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

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.