NCS, 2002, would unfortunately be compromised.

The success of the implementation of the new curriculum, the NCS, 2002, is dependent on the availability of capable, competent and committed educators to fulfill the constitutional mandate for the provision of quality education. It is recommended in the study, that the vacant educator posts available in public schools be filled, so that the

high workload and subject allocation that the currently employed educators are burdened with could be lessened. A reduced educator workload in a well-resourced school makes the application of an OBE approach emphasising learner involvement, easy. The Limpopo Department of Education should, as an emergency measure, provide mobile classrooms, while engaging in long-term planning for the provision of classrooms, libraries and laboratories.

In order to maximise educator attendance in the organised NCS 2002 workshops, training and development workshops planned for educators in the Vhembe District should be well coordinated and planned, to minimise clashes of subjects when workshops are conducted for those educators who are allocated more than two subjects or learning areas in their schools – either in the same or different grades. In order to avoid these clashes, the study recommends that each subject-specific workshop could be allocated a specific day or days, either during the afternoon or weekend workshops, to avoid clashes. This kind of planning arranement could be made possible by conducting an audit of subject allocation within the circuit, and also within the cluster of circuits in the Vhembe District. The audit findings should, therefore, be analysed and consolidated for each school. All the school managers should then submit them to their respective circuits, which must then hand the information or audit about the educators to the District for an informed planning and co-ordination of the subject-specific NCS, 2002 workshops. All the NCS, 2002 District workshops that are planned should be informed by these audit findings. All the District operational training and development plans that are drawn up for the NCS, 2002 training and development workshops of educators must be skillfully done, so that possible clashes between the various workshops should be avoided or minimised wherever possible.

Regarding the distribution of subjects to be taught in schools, all subject allocations should be informed by the specialisation of the educators, so that their potentials are successfully maximised. Above all, school managers and their SMTs must encourage educators to choose subjects in which they have an interest, and in which they have received specialised training and development. Such an approach would help reduce or

minimise changes in the subject allocation and the reduction of workload. This kind of good practice may, if applied, improve job satisfaction, increase the level of commitment and promote a more positive attitude and love of the subject in educators.

6.3.9 Recommendations on the moratorium impact on training and development

Although a change in curriculum matters is a process that involves the availability of financial resources, its success depends on serious financial planning, which the Department should always take into consideration. The success of the implementation of the new curriculum, the NCS 2002 in this regard, is a process that requires careful planning on budget matters, so that the training and training objectives are met. It can be argued that the moratorium circular for austerity measures that the Limpopo Department of Education issued has ultimately affected educator training and development programmes that are important for the correct implementation of the NCS 2002. The study further argues that the issuing of the moratorium by the Department revealed that there was either an underestimation of the funds needed for the training and development of educators for NCS 2002 – or merely a serious case of maladministration of funds.

It can be recommended that an activity budgeting system may be relevant in this regard, whereby every training and development activity of educators for the correct implementation of NCS, 2002 is carefully budgeted for, based on the available human resource that would be receiving these training and development workshops. The Limpopo Department of Education should request Districts to submit their budget assessments that are informed by their planned training and development activities. After the implementation of each planned training and development programme, an evaluation should be conducted to assess whether the training objective has been achieved within the allocated budget. As a result, budget planning in the Department should be used as an important control measure in the effective and efficient implementation of the new curriculum, the NCS, 2002 in achieving quality education.

The effective implementation of the new curriculum, the NCS, 2002, in public schools needs a well-trained workforce that should avoid wasteful and fruitless expenditure during the provision of training and development programmes of public school educators. Although training and development constitute an expensive process, there is a need to be cost effective. However, the allocated funds should never be underspent, as the study has found – in the case of the Vhembe District on funds allocated for educator development – that this may compromise quality training and the development needed for educators to achieve quality results.

Quality education depends on the provision of quality training and development of educators who are to be capacitated, committed and productive when performing their tasks in their schools. It is against this background that it could be argued that immediately after the austerity measures were enforced, thorough investigation on the factors that lead to the exhaustion of training and development funds should have been conducted, so that corrective measures could have been taken. The success of curriculum delivery depends on a well-trained workforce that is well-resourced. Good financial planning by competent staff for training and development would provide value-for-money training and development programmes for the educators. An adequately budgeted training and development programme that is effectively and efficiently implemented with adequate time should be given to trainers and curriculum advisors, so that the implementation of the new curriculum, the NCS, 2002, can be successful.

A five-day intensive training and development programme that is used fruitfully can be more beneficial to educators than several afternoon and weekend workshops that most educators do not take seriously. Money well spent always yields good results. The study reiterates the point that the austerity measures that lead to the moratorium were an indication of the budget planning that had gone wrong, and should have been seriously investigated for control purposes internally, so that future training and development would not be compromised. As a result, all unlawful, fruitless and unauthorised expenditure should be quickly detected, so that corrective measures could have been taken.

6.3.10 Recommendations in relation to the conceptualised model for training and development

The study has outlined that the training and development of public school educators for the correct implementation of the new curriculum, the NCS, 2002, in the Limpopo Province did not take place without challenges. It is, therefore, the responsibility of the Limpopo Department of Education, as well as of the educators, to ensure that all the identified challenges in the study – both from the Department and educators' perspectives – are adequately addressed. The success of the training and development of public schools educators in the correct implementation of the new curriculum, the NCS, 2002, depends on these stakeholders, most importantly on the training model that they adopt.

It is against this background that a model is proposed and recommended in the study that could assist in the training and development of public schools educators in the effective implementation of NCS, 2002. It is could be argued therefore, that the proposed model, the conceptualised systems model for training and development could, if adopted, be of great assistance in the achievement of quality education. However, the success of the proposed model needs the commitment and dedication of all the stakeholders, so that its relevance in the provision of effective training and development is maximally realised.

The planned provision of training and development to educators by the Department does not take place in a vacuum. The proposed model should be applied, taking into consideration all the internal and external environmental factors that are likely to influence the success of the provision of training and development in the new curriculum. The outputs that the model seeks to achieve are dependent on the inputs that both the Department and the educators bring into the system, so that they are converted into the intended outputs; in the case of the study, this would be the achievement of quality education. However, the constant re-evaluation of each training workshop has to be taken, in order to get feedback and to take the necessary corrective measure, by providing targeted training where necessary. The achievement of quality

education will therefore be in line with the constitutional mandate that the Department carries, as was stated in Chapter Two of the study.

It could be argued that since educators are at the coalface of curriculum delivery in schools, their training and development in the correct implementation of the new curriculum, the NCS, 2002, is of great importance to the Department. The planned training and development of public schools educators, as carried out in the context of the provided model should be responsive to their needs. Above all, all the resources that are needed for a successful training and development programme must be provided by the Department, so that the new implemented curriculum becomes successful. The provision of resources includes both physical resources, such as funds and human resources as well. The recruited human resources needed to fill the vacant positions in public schools within the Vhembe District must be qualified and competent.

The above critical discussion on the suggested recommendations, based on the study findings and challenges identified conclude that, apart from the contributing factors from both the trainers and trainees, there are systemic factors that have negative impact on the achievement of the training and development objectives. As a result, a conceptualised systems model for the training and development of educators has been proposed in the study. This is regarded as a possible vehicle in providing effective and efficient training and development of educators for the NCS, 2002 curriculum.

6.4 Conclusion

As a developing country, South Africa's sustainable economic development and good governance depend mainly on the type and quality of the education system that the country provides to its people. The implementation of the new curriculum, the NCS, 2002 is aimed at improving the quality of education in South Africa. As a result, the success of the implementation of the new curriculum is centred on the provision of the effective training and development of educators in this policy-driven educational transformation. Apart from the development of learners' skills and knowledge, the NCS, 2002 seeks to promote the values embedded in the Constitution of the country and the

development of each learner's potential as an active citizen. These fundamental values include, amongst others, human dignity, equality, human rights and freedoms, non-racialism and non-sexism, the supremacy of the Constitution of the Republic of South Africa.

However, the provision of training and development of educators for the correct implementation of NCS, 2002 has not taken place without challenges. The new curriculum is expected to demonstrate their professional judgment, curriculum expertise, teaching expertise, as well as management and administrative skills. All these have to be carried out in the interests of the learners in their respective schools, the society and the entire nation of the Republic of South Africa. The challenges that the study identified include a serious shortage of curriculum advisors; a shortage of educators caused by the closure of Teacher Training Colleges in the Limpopo Province and in other provinces; unfilled vacancies in schools and those of curriculum advisors; inadequate time allocated for training and development; policy layering, as indicated by the report of the Task Team for the Review of the Implementation of the National Curriculum Statement; inadequate knowledge levels on the subject content of the educators; a negative attitude and the shortage of mathematics, science and commercial subject educators.

In order to ensure that the training and development process for the implementation of NCS, 2002 in the Limpopo Department of Education becomes successful, the study has proposed a conceptualised systems model that could be applied in the training and development of educators, without overlooking the internal and external environment influencing the implementation process. It has been argued in the study that all the stakeholders involved must be willing and committed to the success of the new curriculum implementation.

The stakeholders that are referred to in the study include educators, trainers and the Department that also provides all the resources needed for the implementation of the new curriculum. The resources include, amongst others, the human resources and

finances – so that all the training and development activities are successfully carried out. The training and development of educators must be provided by trainers and curriculum advisors who have a deep understanding of the new curriculum and its policies. In order for trainers to earn the trust and confidence of educators, such trainers must be able to demonstrate that they are knowledgeable enough with NCS, 2002 and its related policies. The implementation of NCS, 2002 by educators in public schools is a process that should be effectively supported and managed by curriculum advisors, circuit managers and supervisors, such as principals, so that challenges that educators encounter in the course of their duty could be speedily resolved. If educator performance could be effectively managed, quality results in the Limpopo Department of Education generally, and the Vhembe District in particular, could be attained.

Although performance management is not the focus of the study, it could be argued in the conclusion of this study that perhaps further study research on factors that contribute to performance management within the Department could be undertaken. It has been constantly been argued in the study that the State has a Constitutional obligation, in Section 29 of the Constitution, to provide the right to a basic education to its entire people.

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NEWSPAPERS

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ANNEXURE A

A Letter of Introduction and Informed Consent for participation in an academic research project

Department of Public Management and Administration

The title of the study

A CONCEPTUAL TRAINING AND DEVELOPMENT FRAMEWORK FOR PUBLIC EDUCATORS IN THE LIMPOPO DEPARTMENT OF EDUCATION

Research conducted by: Mr A.F. Netshikhophani   Student No: 23277612
Cell No: 082 200 5792

Dear Respondent,

You are humbly invited to participate in an academic research study conducted by Netshikhophani Azwindini Frederick, a doctoral student from the Department of Public Management and Administration at the University of Pretoria.

The purpose of study is to investigate the training and development challenges that are encountered during the implementation of the new curriculum, the NCS, 2002, in public schools in the Limpopo Department of Education. This study exercise would propose a training and developmental model that could be of assistance in the effective implementation of the new curriculum in schools in the Vhembe district, in particular, and in the Department of Education, in general.

Please note the following:
- This study involves an in-depth interview and you can be quoted in the study in person based on the responses you have provided during the interview.
- Your participation in this study is very important to us. You may, however, choose not to participate and you may also stop participating at any time, without any negative consequences. You are also assured that this exercise is not and will never be associated with your work evaluation.
- Please answer the questions as completely and honestly as possible. This academic exercise will not take more than 45 minutes of your time.
- The results of the study will be used for academic purposes only, and may be published in an academic journal. We will provide you with a summary of our findings on request.
- Please contact my study leader, Professor H.G. van Dijk, at 012 420 4140 and/or through the following e-mail: gerda.vandijk@up.ac.za, if you have any question or comments regarding the study.

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Please sign the form to indicate that:
- You have read and understand the information provided above.
- You give your consent to participate in the study on a voluntary basis.

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Respondent's signature **Date**

ANNEXURE B

INTERVIEW SCHEDULE FOR EDUCATORS

1. What do you think are the major challenges facing the education system in South Africa since the introduction of the new curriculum, the National Curriculum Statement (NCS), 2002?

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2. In your view, do you think there was a need to change the education curriculum after the 1994 general election when the new government was put into power? Why?

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3. What are the implications, if any, of the new curriculum, the NCS, 2002 in public schools?

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4. Are these training and development contents driven by or do they respond to educators' needs?

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5. Are all the training and development sessions that are conducted regularly evaluated?
   If yes, how and when are these training evaluations conducted?

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6. Are there problems with regard to the attendance of NCS, 2002, training and development workshops, by educators in the Vhembe District? If the answer is Yes, what are the common problems encountered?

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7. How are training and development activities regarding the new curriculum, the NCS, 2002 co-ordinated in your district?

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8. Do you think the training and development you received, if any, is adequate and why?

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9. Are you one of those educators receiving fulltime provincial content training? If yes, how were you selected?

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10. Taking into consideration the amount of work covered; do you think the time given (one semester) for this training is enough? If not, what is your suggestion regarding the effective time needed?

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11. Do you think that more time for training and development for the content and the philosophy of the new curriculum are still needed? Why?

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12. How competent are your trainers (curriculum advisors) in the training of the new curriculum, the NCS, 2002, and do you think they have an adequate knowledge base for the new curriculum and their subject or learning area content?

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13. Do you think you are getting enough in-school support by your curriculum advisors? IF not, what do you think should be done to address this challenge?

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14. How supportive is the principal and his or her School Management Team (SMT) to the training and development of educators in the effective implementation of the new curriculum, the NCS, 2002?

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15. Why do you think some educators resist change in the education system, especially curriculum change?

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16. In your view, what value are the training and development workshops adding to public schools educators for the effective implementation of the new curriculum in the district?

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17. Is there enough provision of resources to assist you in your daily teaching and learning activities in your school? If not, what kinds of resources do you think should be provided for the effective implementation of the new curriculum, the NCS 2002?

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18. Taking into consideration the important role of communication, how effective is the communication system (i.e. co-ordination) between the district and the schools?

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19. Do you receive departmental or district circulars in time? If not, what are your suggestions?

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20. Does your supervisor allow you to attend all the scheduled generic and subject-specific workshops? If not, why not?

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ANNEXURE C

INTERVIEW SCHEDULE FOR CURRICULUM ADVISOR

1. Did you receive training on the new curriculum, the NCS 2002? If not, why not?

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2. In your view, do you think the training that you received on the new curriculum was adequate? Explain briefly.

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3. In the training and development workshops programmes that you received, did you also receive guidelines on the correct and effective interpretation of policies? Explain briefly.

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4. Do you think the NCS training that you received as a subject advisor is adequate? Give a brief explanation.

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5. What are the training development contents of the curriculum advisors regarding the implementation of the new curriculum, the NCS?

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6. As a curriculum advisor who provides training and development to educators in your district, do you think enough resources are provided to make training workshops effective?

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7. What is your view on the attendance of the NCS workshops by educators?

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8. Do you think the time allocated for the workshops that are provided to educators is adequate for the workshops to be effective in achieving their objectives?

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9. Did you receive training and development in NCS? If your answer is yes, do you think the training that you receive is adequate and why?

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10. How are curriculum activities co-ordinated between subject advisors (i.e. subject or field co-ordinators) at the district and curriculum advisors at circuit level?

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11. Are you satisfied with the current reporting line on your curriculum matters? If not, why not?

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12. In your view, what could be the best way of co-ordinating curriculum matters in your district for the effective implementation of NCS in the public schools?

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13. Do you always draw your monthly activity plan for in-school educator support in your district? If the answer is yes, do you find this arrangement workable?

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14. In conducting in-school support for educators, how is the reception in schools by both the school management and the educators?

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15. Were you provided with your job description when you were appointed as a subject specialist? If not, where did you get your job description?

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16. What other tasks, except curriculum support, are you expected to perform by your supervisors?

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17. Do you think there is a need for subject specific workshops on new content for educators? If yes, how could these workshops be effectively conducted?

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18. Is there any need for curriculum advisors to undergo training on a new Subject - specific content?

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19. In your view, who do you think should be involved in the preparation of and the training of the new content?

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20. Looking at your workload, do you think there are areas that need further? training for you to perform your tasks effectively? If yes, in which area or areas do you need further training?

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ANNEXURE D

LIMPOPO
PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

DEPARTMENT OF EDUCATION
OFFICE OF THE HEAD OF DEPARTMENT

Enquiries	:	Nemalili Eastern(Manager: Office of the HOD)
Tel Ext.	:	(015) 290 7702
Date	:	21 July 2010

Mr.A.F.Netshikhopani
University of Pretoria
Faculty of Economic and Management Sciences

Email:netshfred@webmail.co.za
Cc:gerda.vandijk@up.ac.za
Cell no: 082 200 5792

Dear Sir

RE: ACCESS TO THE DEPARTMENT OF EDUCATION, LIMPOPO PROVINCE FOR THE PURPOSE OF A PhD THESIS (Netshikhopani: Student Number: 23277612)

1. Thank you for your letter dated the 19 July 2010. We are indeed humbled by the interest displayed by yourself on matters affecting our education system.

2. Your request to access our Department for the purpose of conducting research for your PhD thesis is hereby approved. It is however important to indicate that prior arrangements should be done so that our work flow in the Department is not compromised.

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Cnr 113 Biccard & 24 Excelsior Street, POLOKWANE, 0700 Private bag X9489, POLOKWANE, 0700
Tel.; (015) 290 7602/7655, Fax;; (015) 297 0937, E-mail: mnisivv@edu.limpopo.gov, ramukhadim@edu.limpopo.gov

The heartland of Southern Africa - development is about people!

3. Once more, we wish you all of the best in your studies and we assure you of our cooperation in this regard.

Yours Sincerely

Benny Boshielo
Head of Department-Education
Limpopo Province

21 July 2010

Cc: All Senior General Managers
General Manager: Maphwanya M.T.
All District Senior Managers

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