AN ANALYSIS OF HUMAN RESOURCE MANAGEMENT IN THE DEPARTMENT OF EDUCATION, VHEMBE DISTRICT

L A NDOU

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AN ANALYSIS OF HUMAN RESOURCE MANAGEMENT IN THE DEPARTMENT OF EDUCATION, VHEMBE DISTRICT

BY

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Submitted in accordance with the requirements for the degree *Doctor of Philosophy in Social Studies* in the *Faculty of Management and Commerce* at the University of Fort Hare

Supervisor: Professor DR Thakhathi

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DECLARATION

I, *Lawrence Azwindini Ndou*, hereby declare that the dissertation for the *Doctor of Philosophy in Social Studies* degree at the University of Fort Hare hereby submitted by me has not previously been submitted for a degree at this or any other university, and that it is my own work in design and in execution and that all reference material has been duly acknowledged.

..... 20/11/2009

L A Ndou

ABSTRACT

The development of a country is wholly dependent on the nature and quality of the resources at its disposal. Human resources are basic to the coordination and mobilisation of all the other resources. Thus a country's education system should be capable to produce highly skilled people capable of harnessing and making efficient, effective and economic use of the resources available. Teachers are an essential resource – the resource – to the country's education system. Their effective management should therefore be paramount to any education district.

There is an incessant outcry that the country is facing a general shortage of teachers. The shortage is more acute in subjects like Maths, Science, and Commerce. This study set out to analyse how the Department of Education, Vhembe District, is managing the situation. The researcher's hypothesis was that the District is in dire straits as far as the supply of the above-mentioned educators is concerned.

The researcher reviewed a wide range of literature in an attempt to understand the phenomena better and to obtain the right, relevant, and latest data available. Books, journals, the electronic print media, and a whole range of government sources like Acts, Regulations, White Papers, and circulars were consulted. A whole chapter was dedicated to the review of legislative framework within which human resources in education takes place.

Scientific research design and methodology was employed in the data gathering process. Ethical considerations were always at the back of the researcher's mind all the time. The researcher ensured that the findings are valid and reliable by ensuring that the population, the sample and the instruments used were carefully chosen and designed. A fairly large sample was used for this study, lending it reliable and generalizable to not only Vhembe District, but to other districts as well.

The study confirmed the researcher's worst fears: the Department of Education, Vhembe District, is facing a critical shortage of Maths, Science, and Commerce educators. What is frightening is that the local university, the University of Venda, is set to produce a very small

number of teacher graduates in the coming three years. The problem is more pronounced in the subjects mentioned above. The District is faced with a ticking time bomb which is going to explode anytime soon: there are currently no students registered for the Bachelor of Commerce in Education degree at the local university. Thus there is a looming serious shortage of Commerce educators in the horizon.

Poor working conditions are making it hard for the profession to attract new teacher trainees. The profession is also experiencing an exodus of young, highly skilled educators as a result. This study noted that the Department is incrementally trying to improve the working conditions for teachers so as to make the profession attractable to young people.

The study concluded that Vhembe District has to move fast to attract local (read South African) educators. The dependency on foreign educators, a much-needed and effective tonic for the time being, cannot benefit the District in the long term. Hence the researcher put forward a number of recommendations that, if implemented, will hopefully result in a turn-around to the District's fortune in the supply and availability of its human resources in education forever.

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DEDICATION

To my loving and caring mother, Vho Tshinakaho Annah Ndou

Vho Tshina! Zwila zwithu zwo ita. Nwana wavho o aluwa.

And

Makhadzi *wa vhana* Lindiwe (*Lindelani*) Ndou

Your singing and chatting was always a welcome distraction

TABLE OF CONTENTS

CHAPTER 1: INTRODUCTION

1.1. Introduction…… 1
1.2. Research question…… 2
1.3. Background to the study…… 2
1.4. Motivation for the study…… 3
1.5. Objectives of the study…… 4
1.6. Significance of the study…… 4
1.7. Literature review…… 5
1.8. Scope of the study…… 13
1.9. Research design and methodology…… 14
1.9.1. Research design…… 14
1.9.2. Research methods …… 14
1.9.3. Data collection methods…… 15
1.9.4. Population…… 16
1.9.5. Sampling…… 17
1.9.6. Data analysis…… 17
1.10. Ethical considerations…… 18
1.11. Delimitation of the study…… 18
1.12. Preliminary chapter outline…… 19
1.13. Summary…… 20

CHAPTER 2: LEGISLATIVE FRAMEWORK OF HUMAN RESOURCE MANAGEMENT IN EDUCATION

2.1. Introduction…… 21
2.2. The Constitution of the Republic of South Africa, 1996
(Act no. 108 of 1996) …… 21
2.3. Employment of Educators Act, 1998 (Act no. 76 of 1998)…… 27

2.4. National Education Policy Act, 1998 (Act no. 27 of 1996)…….. 32

2.5. South African Schools Act, 1996 (Act no. 84 of 1996)…….. 37

2.6. South African Council for Educators Act, 2000 (Act no. 31 of 2000)…….. 40

2.7. Promotion of Administrative Justice Act, 2000 (Act no. 3 of 2000) …… 41

2.8. Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (Act no. 4 of 2000)…….. 43

2.9. Labour Relations Act, 1995 (Act no. 66 of 1995)…….. 44

2.10. Basic Conditions of Employment Act, 1997 (Act no. 75 of 1997) …….. 47

2.11. Occupational Health and Safety Act, 1993 (Act no. 85 of 1993)…….. 48

2.12. General and Further Education and Training Act, 2001 (Act no. 58 of 2001) …….. 49

2.13. Public Service Regulations, 2001 …… 49

2.14. White Paper on e-Education: Transforming Learning and Teaching through Information and Communication Technologies, 2004 …….. 52

2.15. Education White Paper 6: Special Needs Education. Building an inclusive education and training system,2001 …….. 54

2.16. Other legislation affecting education…….. 55

2.17. Summary…… 55

CHAPTER 3: LITERATURE REVIEW

3.1. Introduction…… 57

3.2. The staffing process…… 57

3.2.1. Human resource planning (HRP)…….. 58

3.2.1.1. Human resource inventories…….. 59

3.2.1.2. Enrolment predictions…… 59

3.2.1.3. The supply of human resources…….. 60

3.2.1.4. Reduction in force…….. 61

3.2.1.5. The role of the principal…… 61

3.2.1.6. The cohort survival method…… 61

3.2.2. Recruitment…… 62

3.2.3. Selection and hiring…… 66

3.2.4. Orientation…….. 73

3.2.5. Training and development…….. 74

3.2.6. Movement…….. 76

3.2.7. Separation…… 77

3.3. Continuous professional teacher development (CPTD)…….. 78

3.4. Performance management…….. 80

3.5. Managing diversity…… 85

3.6. Summary…….. 87

CHAPTER 4: RESEARCH DESIGN AND METHODOLOGY

4.1. Introduction…….. 88

4.2. Research design and methodology……..... 88

4.2.1. Research design……..... 89

4.2.2. Research methods……..... 90

4.2.3. Quantitative methods……..... 90

4.2.4. Qualitative methods……..... 91

4.3. Research format……..... 94

4.4. Data collection methods……..... 94

4.5. Population……..... 98

4.6. Sampling……..... 100

4.6.1. Sampling techniques……..... 102

4.7. Validity and reliability……..... 107

4.7.1. Validity……..... 107

4.7.2. Reliability……..... 108

4.8. Data analysis……..... 108

4.9. Summary……..... 112

CHAPTER 5: PRESENTATION AND ANALYSIS OF RESEARCH DATA

5.1. Introduction ……..... 113

5.2. The staffing process……..... 113

5.2.1. Human resource planning……..... 113

5.2.2. The supply of human resources……..... 115

5.2.3. Recruitment……..... 133

5.2.4. Selection and hiring……..... 147

5.2.5. Movement…… 149

5.2.5.1. Promotion…… 149

5.2.5.2. Transfer…… 150

5.2.5.3. Improved career pathing…….. 151

5.3. Performance management…… 156

5.4. Continuous professional teacher development…… 164

5.5. Managing diversity…… 173

5.6. Separation…… 175

5.7. Employment relations…… 177

5.8. Summary…… 183

CHAPTER 6: RECOMMENDATIONS AND CONCLUDING REMARKS

6.1. Introduction…… 184

6.2. Recommendations…… 184

6.3. The limitations of the study…… 191

6.4. Concluding remarks…… 192

CHAPTER 7: BIBLIOGRAPHY

7.1. Books …… 199

7.2. Government sources…… 206

7.3. Journals…… 208

7.4. Electronic media…… 209

7.5. Unpublished materials…… 209

APPENDICES..... 211

ABBREVIATIONS AND ACRONYMS USED IN THIS STUDY

The following abbreviations and acronyms were used in this study:

HRM - Human Resource Management
HRD - Human Resource Development
IQMS - Integrated Quality Management System
CA - Curriculum Advisor
GET - General Education and Training
FET - Further Education and Training
NCS - National Curriculum Statement
HOD - Head of Department
IPET - Initial Professional Educators Training
CPTD - Continuous Professional Teachers Development
HRP - Human Resource Planning
OSD - Occupation Specific Dispensation
CASS - Continuous Assessment
INSET - In-Service Training
NPDE - National Professional Diploma in Education
SGB - School Governing Body
DoE - Department of Education

CHAPTER 1

INTRODUCTION

1.1. Introduction

South Africa's education system was characterized by inequality, segregation, and exclusion. There were, for instance, many departments that were responsible for the running of the different systems – departments that came about as a direct result of the apartheid policies of the time. The dawn of democracy, in 1994, changed the education landscape forever. One national department was created to run the country's educational affairs. Provincial departments (nine in number) were given some limited administrative powers – limited in the sense that they have to (always) act within the mandate of not only the Constitution of the country but, also, within the mandate of the national department.

The Limpopo Provincial Education Department (LPED) is an offspring of the democratic dispensation alluded to above. LPED is comprised of five districts, namely: Vhembe, Capricorn, Mopani, Waterberg, and Sekhukhune. These districts are responsible for the day to day running of schools, which includes, but not limited to, the implementation of policies, regulations, and directives from both the provincial and the national department.

This study will analyse, critically, the human resource management (HRM) in the Department of Education (DoE), Vhembe District.

1.2. Research question

According to Polit and Beck (2004:65) a research question is a "*specific query researchers want to answer in addressing (a) problem*". The research question for this study is the following:

How does the district aim to attract, so as to ensure that there is a readily available pool of prospective educators; to recruit, so that all the vacancies are timeously filled by motivated, competent, and properly qualified educators; to train and develop educators; and to retain those with scarce skills like Mathematics, Physical Science, and Commerce?

1.3. Background to the study

The DoE: Vhembe District comprises five former colleges of education under its control, namely Makhado College of Education, Venda College of Education, Tshisimani College of Education, Xingwedzi College of Education, and Ramaano Mbulaheni Training College. These colleges have now been transformed into Education Multi-Purpose Centres. There was an over-production of educators from these colleges, with the result that the District was (and still is, in some subject areas) flooded with educators who cannot be absorbed into the mainstream public or private schools. The problem is, however, not confined to Vhembe District only, but it is a national problem. Mangosuthu Buthelezi, for example, made the following remark at Adams College graduation ceremony: "today, each of these college graduates teachers of all races and we are thus facing an over-supply of teachers. As a result, many trained teachers are struggling to find employment". It is in this light that DoE was forced to discontinue educator training programs in all colleges of education, including those mentioned above.

The University of Venda, not directly controlled by the DoE in terms of trainee educator intake, also produced educators *en masse*, adding to the woes faced by the government. The new democratic government froze all new educator appointments up until 2003, when Deputy Principals' posts, advertised in 2002, were filled. Unemployed educators became frustrated and demoralized. Some joined the public service; some the private sector whilst others took up positions in the local and district municipalities which came about as a direct result of the democratic order alluded to above. The former lecturers also deserted their institutions in droves. Consequently there are not enough of them left to run training and developmental workshops on, for example, the National Curriculum Statement, especially in subjects like Mathematics, Physical Science and Commerce. Vacant posts left by school-based educators who were appointed to curriculum advisory posts remain vacant because there are no available recruits to fill them – the problem is more apparent especially in the subjects mentioned above. Given this scenario, this researcher set out to investigate and analyse the measures/strategies the District has in place to avoid being dysfunctional.

The organigrams of the DoE: Vhembe District and schools are illustrated in Appendix 18 and 19 respectively.

1.4. Motivation for the study

This study is motivated by the challenges posed to the education department in general and to HR practitioners in particular in carrying out the government's policy of managing people in a transformed public service as articulated in the White Paper on Human Resource Management in the Public Service. Special attention will be paid to the following chapters:

- Chapter 3: Changing the human resource management culture.
- Chapter 4: A new framework for human resource management.
- Chapter 5: Human resource management in practice.

- Chapter 6: Termination of service
- Chapter 7: Implementation.

1.5. Objectives of the study

The DoE (Vhembe District) seems to be failing and/or experiencing severe challenges in implementing HRM policies as laid down in the White Paper on HRM in the Public Service (WPHRMPS). This study aims to analyse and bring to the fore the degree, nature, and extent of the problem/challenge.

The specific objectives of this study are to:

a). Analyse the present practices with the aim of finding out whether they are succeeding or not in attracting, recruiting, and retaining educators;

b). critically analyse how the vision of the White Paper on HRM in the Public Service is being carried out. The vision reads as follows: *human resource management in the public service will result in a diverse, competent and well-managed workforce, capable of and committed to delivering high quality services to the people of South Africa* (WPHRMPS, 1997:10); and

c). come up with recommendations on how the district can avoid being dysfunctional.

1.6. Significance of the study

The DoE needs competent, motivated, and highly qualified educators to carry out its mandate: delivering cost-effective quality education to all South Africans utilizing the human resource at its disposal in an economic, effective and efficient way.

This study will attempt to find out if the current implementation of the policies is sufficient to ensure a stable educator corps and/or if there are gaps that need to be plugged. The researcher will strive to be both objective and unbiased in the reporting of

the findings. The DoE will, as a result, benefit immensely from this study. Of particular significance will be the recommendations to be found in Chapter 6: Conclusion and Recommendations.

This study will also help other social researchers and interested persons in that the researcher intends to add to human knowledge and understanding. This is in line with the recommendations made by Walsh (2001:70-71) concerning studies of this nature.

The researcher will, according to the stipulations in provincial circular no.12, dated 29 January 2004, provide the Department with a copy of the dissertation after the completion of the study.

1.7. Literature review

Scholars are unanimous in that people are the most important asset of any organization – *"a most valuable resource"* – according to Witzel (2004:71). The modern term for this human component of organizations is "human resources". Human resources are vital in determining the long term effectiveness of any organization. As such it is of utmost importance that organizations should have good plans in place – to ensure that they function optimally all the times.

The WPHRMPS (1997:10) empowers, and gives ultimate responsibility, to national and provincial education departments to plan and manage their human resources so that they can meet their strategic and operational objectives. They should thus engage in strategic and operational planning too. Manzini & Gridley (1986:5) define strategic and operational planning as follows:

a) *Strategic planning is the long range view of where the organization is headed, a picture of the prospective organization and its human resource needs five, ten or more years away on the planning horizon, and*

b) *Operational planning is planning based on the actual human resource requirements for the work of the organization now and in the immediate future.*

For organizations to operate optimally, efficiently, effectively, and economically, sound human resource planning (HRP) must be diligently pursued and carried out. HRP involves forecasting the future supply of employees within the organization, and designing programs to correct the discrepancy between the two (Gatewood *et al*, 1995:395). According to Witzel (2004:76) HRP seeks answers to the following questions:

> *What special skills will be needed? What types of people will be required? What part of growth needs can be met by training and developing people already in the organization and how many new people will need to be recruited?*

According to Cowley & James (1994:3) planning is essential to creating the right kind of organization and ensuring that it is properly staffed. They also maintain that it ensures that the right numbers and quality of staff are recruited, retained, trained and motivated. Manzini & Gridley (1986:213) maintain that proper HRP can 'close the gap' between the human resources in today's organization and future demands dictated by strategic and operational planning.

HRP is thus closely related to the management function of **staffing** – *"the process by which organizations ensure that they have the number and types of people needed – at the times and places they're needed – to create, produce, and deliver the organization's products and services"* (Hellriegel *et al*, 2006:239). According to Plunkett & Attner (1992:291) staffing is a process comprised of planning, recruitment, and selection and hiring, orientation, movement and separation.

The study will also analyze the recruitment process followed by the Department. The policy/policies in place will also come under close scrutiny. According to Swanepoel *et al*

(1998:260) a recruitment policy *"stipulates broad guidelines on how an organization intends to deal with recruitment".* It is developed largely to provide broad guidelines, and the procedures to provide more detailed guidelines to assist in attracting qualified candidates at minimum cost and time and to help managers make the correct decisions.

Recruitment, which is defined (Dowling, Schuller, & De Welch, 1994:51) as *"the searching for and obtaining potential job candidates in sufficient numbers and quality so that the organization can select the most appropriate people to fill its needs"*, is also defined (Swanepoel, 1998:259) as:

> *Those activities in human resource management which are undertaken in order to attract job candidates who have the necessary potential, competencies and traits to fill job needs and to assist the organization in achieving its objectives.*

The DoE: Vhembe District, just like many other employer organizations, is likely to be experiencing the problem of having to deal with an inadequate supply of talented and skilled workers, where the demand for talented workers is higher than the supply (Bakos, 2007:33). The Department's problems could be exacerbated by the fact that the Public Service is currently facing a major challenge of attracting people to its organizations. According to the Public Service Commission Report on the Causes and Effects of Mobility amongst Senior Management Service and Professional staff in the Public Service (The PSC Report) the explanations for the difficulties range from comparative low pay, negative image of public service, continuous criticism of public officials, stifling bureaucracy and limited opportunities for upward mobility. According to the WPHRMPS (1997:22) human resources is the responsibility of circuit offices and districts. The paper states that human resources will, *to the greatest extent possible, be managed by those closest to the point of delivery.* As stated previously, this study will analyze the successes/challenges the DoE: Vhembe District is encountering with regard to this issue. Of particular concern will be the statement made by the Acting HOD, Dr M Nkadibeng in the DoE Annual Report 2005-2006: *"the Department's funding challenge particularly in respect of Human resources remains a major obstacle to service delivery".*

The process that follows directly on recruitment is selection. **Selection** (Swanepoel *et al*, 1998:280) is the process of trying to determine individuals which best match particular jobs in the organizational context, taking into account individual differences, the requirements of the job and the organization's internal and external environments. The WPHRMPS (1997:35) recommends that selection should be done on merit to ensure that the public service recruits and promotes people of the highest caliber. According to Dubois, Rothwell, Stern and Kemp (2004:96) selection is:

> *A process that reduces the list of applicants to those who are most qualified to achieve the desired outputs or results. During the process, HR practitioners try to predict which applicant will be most successful and will best fit the job and the (organization) culture.*

The WPHRMPS (1997:35) recommends the following basic principles to be applied during the process: job related selection and criteria; fairness; equity; and transparency.

According to Szilagyi (1988:372) matching is the basis of the selection process. The organization decides whether the candidate's qualifications match the needs of the job, on one hand; on the other hand *"the candidate decides whether or not the job in the organization matches personal goals and needs".*

According to Dyer *et al* (1990:500) the face-to-face questioning of the applicant (interview) is a key activity in the selection process. Other methods of evaluation (Szilagyi, 1988:362) include application forms (blanks), testing, reference checks, and assessment centres. Applicants are also requested to supply personal resume, which gives important information about their background and experiences (Dyer *et al*, 1990:500). These methods will be analyzed in this study – which ones are used, and/or how effective they are.

Orientation - the activities involved in introducing the individual to the organization – provides the foundation for the new employee to begin to function comfortably and effectively on the new job (Szilagyi, 1988:372). This very important step integrates the newly hired employee into the organization. According to Dyer *et al* (1990:503) it is a norm in many organizations to orient the new person to the expectations, requirements, standards, and programs of the organization. This is usually accomplished through a well-structured orientation programme.

A good **induction** programme helps to integrate selected and hired people into the organization. Kempton (1995:83) maintains that an effective induction programme will, amongst others: *introduce new starters to the culture of the organization; provide information on terms, benefits and other important information; allow new starters to meet others in a similar position; and identify any training required to ensure that the new employees become productive as soon as possible.*

Serving employees need to be constantly and timeously trained and developed so that they can remain focused, productive and motivated, and upgrade their skills. **Training** (Szilagyi, 1988:383; Dyer *et al*, 1990:504; Plunkett & Attner, 1992:314; Bierema, 2000:19.7; Hellriegel *et al*, 2006:245) is an education programme aimed at improving the employee's current job performance. Training is thus not only given to new recruits, but also to older ones with the aim of improving performance. According to Stott & Walker (1992:306) training is *"the process of teaching or exposing an employee to a skill or knowledge which enhances his competence to perform a task more effectively, and so contributes to the realization of the group's goals"*. Bothma (2007:22) maintains that training is required to ensure that employees maintain and grow their skills base to ensure that they are able to become high performers. The training of employees is a necessity when departments want to keep track of new developments and meet the expectations of their internal and external environments (Journal of Public Administration, 2003:461).

According to Szilagyi (1988:362) **development** is mainly concerned with the preparation of an employee for additional responsibility or advancement. Stott & Walker (1992:307), on the other hand, maintain that development *"aims to provide an employee with the opportunity to apply knowledge and experience to a range of situations or to the resolution of new or different problems".* The implication is that this is not a once-off process for managers and employees but one which they should be engaged in throughout their working lives.

The MEC for Education (Limpopo), Dr PA Motsoaledi has the following to say concerning development: *"the development of educators to enable them to improve learner performance will continue to be on our list of priorities. This will ensure implementation of NCS more effectively"* (DoE Annual Performance Plan 2007/8 – 2009/10). Development includes, but is not limited to, formal education. The Public Service Minister, Mrs Geraldine Fraser-Moleketi, cautions against over-certification or over-emphasizing formal education in developing employees. In her preface to the Human Resources Development Strategy for the Public Service, 2002 – 2006 she maintains that:

> *The continued certification of individuals in ever increasing numbers is not the final outcome that we have in mind. We want to see that any development opportunity translate in greater effectiveness in the performance of the individual in their responsibilities.*

The training and development of educators by the DoE: Vhembe District, in particular, will be critically analyzed by this study.

Managers are also responsible for managing and appraising/evaluating the performance of their subordinate employees. Performance management, which also involves assessment, is aimed at identifying strengths and weaknesses, in order to recognize and reward good performance, and manage poor performance (WPHRMPS, 1997:14). Performance management is also aimed (Dubois *et al*, 2004:23) at producing exemplars – people who have passion for the work they do and are willing to 'go the extra mile'.

According to Curry (2000:15.6) employers adopt performance management processes *"primarily to help employees perform more effectively in their current positions and to be successful in accomplishing organizational goals".* These sentiments are also echoed by the Department of Public Service and Administration (2001:6): *"performance management is aimed at optimizing the potential and current employee output in terms of quality and quantity, increasing the total organizational performance".*

According to Swanepoel *et al* (1998:372) and Szilagyi (1988:594) performance appraisal is a formal and systematic process by means of which job-relevant strengths and weaknesses of employees are identified, measured, recorded and developed. This process involves (Witzel, 2004:72):

> *Looking at individual staff members, and sometimes also at groups and teams, to see how well they are performing their duties and how effective they are being, in order to ensure that work is carried out as planned, and also in order to identify people who might be promoted or moved into other roles where they can be even more effective.*

The performance management system for school-based educators is commonly known as the Integrated Quality Management System (IQMS). IQMS is an offspring of the Education Labour Relations Council (ELRC) Collective Agreement number 8 of 2003, assented to on 27 August 2003. This study will analyze how this process is faring in its pursuit of developing schools and educators alike.

The career management of educators also includes such diverse aspects as promotion, redeployment, and staff reductions. Career management, of late, is no longer the sole concern of organizations. According to Leana & Feldman (2000:24.5) career management has become more of an individual than an organizational concern because employees and employers alike have become less loyal to one another. Whether this statement applies to educators, too, and the DoE: Vhembe District remains to be seen in this study.

The HR department must ensure that a vibrant and healthy relationship exists between employees and their organization all the times. According to Swanepoel (1998:16) an employment relationship comes into being when a person is employed by someone else and makes themselves available to work in exchange for some form of remuneration. Money is central to this relationship. Labour relations also entails that managers have to deal with employees organized into a union. Section 23.2(a) of the Bill of Rights gives workers (educators included) the right to form and join trade unions. Trade unions always engage employers in collective bargaining processes.

The District must also plan for staff turnover and attrition. According to Cowley & James (1994:16) a high labour turnover is *"frequently an indication of low morale, poor supervision, unsatisfying work or poor working conditions"*. Fisher *et al* (1990:11) maintain that voluntary turnover, which they define as the departure of current employees for other work opportunities, is generally a result of several factors, including the personal characteristics of an employee, economic conditions and other job or career alternatives. They also argue that employees with the best qualifications always find it easier to develop employment alternatives. Too little turnover may be evidence of an organization that is static while too much turnover may indicate profound problems with employee management and organizational administration (PSC Report, 8). It is a major concern that skilled, experienced, and well-qualified educators are leaving the Department in droves.

Educators are also lost to the profession through natural processes, such as dying, either from natural or unnatural causes. According to the Annual Report 2005/2006, HIV and AIDS has the potential to disrupt the department's core responsibility of delivering quality curriculum to all the learners. This is a tacit admission that the HIV/AIDS pandemic is wreaking havoc in the Department in general, and in the teaching profession in particular.

Educators' contracts are sometimes terminated for reasons ranging from incapacity, misconduct, age, and/or contractual obligations. The extent of the above cases of turnover will not be easy to determine, as systems like PERSAL, which should provide reliable data, almost always does not do so. According to the PSC Report most departments do not keep statistics on mobility, and the information from PERSAL is not only unreliable, but is also not updated on a regular basis.

According to Donnelly *et al* (1995:449) HRM occurs in an environment in which laws and regulations must be followed. Chapter Two of this study will examine various laws, statutes, and regulations. The Constitution of the Republic of South Africa (Act 108 of 1996), the White Paper on Human Resource Management in the Public Service (1997), and the Employment of Educators Act (Act 76 of 1998) will form the basis of the chapter. The premise will always be that the Constitution is the supreme law of the country and any law that is in conflict with it is thus null and void.

1.8. Scope of the study

This study will be limited to human resource management in the Department of Education, Vhembe District.

The problems likely to be encountered are: reluctance and refusal (by HR Division) to divulge department's plans and reports on its human resources; difficulties in obtaining statistics/data needed – statistics on, for example, the extent of voluntary turnover in the district as measured over a certain period; and officials' unwillingness to be responsible for the dissemination of information

1.9. Research design and methodology

Scientific research methods are going to be used for this study. This is necessary because the study is not solely grounded on theory. Facts and data will be unearthed that will add to human knowledge and understanding; that will also lead to the solving of existing and potential future problems. This study is thus categorized under empirical research. According to Stoker, in Schnetler (1989:100) *any empirical-scientific investigation commences with a statement of intent in which both the problem to be investigated and the field to be covered should be clearly described and demarcated.* The researcher fulfilled this requirement.

1.9.1. Research design

According to Adams and Shvaneveldt (1991:103) a research design is "*a plan, blueprint or guide for data collection and interpretation – sets of rules that enable the investigator to conceptualise and observe the problem under study*".

This study is going to use a combination of quantitative and qualitative research designs. Quantitative data collecting methods are going to be used because data in the form of numbers will be needed. Qualitative methods will also be used because most of the data to be gathered couldn't be quantified – expressed in terms of numbers. Words will have to be used to explain such data.

1.9.2. Research methods

Research methods refer to the tools the researcher uses to gather data, such as questionnaires and/or interviews. This study will be of the survey type. A combination of the quantitative and qualitative methods will be used.

According to Walsh (2001:7) quantitative studies always seek numerical data. Researchers, in this kind of study, set out to collect data that measures *"how many"*, *"how often"*? Dawson (2006:15) maintains that quantitative research generates statistics.

This study will set out to determine, for instance, the annual turnover of educators. This will require the use of mathematical formula to determine the exact number of educators who have left the profession in a particular year. Questionnaires will be designed with the above purpose in mind.

Both numerical and non-numerical data will be collected for this study. Qualitative research explores attitudes, behaviour and experiences through such methods as interviews or focus groups (Dawson, 2006:14). Structured and unstructured interviews will be held with different HRM stakeholders (as listed in the research sample).

1.9.3. Data collection methods

Primary data will be used for this research. Blaire and Higson-Smith (2000:97) describes primary data as data collected by the researcher for the purpose of a particular study. This could be data collected or derived from primary sources. Primary sources are defined as the first publication of a piece of work (Sharp, Peters & Howard, 2002:74). Some of the primary sources to be used in this study are: *theses and dissertations* - theses and dissertations that have just been completed, and have a bearing on the research will be consulted as they may constitute yet another useful source of ideas; *Annual reports*, for example, those issued by the Public Service Commission and the Department of Education; *Codes of practice* like those contained in the South African Council of Educators Code of Conduct; and *Newspapers*.

The data collection methods that will be used are interviews and questionnaire.
Qualitative interviews are largely going to be used.

The researcher will also use secondary data for this study. The researcher will obtain secondary data as a second hand report or record (Walsh, 2001:8). Secondary data is data not found or originated by the researcher, but found from elsewhere – a secondary source. This is usually data collected by other investigators in connection with other research problems, or as part of the usual gathering of social data (Blaire & Higson-Smith, 2000:97).

Secondary sources that will be used will include, amongst others, textbooks, abstracts, paper reviews in primary journals, journals covering a specific literature (human resource management), and the internet.

Literature review is the preferred method to be used to collect secondary data. According to Polit and Beck (2004:89) research is usually undertaken within the context of an existing knowledge. Creswell (2005:79) defines a literature review as *a written summary of journal articles, books and other documents that describes the past and current state of information, organizes the literature into topics, and documents a need for a proposal study.*

Books and journals are going to be the major source of data. White

Papers, Acts and Regulations, government gazettes – to mention but a few – will also be used as sources of information. The electronic and print media, in brief, will be consulted as valuable sources of secondary data.

1.9.4. Population

Participants in a survey are scientifically known as a population. According to Cozby (1993:58); Walizer and Wienir (1978:426); Kerlinger (1986), cited in Burns and Grove (1997:51) all the elements (individuals, objects, or substances) that meet certain criteria for inclusion in a research forms the research population of that research. This concept is best summarized by Blaire and Higson-Smith in these words: *(a population is) the entire set of objects or people which is the focus of the research and about which the*

researcher wants to determine some characteristics. The participants in this research will be HR managers at circuit offices and district levels of the DoE and staff in the Department of Teacher Education, University of Venda.

1.9.5. Sampling

Sampling is the process whereby researchers choose a smaller, more manageable number of people to take part in their research (Dawson, 2006:48). Glastonbury and Mackean (1991:229) maintain that sampling, as a method, is often used where resources are not available to study all possible information. Such is the case with this research.

This study will use probability sampling. The basic principle of probability sampling is that "*a sample will be representative of the population from which it is selected if all members of the population have an equal chance of being selected in the sample*" (Babbie, 1990:71).

The proposed sample size will be as follows:

- 12 circuit managers spread throughout the district;
- 4 HRM practitioners/managers from Vhembe district, Thohoyandou; and
- The HOD: Department of Teacher Education, University of Venda, Thohoyandou.

1.9.6. Data analysis

According to Walsh (2001:7) the term "data" refers to the items of information that are produced through research. "Analysis" means separating something that's 'whole' into its component parts so that it can be studied. Data analyses "*entail categorizing, ordering, manipulating, and summarizing the data and describing them in meaningful terms*" (Brink, 1996:178).

This study will produce both quantitative and qualitative data. Quantitative data are always in the form of numbers and qualitative data need words to express. Data analysis would entail counting and grouping together answers that are given to each closed question in a questionnaire, and counting and grouping into categories similar types of answers given to open questions (Walsh, 2001:80).

1.10. Ethical considerations

Research "ethics" refer to the standards of behaviour and the practical procedures that researchers are expected to follow (Walsh, 2001:70). Social research involves collecting data from people, and about people. This is an issue that raises ethical concerns (Goddard and Melville, 2001:49).

The researcher will ensure that the following key criteria (for an ethical compliant research) are observed: *protection of rights*, for example the right to remain anonymous; *protection from harm*; and *positive contribution*: the research "*will add to human knowledge and understanding*" (Walsh, 2001:70-71).

The researcher will apply for permission to conduct research in Vhembe district; various circuit offices and the University of Venda.

The researcher will be scientifically honest throughout the study and will avoid the following kinds of dishonesty (Brink, 1996:47): fabrication, falsification or forging information/data/events; manipulation of design and methods; selective retaining or manipulation of data; and plagiarism.

1.11. Delimitation of the study

It may be impossible for the researcher to provide a detailed, extensive and exhaustive coverage of the issue under discussion due to time and financial constraints. Valuable information may not be available or if available, it might not be for public consumption.

The PSC Report notes that the PERSAL system contains unreliable and mostly outdated data; that provincial departments rarely hold exit interviews – statistics indicate that only 2 exit interviews are likely to be held for every 10 resignations. The Limpopo DoE is undergoing a major restructuring process and as such some of the information may still be under wraps pending approval by the executive authority. The above notwithstanding, this study will try to portray an accurate and well-researched report.
This study will thus focus mainly on human resource management in secondary schools in the DoE: Vhembe District, Limpopo Province of the Republic of South Africa.

1.12. Preliminary chapter outline

The first chapter introduces the research, provides the research question, background for the study, the motivation for the study, objectives of the study, significance of the study, literature review, scope of the study, research design and methodology, ethical considerations, delimitation of the study, and a preliminary chapter outline.

Chapter two will attempt to put HRM within the legislative framework. The researcher will review as much legislation as possible. These are legislations that have a bearing, direct or indirect, to human resource management, with special reference to school-based educators.

Chapter three will provide a detailed review of relevant literature. The basis for all the reviewed literature will be their relationship with HRM as espoused in the White Paper on Human Resource Management in the Public Service.

Chapter four will detail the methodology, research design and the research methods used for collecting data.

Chapter five will give an exhaustive and detailed presentation and analysis of data.

Chapter six concludes the research. Recommendations and issues requiring further research are made and identified.

1.13. SUMMARY

Chapter 1 introduced the topic under discussion. The education system, before and after South Africa discarded the abhorrent policy of apartheid into the gutter, was discussed.

The research question, which gave rise to the need for a study of this nature, was explicitly stated. The background to the study; the motivation for the study; the objectives of the study; and the significance of the study are also some of the topics that were discussed at length. The chapter also reviewed a substantial amount of relevant literature. The following topics were also discussed: the scope of the study; the research design and methodology; the ethical considerations; and the delimitation of the study. The chapter was concluded with a preliminary chapter outline, giving readers a glimpse of the study's planned make up.

CHAPTER 2

LEGISLATIVE FRAMEWORK OF HUMAN RESOURCE MANAGEMENT IN EDUCATION

2.1. Introduction

Human resource management in education takes place within a prescribed legislative framework. Human resource management (HRM) in education is a broad topic which cannot be justifiably covered within the confines of this study and as such HRM, with specific reference to school-based educators in the Vhembe Education Department will be dealt with. Every effort will be made to give an exhaustive review of all legislative pieces that have a bearing, direct or indirect, on HRM of educators in public schools, both within and outside the district, provincially and nationally.

2.2. The Constitution of the Republic of South Africa, 1996 (Act no. 108 of 1996)

The Constitution of the Republic of South Africa, Act no. 108 of 1996, has a great impact on education. It is basically the main source of South African law after 1993. Chapter 1.2 states the supremacy of the Constitution: *This Constitution is the supreme law of the Republic; law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled.* This implies that "every other form of legislation, custom, judicial decision or common law must comply with the provisions of the Constitution or else it will be invalid *ab initio* (from the onset) (Shaba, *et al*: 2003:8).

The Bill of Rights applies to all law and binds legislation, the judiciary and all organs of state (section 8(1)). The Department of Education is an administrative organ of state and as such it is bound by the provisions in this chapter.

HRM practitioners must always ensure that the provisions in chapter 2: Bill of Rights are observed to the letter. First and foremost is the equality clause – *everyone is equal before the law* (9.1). This clause plays an important role in the way educators, parents and learners are treated. It is this clause which informs the unconstitutionality of refusing admission of learners on grounds of aptitude tests results. Aptitude tests are, in fact, not to be administered in any public schools for purposes of determining suitability or non-suitability of learners for admission. And yet it is not so long ago that well-performing schools like Mbilwi secondary schools were ignominiously flaunting this clause. The clause also makes it illegal to exclude learners from a public school on the grounds of the language used as a medium of instruction in such a school. HRM must ensure that educators are not only conversant with this clause, but are also implementing it.

HRM must also ensure that there is no discrimination in terms of employment of educators. Section 9(3) lists some common grounds of discrimination which must be guarded against. These include discrimination based on race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language, and birth.

Section 10 states that *everyone has inherent dignity and the right to have their dignity respected and protected.* It is this clause which forbids educators to effect any form of corporal punishment on learners. Corporal punishment, although outlawed, is still being practiced in many public schools, albeit discreetly and largely hidden from the public eye. At a parents' meeting this researcher attended (in 2007) the principal openly informed the parents and guardians that corporal punishment is still being practiced in the school and challenged those not comfortable with the practice to remove their kids from the school. Surprisingly, nobody challenged the principal. I must hasten to add that the audience comprised largely educated people like educators and school principals. The fact that the parents/guardians did not challenge the principal does not necessarily

mean that they are all in support of the practice; and it also does not give the principal the right to act with impunity as the practice is outlawed. HRM must therefore ensure that the clause is adhered to as failure to observe it may lead to judicial actions and, possibly, litigation.

Section 4 bestows the right to privacy not only to educators, but also to learners within the education system. This clause makes it unconstitutional for educators to make random searches on the bodies and possessions of learners; their private communication systems (cellular phones, for example) without their or their parents' consent. A debate is still raging on concerning this clause as it is alleged that it unnecessarily puts the lives of educators and learners at risk of unruly and criminally oriented learners. A case in point is the stabbing incident in one of the schools in the district wherein a learner was stabbed to death in a dispute over a desk. Some schools have employed security guards who search learners and their bags for dangerous weapons. Unfortunately these guards cannot, in many instances, cope with the huge numbers of learners they have to search and these searches then tend to be merely academic.

Section 15 A-C deals with freedom of religion, belief and opinion. This is a contentious clause which is sometimes abused by educators and learners alike. Educators may experience problems admitting a male learner who has grown a beard as a result of some religious observances to a school where the policy forbids male students from growing beard. This section makes attendance to religious gatherings at school voluntary. This clause is often abused by learners and educators who arrive to school late, citing that they are not late for the school but were only excusing themselves from the assembly where prayers are said. Learners and educators who claim the right to be excluded from assembly on conscientious grounds could be excluded from the religious component of assembly, but still take part when important decisions and

announcements are made (Shaba *et al*, 2003:13). In many of the public schools in the district Christian observances are almost always the order of the day.

HRM must also ensure that educators and learners' rights to freedom of expression are respected. Section 16(2) puts a limit to such freedoms. HRM must observe and respect educators' rights to assemble, demonstrate, and picket and to present petitions. The only precondition is that such an assembly should be peaceful and the participants unarmed.

Section 18 informs human resource managers of educators' rights to freedom of association. It is debatable whether the demand for educators to register with and make monthly contributions to the South African Council for Educators is a violation of this right. Section 19 entitles educators to a right to join, form, recruit and/or campaign for a political party of their choice. Educators are, therefore, protected from undue harassment arising out of their political affiliations. Educators openly displayed their political preferences during the April 22 national elections, with some wearing or sporting party regalia of one sort or another, even during official hours. Many were seen openly campaigning for a party of their choice. It is beyond the scope of this research to determine the effect such practices have on the culture of teaching and learning.

The Constitution bestows the right to fair labour practices in section 23 (1, 2: a-b). This right entitles educators to form and join a trade union of their choice and to participate in its activities. Unionized educators have the right to assemble for union activities. Unfortunately they (educators) abuse this right as they usually hold their meetings during official hours, to the detriment of learners who are more often than not left unattended. The Department and the union have an agreement to the effect that union meetings and workshops should start not earlier than twelve o'clock. Although the activities themselves may start at the stipulated time, educators usually leave their working stations much earlier due, in some circumstances, to unreliable and erratic

transport system. This researcher has noticed that even members belonging to a rival union will leave their stations to attend to their own personal businesses, leaving learners unattended in the process. There is also no mechanism in place to ensure that educators who leave school for union or workshop activities do indeed attend those activities. It is worth noting that because of the good relationship existing between the unions and the Department, educators are protected from undue harassment arising out of their political or union affiliations.

South Africa is currently experiencing a serious housing backlog. The Freedom Charter, adopted by the African National Congress, the ruling party, clearly advocates for the people's right to houses, security and comfort. Section 26 (Constitution, 1996) puts an emphasis to this demand by making it a right to be enjoyed by all the citizens of the Republic. HRM must ensure that educators have access to not only quality but also affordable houses. The Constitution puts an obligation to the state to make sure that this right is realized. It is worth noting that educators are presently receiving a five hundred rand per month housing allowance (DoE teachers' salary slip). The housing subsidy was R403.00 per month in 2007. Thulas Nxesi was remarked that "teachers could not afford decent houses because of the low housing subsidy" (City Press, 2007).Given the present high prices of houses coupled with high bond repayments resulting from high interest rates, the housing allowance is just not sufficient to enable educators to buy decent houses. Landman and Napier (2009: 1 – 7) made the following shocking revelation: *house price data indicate(s) that the cheapest house on the formal market, or formal market entry housing, exceeds R200 000, requiring a monthly income of over R11 000 on a loan installment of R3 400.* Many educators, especially those staying in towns, are now finding it very difficult to buy a house for themselves and their families. HRM must ensure that the *progressive realization of this right* becomes a reality as it is still but a pipedream to many educators – the allowance is simply not enough.

Section 29 informs educators not to exclude anyone from receiving a basic education, including adult basic education. The South African Schools Act, 1996 (Act no.84 of 1996) has been promulgated to give effect to this clause. Education is compulsory for all children under 15 years of age or up until grade 9, whichever comes first.

Section 32 gives educators and learners the right to access to information held by the state or by an organ of state. According to this section, educators or public schools should not withdraw school reports in *instances where learners owe fees or have not returned books given to them by the Department through the school* (Shaba *et al*, 2003:16). This is a serious challenge to HRM in education as schools are still guilty of this practice. HRM must come up with an alternative to assist schools not only to collect fees due to them, but also to recover any resource materials given to the learners during the course of their studies. HRM must also ensure that educators have access to information held by the state which they might need to further their interests. Parents of learners may also invoke this right to gain access to information held by the state or by an organ of state (school) if such information can help them prepare for a defense against an unjust administrative action which may include, but is not limited to, suspension and expulsion.

According to Shaba *et al* (2003:16) a just administrative action requires that every decision taken by an administrative body, such as the Head of Department of education in the province, a school's governing body, etc., must be lawful, reasonable and procedurally fair. The right to access to information goes a long way to ensure just administrative action in schools.

It should be noted, however, that the rights discussed above are not absolute and are subject to limitations as stated in section 36: Limitation of rights (Constitution, 1996). HRM must therefore ensure that educators and learners alike always act according to

the Constitution and in consideration of other fellow citizens, the environment and the country at large.

2.3. Employment of Educators Act, 1998 (Act no. 76 of 1998)

This is a very important law for school-based educators in public schools. All school-based educators in public schools are employed under this Act. The Act provides for the employment conditions of educators at public schools, further education and training institutions, departmental offices and adult basic education centres. For the purposes of this study, the discussion will centre on the Act *vis-à-vis* human resource management of school-based educators.

Chapter 2, sections 4 and 5 deals with conditions of service and educator establishment. These sections set out to explain who determines salaries; how salaries are determined; who creates educator posts and how such posts are created. Educators' salaries are determined at the national level in consultation with the Public Service Coordinating Bargaining Council (PSCBC). According to paragraph 2.1.(b) the Member of the Executive Council is responsible for the creation of educator post establishment of a provincial department of education.

Chapter 3 of the Act deals with appointments, promotions, transfers and secondment of educators. HRM must pay particular attention to this section as it affects the quality of teaching and learning at schools. Human resources must be effectively and efficiently utilized in order to get optimum performance out of them. This chapter also deals with the appointment of educators on probation. HRM must ensure that educators who are employed on probation do so for a specified period and receive the necessary mentoring, coaching and support so that they may perform satisfactorily for their permanent appointments to be confirmed. Conditions under which probation can be

extended; permanent appointments can be confirmed are elaborated on in this Act. HRM must pay particular attention to section 3(4) which reads thus:

> *Appointment on probation shall be deemed to continue until the educator concerned is notified in writing by the employer that his or her probationary appointment*
>
> *(a) has been confirmed; or*
>
> *(b) has not been confirmed; or*
>
> *(c) has been extended for a further period.*

This researcher notes that educators who have been promoted and were placed under probation never received written confirmation affirming their permanent appointments to their posts. School principals are also in the dark as to what support and criteria to use to determine whether an appointee on probation is suitable to be permanently appointed or not. This researcher is yet to find an educator who has been on probation and was not permanently appointed to the post or had his/her probation period extended.

HRM must ensure that each institution keeps an attendance register for educators. Section 24 exhorts educators not only to keep an attendance register, but also to use it to record their times of arrival at and their departure from their place of duty. HRM must see to it that this regulation is strictly enforced and educators do not pay lip service to its observance – an example of this being a case where educators complete attendance registers only once per week, usually on Fridays, covering for all the days in the week. Cases of educators who do not sign attendance registers are also in abundance. These educators take advantage of the fact that their managers can do no more than pleading with them to comply with the departmental requirements of observing and complying with the attendance registers. The department is also not very strict in enforcing the observance of the attendance registers in schools as there are no punitive measures that are known to have been affected for non-compliance. This is a clear challenge facing HRM at the district.

It is of vital importance that educators constantly develop themselves, both professionally and academically. HRM must encourage educators to be life-long learners so that they stay abreast of current issues and trends. Section 48 of the Act makes provision for educator development through the granting of special leave for study purposes. This section spells out conditions under which special leave may be granted and guidance on how educators can best utilize the available days for study purposes. Study leave may be granted on a full-pay, half-pay or no-pay basis depending on the number of days available to the educator for use for this purpose. The Vhembe Education department, in line with the provincial policy, only grants extended study leave to educators who are pursuing prioritized fields or subjects – subjects like Mathematics, Physical Science and Commerce.

Section 50 of this Act deals with conditions under which special leave for examination purposes can be granted and utilized. According to this section *an educator may be granted special leave for examination purposes with full pay for each day on which such an educator sits as a candidate for an examination approved for the purpose by the employer.* It is worth noting that educators do not submit the names of courses, certificates, diplomas or degrees to the District for permission to undertake such studies. The result is that educators utilize this special leave writing examinations that have nothing to do with learning and teaching and thus have no place in the academic calendar. This is a challenge facing HRM in education. Effective control of what educators are studying may help HRM in predicting future skill shortages and possible staff turnover.

Chapter J is dedicated to leave matters. Issues pertaining to annual leave; payout of unused leave credit; nomination of beneficiaries and leave payouts; annual leave with full pay granted in excess; normal sick leave; temporary incapacity leave; permanent incapacity; leave for occupational injuries and diseases; special leave for quarantine

purposes; maternity leave; adoption leave; family responsibility leave and leave for urgent private affairs; special leave for professional and personal development and for religious observances; special leave for participating in sporting, cultural and other events; special leave in extraordinary circumstances; and unpaid leave. In light of the many types of leave available to educators, HRM must guard against the abuse by educators of their entitlements to leave as this may have a detrimental effect on the core business of education – teaching and learning. Educators are, for example, supposed to be on annual leave during school holidays and yet many leave forms are still being received from educators applying for annual leave. This is a clear indication that there is a need for educators to be work shopped on leave matters.

Section 89 makes provision for long service recognition. This is a contentious issue for HRM as it calls on the employer to make certain awards – a certificate, a wristwatch and/or a discount of available vacation leave days for cash. The last type of award is tantamount to a cash advance – if educators do not utilize their vacation leave days, they receive a cash payment for them (leave days) upon retirement. A condition exists for educators' entitlements to the discounting for cash for vacation leave days: an educator must have rendered 20 or 30 years of continuous and consistently satisfactory and devoted service. The HRM practitioners are without doubt faced with a mammoth task in this regard. It has, for instance, to track down, over a period of 20 or 30 years, an educator's performance to determine whether it was satisfactory and whether the educator was devoted to his job. HRM used to arbitrarily award the recognitions, not based on competence or devotion to the job, but based on the completion of the uninterrupted stipulated period of service.

Chapter 4 of the Act spells out circumstances under which educators' services can be terminated. Educators' services can be terminated for reasons ranging from retirement, discharge on account of ill-health, discharge after the educator's appointment has not been confirmed after a probationary period, resignations, incapacity and misconduct.

Schedule 1 of the Act contains the incapacity code and procedures for poor work performance. Codes, rules and standards; procedure in respect of poor performance; and procedures in respect of ill-health or injury are dealt with in this section.

Schedule 2 contains the disciplinary code and procedures for educators. The purpose and scope, principles, code of good practice, sanctions and disciplinary procedures pertaining to less serious misconduct cases, notice of enquiry for misconduct cases other than those contemplated in item 4, suspension, conducting a disciplinary hearing, steps after a disciplinary hearing, and appeals are comprehensively dealt with in this schedule.

Chapter 5 of this study will shed more light on the successes or lack of in implementing the schedule in respect of dealing with educators who have contravened regulations and/or policies.

Other aspects found in the Act that concern HRM and educators are regulations spelling out principles and guidelines for the advertising and filling of posts; developmental appraisal; and allowances to be offered to educators for acting in a *vacant* post.

The following schedules form part of the Employment of Educators Act, 1998:

- the composition, administration and functioning for the South African Council for Educators;
- disciplinary procedures;
- code of professional ethics; and
- compulsory monthly fees payable by registered educators to the South African Council for Educators.

2.4. National Education Policy Act, 1996 (Act no. 27 of 1996)

This Act deals with various subjects that HRM in education must pay special attention to. Some of the topics covered by the Act are listed in the following policy schedules:

2.4.1. Schedule: Admission policy for ordinary public schools

This policy prohibits school governing bodies from discriminating learners regarding their admission. Discrimination, in all its forms, is prohibited by this schedule. School governing bodies are prohibited, for instance, from administering admission tests and/or direct or authorize a principal or an educator to administer such tests in a public school. As previously stated, there are schools which blatantly and flaunted the Act but went unpunished.

This Act also informs the illegality of refusing learners *admission to classes, cultural, sporting activities of the school, access to school reports or transfer certificates or otherwise be compromised on the grounds that (their) parents are unable to or have not paid the required school fees* (Shaba *et al*, 2003:18). The reality on the ground is that learners are still being sent home, refused admission to classes, and refused access to learner support materials and school reports for failure to pay school fees. The poor parents/guardians, who are mostly illiterates, do not know about this Act and as such do not challenge such illegal practices.

The schedule gives guidelines on the following: administrations of admissions, documents required for admission of a learner, admission of non-citizens, learners with special education needs, age requirements for the admission of a learner to an ordinary public school or different grades of a school, repetition of grades, school zoning, register of admission, rights and obligations of parents, home education, and right of appeal.

2.4.2. National policy on HIV/AIDS for learners and educators in public schools, and students and educators in Further Education and Training institutions.

This schedule deals with, amongst others:

- non-discrimination and equality with regard to learners, students and educators with HIV/AIDS;
- HIV/AIDS testing and the admission of learners to a school and students to an institution, or the appointment of educators;
- attendance at schools and institutions by learners or students with HIV/AIDS;
- disclosure of HIV/AIDS related information and confidentiality;
- a safe school and institution environment;
- prevention of HIV transmission during play and sport;
- education on HIV/AIDS;
- refusal to study with or teach a learner or student with HIV/AIDS, or to work with or be taught by an educator with HIV/AIDS;
- school and institutional implementation plans; etc.

This policy aims to stamp out discrimination based on HIV/AIDS status and also to de-mystify and de-stigmatize HIV/AIDS in schools. This will ultimately lead to a better understanding and improved relations between educators and learners regardless of their HIV/AIDS status. HRM in education must ensure that this policy is strictly adhered to so as to prevent polarization amongst learners, educators, and amongst learners and educators; and also to ensure that both learners' and educators' risk to exposure to HIV/AIDS is reasonably reduced.

2.4.3. Schedule: Policy for the registration of learners for home education

Issues covered in this schedule include: the scope of the schedule, administration of home education, guidelines on application for registration, conditions for home

registration and duties of the parent for the monitoring of home education; and withdrawal of registration. Given the present human resource challenges in schools, it is neither practical nor viable to offer home education even in cases where there is a need for it.

2.4.4. Schedule: Norms and standards for educators

This schedule discusses the seven roles of educators. The roles are, *inter alia*,

- learning mediator;
- interpreter and designer of learning programs and materials;
- leader, administrator and manager;
- scholar, researcher and lifelong learner;
- community, citizenship and pastoral role;
- assessor; and
- learning area/subject/discipline/phase specialist.

Educators need the assistance of school managers and curriculum advisors to be able to successfully carry out the roles listed above. Educators are encountering some very serious challenges with, especially, the last role. This role demands of them to be specialist in the new National Curriculum Statement (NCS) which has replaced the now defunct Report 550 curriculum. It is an open secret that many educators still need support in this regard. There are instances of educators who have never received even the generic training in the NCS. As if that is not enough, the District does not have enough (properly) trained curriculum advisors to assist them. Indeed, educators still have a long way to go to realize those desired roles. Human resource managers are faced with a mammoth task to ensure that those roles are realized.

2.4.5. Schedule: Criteria for the recognition and evaluation of qualifications for employment in education based on the norms and standards of educators, 2000

All qualified educators must register with the South African Council for Educators (SACE) for accreditation. This gives them the right to practice their profession. The minimum requirement for registration is that an educator's qualification must be at a level equivalent or higher than REQV 13 (REQV stands for Relative Education Qualification Values). Section 2 of the schedule directs that an educator must have a minimum of REQV 13 or 360 credits at level 5 or above on the National Qualification Framework (NQF).

The schedule also gives direction on the appointment of educators of Instrumental Music, posts for educators of Practical Ballet, National and Greek Dancing, History of Ballet and Anatomy, posts for training in the Hotel and Catering Industry, posts for the instruction of Nursing at Special Schools and schools for Special Education, posts for School Social Workers, posts for Education Psychologists and Therapists, and posts for the teaching of Speech and Drama/Dramatic Art.

2.4.6. Schedule: National policy for designing school calendars for ordinary public schools in South Africa

Although this responsibility does not solely rest with districts but with the National Department, districts must ensure compliance with the approved calendar for a particular period. Districts must ensure, for example, that

- Required number of school days per year: these should ideally range from 195 to 200;
- Number of terms: the South African school calendar assumes a four-term structure;
- Number of hours per day for teaching and learning.
    - Educators must be able to account for 1800 actual working hours per annum, and

- All educators should be at school for a period not less than seven hours per day (Employment of Educators Act, section 3).
- Days for administration and planning: HRM must ensure that educators start work at least one day before pupils start school and at the end of the year, educators should stay on for at least three days for administration and planning.

Extreme climatic conditions may force a district to deviate from the prescribed school calendar. The affected district must, however, ensure that the minimum number of days allocated for teaching and learning are met.

2.4.7. Schedule: National policy in the management of drug abuse by learners in public and independent schools and Further Education and Training institutions

This policy aims to curb drug abuse in schools. The guiding principle is that the distribution of illegal drugs, and the inappropriate possession, use or distribution of legal drugs, including alcohol and tobacco, is prohibited in South African schools. The policy, however, makes it abundantly clear that for purposes of maintaining drug-free schools, random drug testing and searches are prohibited. Guidelines on how searches can be conducted are provided in the policy. HRM must ensure that these guidelines are adhered to as failure to comply may result in very expensive lawsuits against educators, the school, and the education department.

Guidelines for learners, parents/guardians, and educators on how to deal with learners suspected of abusing drugs are provided in the schedule. It also recommends training for educators on drug use, misuse and dependency management. These recommendations remain but – just recommendations. The District is yet to come up with a comprehensive program to train educators on the above aspects.

2.5. South African Schools Act, 1996 (Act no. 84 of 1996)

The South African Schools Act, 1996 (hereinafter referred to as the SASA) applies to school education in the Republic of South Africa. The SASA governs schools and the conduct of educators and managers towards learners. It gives effect to section 29 of the Constitution, 1996: *everyone has the right to a basic education, including adult basic education.*

The SASA makes it compulsory for learners to attend school up to the age of fifteen years or the ninth grade, whichever comes first. Parents, educators and the department must ensure compliance with this Act. Section 6(b) states that any other person, including an educator, who, without just cause, prevents a learner who is subject to compulsory attendance from attending a school, is guilty of an offence and liable on conviction to a fine or imprisonment for a period not exceeding six months. The above notwithstanding, the Head of Department (HOD) may exclude a learner from compulsory school attendance if it is in the best interest of the learner. He/she must, however, keep a record of all the learners excluded from compulsory school attendance.

The Act empowers the HOD to take to court any parent who prevents a learner from getting an education. This, in effect, means that the HOD must keep a register of all school going kids below 15 years who are or are not attending school. Practically, this clause cannot be implemented given the resources that the district has.

The Act also makes it unlawful to exclude a learner from admission to a school on any of the grounds stipulated in section 9(3) of the Constitution, 1996. It is also an offence to subject learners to an admission test and base admission to the school solely on the result of such a test (Shaba *et al*, 2003:24). The Act also makes it unlawful for an organ of state to refuse admission to a learner on the grounds that his/her parent failed to pay the required school fee; does not subscribe to the mission statement of the school; or due to the parent's/guardian's refusal to enter into a contract with a school in terms of

which the parent waives any claim for damages arising out of the education of the learner. The SASA also provides guidelines on the minimum age requirements for learners to be placed in a grade. Provision is made for the minister to waive some of the rights, for example the right to admission to a public school if, for instance, the learner is of such an age that enrolment at an Adult Basic Education and Training centre may be the best alternative for him/her; and cases where a learner below the minimum required age proves capability and competence to be enrolled at a grade without unduly affecting his/her development.

The SASA empowers the governing bodies of schools to determine the language policy of the school. HRM must ensure that this determination is not racially motivated and designed to discriminate or perpetuate the unjust and discriminatory practices of the past. This Act also empowers school governing bodies to draft and adopt a code of conduct for learners. In practice, though, the code of conduct is largely drawn by the SMT, with some inputs from the SGB, but learners are rarely included – although they should be included as stakeholders. Many schools in the Vhembe District are found in rural areas where literacy amongst the adult population, who should be members of the SGB, is very low. It is largely due to this that SGBs usually rubber-stamp many policy documents produced by the school. Ideally, school policies should be a product of a consultation between all stakeholders, namely the educator component, the SGB (representing the parent component) and the learners.

The SASA makes it extremely difficult for educators, managers and the school governing bodies to arbitrarily suspend or expel a learner from a school. It lays down procedures to be followed and steps to be taken if a learner has grossly violated the school's code of conduct and/or the department's policies and/or regulations. As stated somewhere, many parents are not aware of this clause and schools usually flaunt it and suspend learners without following prescribed procedures. This researcher has noted many cases of learners who have not only been arbitrarily suspended from schools, but were also

expelled for such misdemeanors as spotting a hairstyle not approved by the school administration. These poor learners and their parents/guardians are not aware of the protection the SASA accords them. It is this ignorance that has ruined many youngsters' future.

HR managers must ensure that educators refrain from imposing corporal punishment on offenders as it is outlawed by this Act. Section 10(2) makes corporal punishment an offence of either common assault or grievous bodily harm and anyone who applies it to a learner is guilty of an offence and liable on conviction to a sentence which could be imposed for assault. As mentioned previously, there are schools that are still applying corporal punishment, discreetly or openly, with or without the blessing of the school principal.

Chapter 3 of the Act deals with public schools; public schools on private property, governance and professional management of public schools; and closure of public schools.

Chapter 4 contains information on the funding of public schools. Issues such as the establishment of a school fund, payment of school fees, parents' liability for payment of school fees, and enforcement of payment of school fees are discussed. The department's plan is to have all public schools in the Republic declared no-fee schools so that no parent/guardian will have to pay school fees for their children and no learner will ever be refused an education for being unable to pay school fees.

It is worth noting that many parents/guardians do not know that the SASA makes provisions for them to be fully or partially exempted from paying school fees if they could not afford to. This issue is, more often than not, not discussed in parents meetings. School managers argue that if parents become aware of this provision, and they all apply for exemption accordingly, the schools' coffers would dry up and there would be no funds left to run school programs. They are partially right as many schools

in the District are situated in rural areas where unemployment is unacceptably high. Funds from the norms and standards alone are not sufficient to run school programs, hence the government's move to, in the interim, declare all rural schools no-fee schools.

The following schedules forms part of the SASA and it is imperative that HR managers make educators to be aware of the provisions contained therein:

- Norms and standards for language policy in education;
- Guidelines for the consideration of governing bodies in adopting a code of conduct for learners;
- National norms and standards for school funding;
- Exemption of parents from the payment of school fees, regulations 1998;
- Age requirements for admission to an ordinary public school;
- Transfer of funds and other moveable assets of the state to public schools;
- Regulations for safety measures at public schools; and
- Regulations to prohibit initiation practices in schools.

2.6. South African Council for Educators Act, 2000

(Act no. 31 of 2000)

The objects of this Act are outlined in section 2 and they are:

(a) to provide for the registration of educators;

(b) to promote the professional development of educators; and

(c) to set, maintain and protect ethical and professional standards for educators.

The Act applies to all educators appointed in terms of the Employment of Educators Act, 1998 (Act no. 76 of 1998); in terms of the South African Schools Act, 1996 (Act no. 84 of 1996); and in terms of the Further Education and Training Act, 1998 (Act no. 98 of 1998).

The Act makes provision for the establishment of the South African Council for Educators (SACE). The SACE is the body responsible for the registration of all practicing and potential educators in the Republic. The Act empowers SACE to deduct a certain specified amount- every month- from every educator employed in a public school. The council currently deducts R5.00 (five rand) per month from every practicing educator in a public school.

Chapter 3 of the Act deals with the registration of educators. In terms of this section, educators must register with the Council before they start practicing their profession. It is compulsory for qualifying educators (that are in REQV 13) to register with the Council. HRM must ensure compliance with the Act by ensuring that registration with the Council is one of the requirements to be met in any advertised post. Applications for posts that do not have proof of registration with SACE do not go beyond the first stage of short listing either at school or district level.

Section 26 of the Act demands HR managers to furnish the Council with written reports of any sanction, other than a caution or a reprimand that is imposed on the educator. HRM must furnish the Council with a certified summary of the record of the proceedings at the hearing and of the sanctions imposed.

2.7. Promotion of Administrative Justice Act, 2000

(Act no. 3 of 2000)

This Act seeks to give effect to the right to administrative action that is lawful, reasonable and procedurally fair and to the right to written reasons for administrative action as contemplated in section 33 of the Constitution of the Republic of South Africa, 1996.

An administrative action means any decision taken, or any failure to take a decision by an organ of state or by a natural or juristic person when exercising a public power or performing a public function in terms of the Constitution, legislation or any empowering provision. This Act serves to guard educators' rights against arbitrary negative decisions against them. It demands HRM to ensure that administrative action is just and procedurally fair.

Guidelines on how a procedurally fair and administrative action can be executed are given in section 3(4) and these include, *inter alia*:

(a) adequate notice of the nature and purpose of the proposed administrative action;
(b) a reasonable opportunity to make representations;
(c) a clear statement of the administrative action; and
(d) adequate notice of any right of review or internal appeal, where applicable.

An administrator may also give an educator an opportunity to obtain assistance and in serious or complex cases, legal representation; to present and dispute information; and to appear in person.

Educators can take advantage of this Act to demand a written explanation as to why they were not offered a post they applied or were interviewed for. Educators may also use this Act to demand an explanation in cases where they are overlooked for promotion; where they are being transferred or seconded to another school or department; and/or where they are overlooked when extra-curricular activities are shared amongst the staff. They can also invoke this Act in cases where they have received a negative performance rating or when they have not been permanently appointed after a probation period.

Parents can benefit from the Act in cases where an organ of state, an educator or manager refuses to give a learner a certificate, approval, transfer, testimonials, reports and or doing or refusing to any other act or thing of an administrative nature. HRM must ensure that all administrative action which materially and adversely affects the rights or legitimate expectations of any person must be procedurally fair.

The Act also provides for judicial review of administrative action (section 6); procedure for judicial review (section 7) and remedies in proceedings for judicial review.

2.8. Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (Act no. 4 of 2000)

The object of this Act is to enact legislation as required by section 9 of the Constitution, 1996.

Chapter 2 deals with the prohibition and elimination of unfair discrimination, hate speech and harassment. This chapter makes it unlawful for anyone to discriminate against another on any of the grounds stipulated in section 9 of the Constitution, namely race, gender, sex, pregnancy, and marital status; ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth. HRM must not discriminate when it comes to matters of recruitment, promotion and development (for example in awarding bursaries for furthering studies).

Section 6 of the Act clearly stipulates that neither the state nor any person may unfairly discriminate against any person on the ground of race, including the exclusion of persons of a particular race group under any rule or practice that appears to be legitimate but which is actually aimed at maintaining exclusive control by a particular race group.

An example of the above practice can be found in vacancy list circulars for educators distributed by various education districts. It is a common practice in Vhembe District to

find teaching posts for various subjects carrying an additional requirement that a prospective candidate should also be able to teach a certain home language. This practice is rife in Shangaan speaking areas. HRM should not allow this practice to continue as it has the potential to sow division, enmity and mistrust, and above all, ferment discrimination along ethnic lines. HRM must guard against circumvention of the Act by people conjuring up non-existent excuses meant to perpetuate discrimination based on race.

Section 14 discusses instances when discrimination can be regarded as being fair: taking measures designed to protect or advance persons or categories of persons disadvantaged by unfair discrimination or the members of such groups or categories of persons. If for example, preference is given to women to occupy managerial posts, especially in high schools to implement gender equity; such discrimination should be considered fair. If a disabled person is given preference for a post over able-bodied persons, such discrimination is not unfair because it is in line with the Affirmative Action policy.

The Act contains a schedule containing a list of unfair practices in certain sectors like labour and employment in education.

2.9. Labour Relations Act, 1995 (Act no. 66 of 1995)

By its very nature, the Labour Relations Act, 1995 (LRA) is a law of general application which covers all employees with the exception of members of the National Defence Force, the South African Intelligence Service, and the South African Secret Service.

The purpose of this Act is to advance economic development, social justice, labour peace and the democratization of the workplace by fulfilling the primary objects of this Act, which are to give effect to and regulate the fundamental rights conferred by section

27 of the Constitution, 1996; to provide a framework within which employees and their trade unions, employees and employers' organizations can collectively bargain to determine wages, terms and conditions of employment and other matters of mutual interest. This Act applies to almost every employee – jobseekers and former employees included – and employers. School educators, who were excluded from the old LRA and were covered by the Education Labour Relations Act of 1993, are now also covered by the Act.

Chapter 2 of the Act deals with freedom of association and general protection. The provisions in this chapter entitles employees to several rights, including the right to form and join a trade union and/or participate in its activities; and the right to participate in elections either as a member or as a candidate for a position to be filled. This researcher has noted that educators belonging to different trade unions are abusing these entitlements. It is very common to find abandoned learners at schools - abandoned by educators who have gone to attend union activities during school time. Many educators leave schools earlier than the agreed 12 O'clock, and a sizeable number of them do not even go to attend the meetings. The problem is more serious in deep rural areas because of transport problems – educators leave schools earlier than is desirable. Learners, of course, always end up being the casualties.

HRM must ensure that educators enjoy the rights as stipulated by the Act. HR managers must also be aware and observe the organizational rights that trade unions/members of trade unions enjoy in a workplace. These rights include, *inter alia*, the right to enter the employer's premises for purposes of recruitment or communication with members; to hold meetings with employees (outside their working hours) and to vote at the premises. HRM must also promptly process stop order deductions from members of a trade union and promptly pay over same to the union – ideally not later than the 15th day of the following month. Trade union office bearers are also entitled to leave days to perform union activities. These must be negotiated by the union and the HRM division

of the Department. Educators in Vhembe District are currently enjoying these rights and privileges. The relationship between the trade unions represented in the bargaining chamber and the Department can be described as cordial.

Chapter IV deals with conditions under which employees can participate in a protected strike and also conditions under which employers can resort to lockouts. The issue of secondary strikes is also discussed. Educators' right to picketing is given effect by section 69 of the Act. It is notable that in Limpopo Province in general, and Vhembe District in particular, mass actions are usually taken as a response from the unions' national office call for such, although there are district specific activities that are sometimes undertaken by members in response to district specific triggers.

Chapter VII deals with unfair treatment in the working place. Section 185 of the Act states that every employee has the right not to be unfairly dismissed or discriminated against. Exceptions are when the employer discriminates to implement Affirmative Action or due to the inherent requirements of the job. The burden of proof rests on the employer to prove that the discrimination or the dismissal was not unfair. The Act lists three kinds of fair reason for dismissal, namely

- for misconduct (an example will be an employee who steals from the employer; an educator involved in sexual relationship with a learner);
- for incapacity (where an employee cannot perform duties properly owing to illness, ill health or inability); and
- for operational reasons (these are business-related reasons and not related to employees' performance and/or conduct).

HRM must take note of Schedule 8: A Code of Good practice, whenever issues of dismissals and/or unfair discrimination are raised or encountered or if it suspects a breach of the Act.

The LRA also provides for the establishments of dispute resolution institutions like the Commission for Conciliation, Mediation and Arbitration (CCMA), the Labour Court, and the Labour Appeal Court. The basic procedures for the resolution of disputes are also provided in the Act, namely conciliation and arbitration.

The Act makes provision for the continued existence of the Education Labour Relations Council (ELRC), which is a bargaining structure within NEDLAC (National Education Labour Council). The Act also provides for the formation of a Public Service Co-ordinating Bargaining Council (PSCBC), which negotiates issues common to all public service employees. These employees have a certain amount deducted from their salaries (every month) for the upkeep of the council. The amount presently stands at 50 cents per educator.

2.10. Basic Conditions of Employment Act, 1997
(Act no. 75 of 1997)

The purpose of the Basic Conditions of Employment Act, 1997 (BCEA) is to advance economic development and social justice by establishing and enforcing basic conditions of employment. This Act applies to all employees and employers except members of the National Defence Force, the National Intelligence Agency, the South African Security Service, and unpaid charity workers.

The BCEA gives guidelines on employment conditions in the workplace. In the education sector, some guidelines have been replaced by sections found in the Employment of Educators Act, 1998. An example of this would be the requirement by the BCEA of employees to observe 45 working hours per week whereas the latter requires educators to observe 35 working hours per week. The BCEA also gives guidelines on overtime work, which unfortunately does not apply to school-based educators, covered by the Employment of Educators Act, previously mentioned.

Human resource managers should pay particular attention to chapter 3 which deals with leave matters. The Act gives guidelines on how specific kinds of leave can be utilized; who is entitled and the number of day's entitlement. Guidelines on, for example, annual leave, maternity leave, and family responsibility leave are documented.

2.11. Occupational Health and Safety Act, 1993 (Act no. 85 of 1993)

The main aim of this Act is:

> *To provide for the health and safety of persons at wok and for the health and safety of persons in connection with the use of plant and machinery; the protection of persons other than persons at work against hazards to health and safety arising out of or in connection with the activities of persons at work; to establish an advisory council for occupational health and safety; and to provide for matters connected therewith.*

HRM in education must ensure that the school environment is safe for all stakeholders, namely educators, learners, and parents/guardians in the vicinity of the school premises. Care must be taken that science teachers, for example, do not endanger their health or that of their learners or fellow educators when they are conducting experiments in the school laboratory. Loose or exposed electrical wiring must also be attended to avoid accidents of electrocution. HRM must also ensure that educators who are employed are fit to render quality service and are not drug or alcohol addicts who may be a danger to themselves, their peers and/or their learners. HRM must also establish conditions under which educators can be constantly monitored for health and safety, in line with section 8 of the Act: *every employer shall provide and maintain, as far as is reasonably practicable, a working environment that is safe and without risk to the health of his employees.*

Educators have an obligation to take reasonable care for the health and safety of themselves and of other persons who may be affected by their acts or omissions (section 14).

2.12. General and Further Education and Training Act, 2001

(Act no. 58 of 2001)

This Act applies to all education institutions which have been established, declared or registered under the

(a) South African Schools Act, 1996 (Act no.84 of 1996);

(b) Further Education and Training Act, 1998 (Act no.98 of 1998);

(c) Adult Basic Education and Training Act, 2000 (Act no.52 of 2000.

HRM must ensure educators are conversant with section18 of the Act: Functions of provider or assessment body with regard to external assessment. This section requires the assessment body to take adequate measures to ensure the confidentiality and integrity of assessments. The embarrassing incidents that unfolded in numerous marking centres in the province (November 1997), whereby markers were expelled from the marking centres for being guilty of either not being subject teachers of the subject they were marking or not offering the subject in grade 12, is an indictment that HRM is not being diligent in the performance of its duties. HRM must ensure that educators who are involved in moderation, for example CASS (continuous assessment) moderation are bound by the confidentiality clause so that the assessment may be credible.

2.13. Public Service Regulations, 2001

These regulations apply to all persons employed by the state or in state educational institutions. Educators are therefore covered by them and as such must not only

observe them, but must also be governed by them (in conjunction with other relevant legislations). HRM must ensure compliance with and implementation of the regulations.

The regulations demand human resource managers to have a human resource plan. Such a plan should detail the number of employees required, the competencies which those employees must possess, and the capacities (whether permanent or temporary) in which those employees shall be appointed; and to develop and implement an affirmative action programme which shall contain:

(a) a policy statement that sets out the department's commitment to affirmative action, and how that policy will be implemented; and
(b) a plan for redressing numeric under-representativeness and supporting the advancement of persons historically disadvantaged.

Part VII gives guidelines on conditions of employment which must be considered by HRM. HRM may, for example, employ educators on a permanent or temporary basis; and must ensure that each educator, upon appointment, is given a written contract of employment, including the terms and conditions of his or her service.

The regulations also gives guidance on the advertisements of posts (section C); period and conditions under which employees may serve a probationary period (section E); and termination of service (section G).

Part VIII of the regulations is of particular importance to HRM in education as it deals with performance management and development. According to these regulations, the principle should be that performance should be managed in a consultative, supportive and non-discriminatory manner in order to enhance organizational efficiency and effectiveness, accountability for the use of resources and the achievement of results. HRM in education is faced with a daunting task when it comes to this aspect – performance management and development of school-based educators. The

implementation of the Integrated Quality Management System (IQMS), a tool used in performance evaluation, is still giving HRM numerous problems as performance evaluation forms are either returned late (by school managers) or are submitted incorrectly completed, resulting in them being sent back for rectification (Ndou, 2007:68). Chapter 5 of this study will shed more light on this aspect when performance management and development of educators is dealt with in detail.

Section E of the Regulations stipulates conditions under which employees may be granted bursaries for studies. The prerequisite is that HRM must be satisfied that such a study will make a meaningful contribution to the performance of the recipients. Bursaries can be granted in cases where the employer has asked the employee to undertake the study or the employee has requested such assistance. HRM in Vhembe Education Department is actively engaged in training and developing under-qualified educators by offering them free bursaries towards the study of a two year diploma course – the National Professional Diploma in Education (NPDE). A number of Mathematics educators have also been given free bursaries to study towards a three year degree course majoring in Mathematics and the teaching of Mathematics. Recipients receive their full salaries during their period of study. They are, however, required to serve the department for a period equivalent to the number of years they spent studying utilizing the department's bursary scheme.

The Regulations also contains a Code of Conduct which seeks to regulate relations and conduct between employees and various stakeholders. The Code of Conduct deals with the following aspects of conduct:

- relationship with the legislature;
- relationship with the public;
- performance of duties; and
- personal conduct and private interests.

2.14. White Paper on e-Education: Transforming Learning and Teaching through Information and Communication Technologies, 2004

In the South African context, the concept of e-Education revolves around the use of Information and Communication Technologies (ICTs) to accelerate the achievement of national education goals. South Africans' access to ICTs is still in its infancy stage. About 72.7% of Americans have access to the Internet compared to our paltry 6.4% (2004 figures). Although the figures are improving slightly by the year, much more needs to be done so that South Africans can fully utilize the benefits of ICTs.

Information and communication technologies represent the convergence of information technology and communication technology. ICTs are the combination of networks, hardware and software as well as the means of communication, collaboration and engagement that enable the processing, management and exchange of data, information and knowledge.

Provinces are at different levels of ICT integration in education. Provinces like Gauteng (Gauteng online), the Western Cape (Khanya), and the Northern Cape (Connectivity Project) have made significant strides in this regard. Limpopo Province is still experiencing serious challenges as it is still in the process of developing its website.

Few schools in the province have access to the Internet, let alone a computer for use by management, educators and learners. Of the few schools that do have computers, they are mostly used by management and educators. There are very few schools where computers are used for learning and teaching. The few schools that have Internet connectivity experience problems related to high connectivity cost, lack of local content and examples, and inadequate or no technical support and pedagogical support at local level. The result is that those schools do not utilize their Internet facilities for e-Education and ICTs purposes.

ICTs can be used as a resource for re-organizing schooling, and as a tool to assist whole school development. ICTs can be used as

- a tool for management;
- an administrative tool to increase productivity;
- a resource for curriculum integration;
- a communication tool;
- a collaborative tool for teachers and learners;
- a learning environment that advances creativity, communication, collaboration and engagement.

Section 4.5 records the following observation: *the impact and effectiveness of ICTs rest on the extent to which end-users (learners, teachers, managers and administrators) have access to hardware, software and connectivity. For e-Learning to be successful, learners must have regular access to reliable infrastructure.* It is also observed (section 4.7) that *many teachers have grown up in environments with limited electronic technology, and thus find adaptation to working with ICTs more difficult than their learners do.*

It is also a fact that many educational leaders do not yet fully appreciate the benefits of e-Learning and e-Administration for institutions and for provincial and district offices. Many schools do not own a computer and do not have any electricity supply. They do not have infrastructure like telephone lines that can connect them to the Internet. Many educators are not computer literate and thus, even if they have access to the Internet, they cannot meaningfully engage with it for e-Learning and e-Education purposes. An additional challenge is that the DoE: Vhembe District does not have a developed and functioning website. Consequently, e-Education is far from being a reality in the Department of Education, Vhembe District.

2.15. Education White Paper 6: Special Needs Education. Building an inclusive education and training system, 2001

Between 2.2% and 2.6% of learners in any school system could be identified as disabled or impaired (World Health Organization). According to Section 1.3.7 an inclusive education and training system will create a wider spread of educational and support services in line with what learners with disabilities require. The aim of inclusive education is that learners of school going age that have been excluded or forced out of the education system are catered for and are attracted back to schools. The premise is that all learners can benefit from education, formal or informal. Inclusive education is about recognizing and respecting the differences among all learners and building on the similarities. Inclusive education seeks to integrate learners with mild to moderate disabilities in ordinary schools and leave only those learners who require high-intensity educational support in special schools.

It has been observed that many learners experience barriers to learning or drop out primarily because of the inability of the system to recognize and accommodate the diverse range of learning needs typically through inaccessible physical plants, curricula, assessment, learning materials and instructional methodologies.

Establishing an inclusive education system will require training of educators so that learners who experience barriers to learning are identified and given assistance in mainstream schools. Special schools will also need to be trained to offer support and training to mainstream schools that have learners with barriers to learning.

The Department of Education has teamed up with the Department of Public Works to provide sites of learning physically accessible to learners with disabilities – this includes the erection of access ramps. The Department has also undertaken to provide materials and equipment, in particular devices such as hearing aids and wheelchairs, to those

learners who cannot gain access to learning because of a lack of appropriate resources. The human resource management is faced with the task of ensuring that institutions comply and implement inclusive education. HRM must also adequately prepare educators so that they can identify and deal appropriately with learners experiencing barriers to learning, including those infected and affected with AIDS and other infectious diseases. Educators must also be trained to deal with orphans and poor children. HRM must foster cooperation between schools, the Department of Health, and the Department of Social Welfare.

2.16. Other legislation affecting education

2.16.1. Higher Education Act, 1997 (Act no.101 of 1997).

2.16.2. The South African Qualifications Authority Act, 1995 (Act no.58 of 1995).

2.16.3. Education Laws Amendment Act, 2001 (Act no. 57 of 2001.

2.16.4. The Higher Education Amendments Act, 2001 (Act no. 23 of 2001.

2.16.5. General and Further Education Quality Assurance Act, 2001 (Act no.58 of 2001).

2.16.6. Education Laws Amendment Bill, 2002.

2.16.7. Promotion of Access to Information Act, 2000 (Act no.2 of 2000.

2.16.8. Preferential Procurement Policy Framework, 2000 (Act no.5 of 2000.

2.17. Summary

This chapter did not set out to discuss legislations *per se,* but it set out to discuss different parts of various legislations that have a bearing on human resource

management in public schools. It has become apparent from the preceding discussion that it is of vital importance that HRM and educators alike should not only observe the legislations previously discussed, but they should also vigorously implement them. The Education Labour Relations Council (ELRC) has made available (to educators) a *Policy Handbook for Educators* – a file containing many of the legislations discussed in this chapter. The Department of Education (DoE) has also distributed copies of *Education Law and Policy Handbook* to schools in the district. The DoE is also embarking on a drive to conscientize educators on legislation governing their employment. School managers are the first to receive such training but it is hoped that training will eventually be extended to all school-based educators. This will, hopefully, reduce incidents of educators contravening governing legislations, policy and regulations.

CHAPTER 3

LITERATURE REVIEW

3.1. Introduction

Researchers have written extensively on human resources management in education. Although they may hold divergent views on certain aspects, they are, however, unanimous on one fact: an efficient and effective human resources management process is vital for the survival and ability of any education district to carry out its mandate. In the South African context, the mandate would be the provision of quality, affordable and accessible education system to all. The human resources management process will always include the following processes which should always be judiciously and meticulously carried out: the staffing process, human resource planning, recruitment, selection and hiring, orientation, movement, separation, continuous professional teacher development, performance management, and managing diversity. What follows is a review on some of the literary works written by notable scholars and researchers on human resources management in general, and human resources management in education, in particular.

3.2. The staffing process

Okumbe (1999:235) argues that teachers are the most important resource any country can have. They are responsible for, amongst others, teaching the nation's young ones; and the development of the country's human capital, whose quality solely depends on the quality and effectiveness of the teachers in the education system.

It is an arduous and onerous task for a district to acquire, develop and maintain the kind of teachers it needs. Such a task is, indeed, not a once-off event, but a process that must be sustained over a long period of time, and must be constantly guarded against failure as such a failure always result in an organization with a shortage, unfit and/or unsuitable human resources. Vhembe District DoE, therefore, need to have a good staffing process in place.

Hellriegel *et al* (2001:244) define staffing as the process by which organizations ensure that they have the number and type of people they needed – at the times and places they are needed. The staffing process can be schematically presented as in figure 3.1. The process involves *planning*, *recruitment*, *selection and hiring*, *orientation*, *movement*, and *separation.*

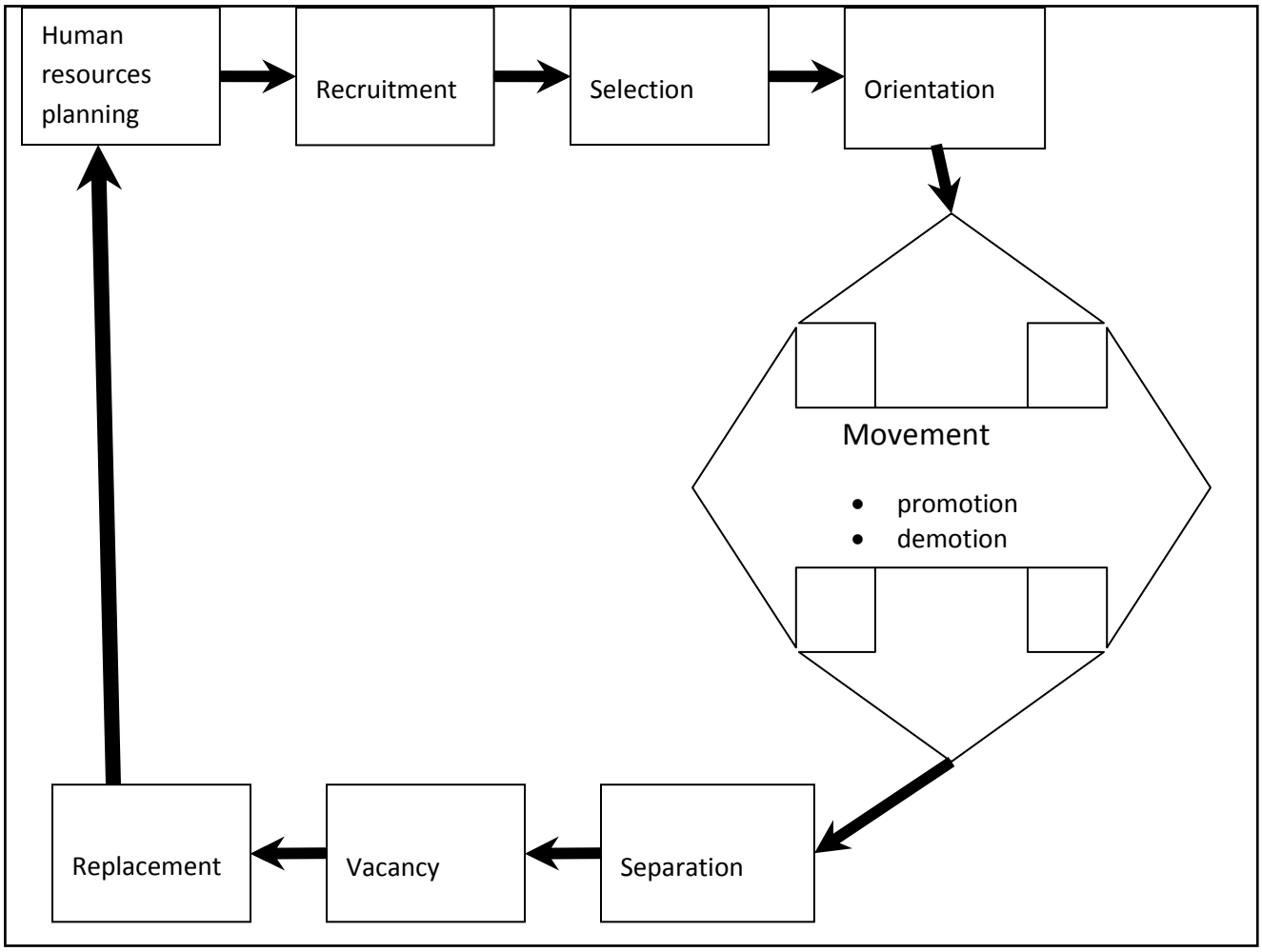


Figure 3.1. Staffing process (adapted from Hellriegel et al)

3.2.1. Human resource planning (HRP)

According to the WPHRMPS HRP is essential in order to ensure that an organization's human resources are capable of meeting its operational objectives. HRP ensures that an organization:

- *Obtains the quality and quantity of staff it requires.*

- *Makes the optimum use of its human resources.*
- *Is able to anticipate and manage surpluses and shortages of staff.*
- *Develops a multi-skilled, representative and flexible workforce, which enables the organization to adapt rapidly to a changing operational environment.*

According to Schermerhorn (2005:301) human resource planning involves the process of analyzing an organization's human resource and determining how to best fill them. Seyfarth (1996:19) regards planning as *a process that involves identifying a desired future state, assessing conditions and trends that may influence the organization's ability to achieve that state, and develop strategies to reach that goal.* A district should, therefore, towards this end, develop a comprehensive staffing strategy (Kreitner, 1995:333).

Rebore (2007:46-53) highlights some methods and tools a district can use to predict its human resource needs, some of which are the following:

3.2.1.1. Human resource inventories

Human resource planning begins with the development of a profile indicating the status of current human resources. Such an inventory will contain such personal data as the name of the employee, age, and date employed with the school district, sex, job title, place of employment within the district, education and training, and certification. The profile will help the district to identify aspects like staff turnover and also identify and plan for replacement of personnel approaching retirement age.

3.2.1.2. Enrolment prediction

The district should try to predict the enrolment in its schools for a period of five to ten years. This can be facilitated by schools sending in enrolment figures for each year, and the district using those figures to analyze trends of increases or decreases in enrolment in certain areas. It is important for districts to predict increases or declines in learner enrolment lest it find itself

with half-filled classrooms – and a surplus of teachers, or overcrowded classrooms and a shortage of teachers (Rebore, 2007:48).

3.2.1.3. The supply of human resources

It is a difficult task to predict the supply of human resources at any given time. It is, for example, next to impossible to predict deaths, voluntary resignations, and dismissals. This does not mean, however, that they must not be considered when estimating staff requirements (Longenecker and Pringle, 1984:316). It is, however, easy to predict the number of employees going into retirement over a certain period.

Bateman and Snell (1996:290) maintain that it is easy for an organization to make dependable predictions if it has a well-maintained computerized human resource information system – it simply analyze past experience and make a prediction.

The training of teachers (Initial Professional Educators Training – IPET) is now the sole responsibilities of universities, and that is where the supply of new teachers come from. It has been noted, lately, that the number of teacher graduates from these universities across the country has been steadily decreasing over the years. Contrary to Noe *et al* (1994:316) assertion that "the cause of labour shortage is not so much the number of 'available bodies' as it is the skills levels of those who are available", the country is simply not producing enough teachers to fill the classrooms. As a result, predicting teacher supply is becoming more difficult for any education system.

There is a severe shortage of teachers graduating to teach mathematics and science (Pandor: 2008). Rebore (2007:53) attributes the dwindling number of Maths and Science teacher trainees to the higher wages and advancement opportunities that are offered by private business and industry.

3.2.1.4. Reduction in force

The reduction in the number of enrolments in schools is a phenomena not limited to one district only, but to all the districts. In some cases, this has led to a merger of schools, resulting in a closure of one of them. Declining learner enrolments forces the education system to consider its human resource planning process. These declines result in teacher excesses, forcing the department to transfer some teachers to administrative duties and some other schools within the same circuit or district, as happened in the early 2000s.

3.2.1.5. The role of the principal

The principal is the person "on the coal face" of education delivery. Principals play a major role in the HRP of the school district by supplying data on learner enrolment on a regular basis, as and when they are needed. They are usually the first to notice the dwindling learner enrolments and if proper communication is maintained with the district – through the circuit offices, of course- their inputs can be of considerable help towards the HRP by the district. Proper communication and planning can prevent and/or minimize anxiety amongst those teachers affected by the redeployment or transfer and those retained by the school.

3.2.1.6. The cohort survival method

Seyfarth (1996:28) describes a cohort as a group of students who start school together. One of the weaknesses of this method as a predictor is that individuals move away or transfer into a school. This implies that a school may lose or gain new learners. This method is best suitable for schools with a stable environment but is less reliable in schools with a fluctuating enrolment, as in where there is a new settlement (Alspaugh, 1981:61-67).

Human resource planning, as seen from the discussion above, is definitely a process – a process for determining "where to go" and identifying the requirements for getting there in the most effective and efficient manner possible (Kaufman, 1972:6). In brief, it includes the elements of:

- Identifying and documenting the needs.

- Identification of requirements for meeting each selected need, including specifications for eliminating the need by problem solving.
- Identification of possible alternative strategies and tools for accomplishing each requirement for meeting each need, including a listing of the advantages and disadvantages of each set of strategies and tools (or methods and means).

Effective HRP, therefore, ensures a district that it has the right number of people, with the right skills, in the right place, and at the right time. HRP is indispensable to the survival of any district and its capacity to deliver on its mandate.

3.2.2. Recruitment

A well-developed recruitment process is essential for the survival of any organization, especially one faced with shortages of key talent and skills (Hellriegel *et al*, 2001:247). Recruitment refers to activities aimed at attracting suitably qualified job seekers who have the necessary potential, competencies and traits to enable the organization to achieve its objectives (Swanepoel *et al,* 2003:259; Okumbe, 1999:244; van der Westhuizen, 1991:244; Bateman and Snell, 1996:291; Bernardin and Russell, 1993:166; Decenzo and Robbins, 2002:150; and Mollander, 1989:53). According to Young and Castetter (2004:102) a successful recruitment effort must result in a pool of applicants exceeding the number of vacancies so as to ensure that the selection process does not exist in name only. This is not always achievable. It often happens that applications for vacancies in subjects like maths, science, commerce and IT (including ICT) do not constitute a big pool. It is also becoming common to find that the pool of qualified applicants does not include the “best” candidates; or the “best” candidates may not want to be employed by the organization, as observed by Decenzo and Robbins (2002:151).

There are two recruitment sources at the disposal of the school district, namely those internal and external to the organization. In internal recruitment the education system considers current employees either for promotions and/or transfers. There are advantages to be derived from internal recruitment, some of which are listed by Rebore, 2007:104; Bateman and Snell,

1996:291; and Stoner, Freeman and Gilbert, 1995:382 as follows: it creates high morale amongst employees; managers already know the employees; and the opportunity to move upward in an organization increases loyalty in employees and increases the chance of them to not only want to stay with the organization, but also to be motivated to work hard and succeed. Okumbe (1999:246) also maintains that internal recruitment has financial benefits to the organization in that the costs which may be incurred during the recruitment process and in training are saved. Needless to say, recruiting from outside can have a demoralizing effect on employees.

Internal recruitment has its disadvantages too. According to Rebore (2007:105) and Bateman and Snell (1996:291) the main ones are:

- It leads to poor selection decisions if the available pool of employees lack skills or talents;
- The danger of inbreeding which robs an organization of a possible chance to bring in new changes and do away with the status quo in cases where it (status quo) has become an obstacle to organizational development and effectiveness to achieve its goals and objectives.

External recruitment is usually resorted to when the available pool of employees does not have the required skills, potential and qualifications, as is the case in not only Vhembe district, but in the Province as a whole. Out of a total of 300 Maths and Science educators' vacancies advertised sometimes in 2007, only 45 responses were received, of which only four were qualified to teach the subjects in grade ten to twelve. It is largely due to this shortage that the MEC for Education announced in his budget speech (DoE, 2007) that the province is going to recruit the much needed teachers from foreign countries. Advocates of external recruitment like Schermerhorn (2005:303) and Bateman and Snell (1996:291) maintain that it brings in "new blood" to the organization and provides access to specialized expertise or work experience not available from the available workforce. Its major disadvantage is that it has a demoralizing

effect on serving employees if they have a perception that they have been overlooked for, for example, a chance at a promotion as a result of a recruit from outside the organization.

Education districts use schools and universities as their recruitment sources. Van der Westhuizen (1991:244) maintains that students are lured to the profession by offers of attractive and lucrative study bursaries. Prospective candidates are offered the Fundza Lushaka bursary which covers tuition, study materials – including books, accommodation and a monthly stipend. According to the Department of Education the intended beneficiaries are students from rural areas who want to study teaching as a profession at a registered South African university. The main targets are students who want to study toward a qualification in either of the following subjects: mathematics, science, English or mother tongue instruction. The department is recruiting from rural areas in the hope that the students will most likely go back to their areas to teach, thus replenishing the much sought after supply of educators in those areas. According to Tyobeka (2007) students who are awarded bursaries are obliged to teach in a provincial education department post for one year for each year that they received the bursary. The National Student Financial Aid Scheme also provides financial assistance to students in need. According to Paterson and Arends financial aid is given to *academically deserving and financially needy students to meet their own and South Africa's development needs.*

R180 million was allocated for teacher training in 2008 for nearly 5000 students. According to Naledi Pandor, the Minister for Education, the aim is to train more primary school teachers, more teachers to work in rural schools, and more maths and language teachers. Pandor admits, however (Mail & Guardian, 2008) that the department is still experiencing serious shortages of teachers in those areas. This is despite the department's concerted effort at recruiting teachers specifically to train and teach the subjects. Palesa Tyobeka (Pretoria News, 2008), the Director General for GET, told MPs that the department has allocated R500 million as incentives for teachers as there was a general lack of interest in teaching as a profession. Tyobeka also told the gathering that he supported the government's initiative to reopen teacher colleges. The

reopening of teacher colleges is also supported by the Inkatha Freedom Party (Montshane: 2008).

The number of prospective teachers enrolling and training for teaching has been steadily declining over the years. There is less competition for teaching positions. Okumbe (1999:245) argues that educational management has a very important task of making the teaching profession attractive enough for prospective teachers to develop their interest at a very early age. Vhembe district is faced with this enormous task which it cannot run away from.

Hellriegel *et al* (2001:247) are of the view that a shortage of labour (a tight labour supply) often benefits employees as employers are usually forced to upgrade their (employees) skills, improve working conditions and raise compensation levels. Discussions are currently underway to look at ways and means to lure Maths and Science teachers to Limpopo. One of the strategies currently under implementation is giving incentives to educators teaching scarce skill subjects in rural areas. Foundation phase teachers have been taken for a four year degree course at the University of the Witwatersrand and the University of Natal. All these efforts are aimed at increasing and improving the supply of maths teachers available.

Employment agencies working for foreign countries – like Britain - are posing a serious competition for the available maths and science teachers (Wilmot: 2004). This often leads to the difficulties of filling vacant posts that becomes available in, especially, public schools. According to Pillay (2001) local schools are battling to fill vacant maths and science posts because teaching expertise in those subjects is leaving the country faster than it can be replenished. It is not all doom and gloom, however, because the country is also importing teachers from countries like India and SADC countries. According to Firoz Patel (Pretoria News, 2008), the education department's Deputy Director-General, the employment of foreign educators is only a temporary measure, hence they are given contracts running for three years only.

Advertisements for CS1 educators, HODs, and principals' posts are usually placed in a departmental circular. The district does not use even local-based newspapers to advertise such

posts. Schools usually use local radio stations to advertise posts, especially those of CS1 educators.

3.2.3. Selection and hiring

Swanepoel *et al* (2003:280) define selection as *the process of trying to determine which individuals will best match particular jobs in the organizational context, taking into account individual differences, the requirements of the job and the organization's internal and external environments.* Young and Castetter (2004:104) maintain that selection has as its purpose the filling of vacancies with the personnel who are relevantly qualified, motivated, and are likely to remain with the organization, adding value to the organization's objectives. The objective of the selection process is thus (according to Rebore, 2007:127) to hire individuals who will be successful on the job.

It is of utmost importance to the education system to ensure that the selection process is carried out flawlessly. According to Web *et al* (1994:157) the employment of a wrong person cannot only reduce the effectiveness of instruction but also jeopardize existing working relationships among staff members.

A vacancy usually gives the principal the freedom to improve, significantly, the quality of instruction in his/her school. According to Pounder (1988:141-150) the impact of poor teaching is so serious that the selection process continues to be a critical issue.

Managers must take note of several legislations which governs the filling of vacancies in public schools. Of particular importance, they must always refer to Section 7(1) of the Employment of Educators Act, 1998 (Act no.76 of 1998), hereinafter referred to as EEA, which states:

> *In the making of any appointment or the filling of any post on any educator establishment under this Act, due regard shall be had to equality, equity, and the other democratic values and principles which are contemplated in Section 195(1) of The Constitution of the Republic of South Africa, 1996 (Act no.108 of 1996), and which include the following factors, namely –*

a) *the ability of the candidate; and*
b) *The need to redress the imbalances of the past in order to achieve broad representation.*

Section 5 of EEA and the ELRC no.1 of 2008 provides guidelines to be observed in the short listing (selection) process, which are:

- The criteria used must be fair, non-discriminatory and in keeping with the Constitution of the country.
- The curricular needs of the school.
- The obligations of the employer towards serving educators.
- The list of shortlisted candidates should not exceed five (5) and should not be less than three. If three candidates have been shortlisted, the SGB must seek permission from the HOD before continuing with interviewing.
- A permanent serving educator who acted for twelve (12) or more continuous months in a promotion post and meets the minimum requirements must be shortlisted.

The WPHRMPS has the following guidelines that need to be followed in the selection process:

- *Selection on merit*: this is necessary to ensure that the people selected are of the highest caliber and are best suited for the position on the basis of their skills, experience, abilities, personal attributes, and future potential.
- *Job-related selection criteria*: the criteria on which selection is made should relate only to the inherent requirements of the job. It must be stated, however, that unlike in other sectors where prior knowledge and experience may be sufficient for selection, in teaching educational qualifications, both academic and professional, cannot be overlooked.
- *Fairness*: the process of selection should not discriminate against anyone on any of the grounds listed in Section 9.3 of the Constitution.

- *Transparency*: written records should be kept and be made accessible to anyone who has an interest in the process.
- *Entry requirements*: applicants should be South African citizens by birth or by naturalization. The education sector is making use of foreign educators because of the acute shortage it is experiencing in certain subjects. Selectors should ensure that all the necessary documents that should accompany applications from foreign educators are attached, and have been verified by, for example, SAQA. Applicants should, in addition, be of sound health and be between the ages of sixteen and sixty.

School managers must also take note of the Employment Equity Act, 1998 (Act no. 55 of 1998) which establishes the right of all job applicants (and current employees) to be considered for job opportunities without regard to race, sex, national origin, colour, religion, age or physical handicap. This Act guarantees applicants to be considered solely on the basis of performance qualifications. The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (Act no. 4 of 2000) is another piece of legislation that must be consulted.

The government's policy of Affirmative Action must also be considered. This entails that individuals who were historically disadvantaged by the apartheid policies of the past should be given preference; women and the disabled should also be given first priority. The filling of vacancies should be handled in such a way that the country's demography is equitably represented.

The SGB shall establish an interviewing committee which will be responsible for the selection process. The interview committee shall comprise members of the SGB and/or any capable member of the community (Education Labour Relations Council: Limpopo Chamber Resolution no.2 of 2000 and Resolution no. 1 of 2008). Part vii D of the Public Service Regulations, 2001 must be considered when an interview committee is established, which reads as follows:

The selection committee shall consist of at least three members who are employees of a grading equal to or higher than the grading of the post to be filled or suitable persons from outside the public service.

The effectiveness of the selection process is directly tied to the labour market forces of supply and demand. Szilagyi (1988:372), for example maintains that

(a) If the labour market is "tight" – known as a buyer's market, because there are more candidates than jobs – the organization can usually choose from a number of qualified people.

(b) If the labour market is "open" – known as a seller's market, because there are more jobs than qualified candidates – the candidate may be able to choose from a number of job opportunities.

An "open" market usually affects the selection process negatively as an organization may be forced to employ the available candidate, who may not necessarily be the best candidate. It, however, benefits employees (as mentioned elsewhere) in terms of training and development opportunities.

The first step in the selection process (according to Web *et al*, 1994:162) is the paper screening of applicants. Paper screening refers to the reviewing of all documents, for example application forms, academic qualifications, teaching certificates, registration certificates, letters of recommendation, etc. to determine if they meet the minimum qualifications for the job. Applications that meet the minimum requirements are retained for further selection and those that do not meet the minimum requirements are taken out of the applicant pool and thus removed from further consideration. In the case of applications from foreigners the selection panel also checks for the availability and authenticity of qualifications, verified by SAQA, and a valid work permit.

According to the Education Labour Relations Council (ELRC) (Limpopo Chamber) Collective Agreement no.1 of 2008, the following sifting criteria must apply:

(a) A recognized three year (REQV 13) qualification, which must include appropriate training as an educator.

(b) Registration with SACE.

(c) The minimum years of experience for appointment to the promotion post as outlined in Chapter B of the Personnel Administration Measures.

(d) Inclusion of certified copies of qualifications and statement/s of results.

Applicants must be registered with the South African Council for Educators (SACE) before they can practice teaching in the Republic. Registration certificates are issued by SACE directly to the applicants. A district can demand proof of registration from applicants but will not be able to determine if such registration has been cancelled, suspended or revoked unless it (the district) verifies with the registration and issuing body, SACE. It is absolutely crucial that a validity check must be made as a suspended or revoked registration certificate is often not returned to the issuing agency.

Swanepoel *et al* (2003:280) have observed that the employment interview is one of the commonest assessment tools used in selection. The same observation has also been made by, amongst others, Okumbe (1991:241); Webb *et al* (1994:164); Seyfarth (1996:55); Longenecker and Pringle (1984:324); Szilagyi ((1988:373); Noe *et al* (1994:392); Hellriegel *et al* (2001:249); Molander (1989:61); Decenzo and Robbins (2002:184); and van der Westhuizen (1991:250). It should be noted, too, that all of the above-mentioned scholars are in total agreement that the interview is not an effective tool to predict performance. According to Robbins (1980:262) one of the major pitfalls of an interview lies in its inability to establish whether a person is able to teach or not.

Longenecker and Pringle (1984:324) argue that the outcome of an interview depends upon the following factors:

(a) The applicant's experiences, background, characteristics, perceptions, and behavior;

(b) The situation, which includes variables ranging from current economic conditions to the physical setting of the interview; and

(c) The interviewer's own experiences, background, characteristics, perceptions and behavior.

Interviews sometimes fail to accomplish the desired objectives because of the interviewers' shortcomings. It is a common occurrence to find interviewers asking questions not related to the job; talking too much; sometimes the wrong people do the interviewing; and sometimes their personal biases prevent an applicant's capabilities from being fully considered (Schermerhorn, 2005:304).

Hellriegel *et al* (2001:249) have identified the following types of judgement errors that are usually found in interviews:

- A *contrast error* occurs when a candidate is compared to the one interviewed before him/her;
- A *similarity error* occurs when an interviewer favours a candidate who looks or acts like him/her; and
- A *halo error* occurs when the interviewer judges the candidate on the basis of a single characteristic which then overshadow all the other candidate's characteristics.

According to Noe *et al* (1994:393) the utility of personnel selection interviews can be increased by observing the following guidelines: keep the interview structured, standardized and focused on accomplishing a small number of goals; ask questions that force the applicant to display the required knowledge or ability to execute behaviours on the spot; and use trained multiple interviewers.

Potential problems can be avoided by using structured interviews and multiple interviewers. Kreitner (1995:343) defines a structured interview as *a series of job-related questions with standardized answers that are consistently applied across all interviews for a particular job.* Nel

et al (2001:248) argue that the interviewer should not deviate from the predetermined questions during the course of the interview. Campion and Arvey (1989: 61-73) also support that view, maintaining that questions asked should not only be job relevant, but should be the same for all interviewees.

Multiple interviewers (panel interview) usually involve a number of interviewers. According to the ELRC no.1 of 2008 the interview committee (panel) shall comprise:

(a) One departmental representative (who may be the school principal) as an observer and resource person;

(b) The principal of the school if she/he is not the departmental representative, except in the case where she/he is an applicant;

(c) Four (4) members appointed by the school governing body, (or five in case the principal is a departmental representative or an applicant) excluding educator members who are applicants to the post(s);

(d) One representative per union that is party to the Limpopo Chamber of the ELRC as an observer.

Despite their shortcomings, interviews continue to enjoy popular support as a selection tool. They offer, for instance, a chance for the applicant to learn more about the organization and the organization to learn more and meet the applicant in person.

It sometimes happens that a panel has an easy task determining the successful candidate as in the case where one stands out from the rest in terms of, for example, rating. This is not always the case, however, and more often than not panels are faced with several candidates, both suitable for the job, and having different traits and characteristics, or different strengths and weaknesses. Molander (1989:66) has noted that when panels are faced with such a scenario, personal preferences and "political" considerations usually cloud the considerations of the selectors. A job offer usually follows an interview. Ideally a candidate with the highest score

should be offered the job first, and, if they decline the offer, the job must be offered the candidate with the second highest score. It is not unusual, however, for an offer to be made to a candidate who has obtained the second or even the third ranking, especially in cases where the candidate is already an employee of the organization. The SGB is the body tasked with making recommendations for appointments for all the teaching and management posts in schools.

The interview, as a selection tool, can be extremely worthwhile if properly developed and used by skilled persons. Unfortunately schools do not have personnel trained in conducting interviews and as such will have, for the foreseeable future at least, conduct them (interviews) in the best way possible to get the "best" person for the job. The "best way" may not necessarily mean the right or ideal way.

3.2.4. Orientation

Orientation/induction/placement follows the selection process. According to Longenecker and Pringle (1984:327) organizations have the responsibility to orientate the employee, who has accepted the job offer, to the new surroundings and helping him/her to become a part of the organization. Scholars Carrell *et al* (1998:204) and Gatewood, Taylor and Ferrell (1995:404) define orientation as *the process of introducing (familiarizing) new employees to the goals of the organization, its policies and procedures, its values, the co-workers as well as the activities of the tasks to be performed and the equipment to be used.*

Meyer et al (2007:320) are of the view that a well-designed orientation programme often results in employees becoming productive within a short period of time. They have, however, regretfully noted that orientation is largely disregarded by South African organizations, education systems included. The researcher can put it on record that at the time he started teaching (in 1987) orientation was practiced then, albeit at the circuit level, conducted by circuit managers (called school inspectors then) and other stakeholders. It is a serious concern that newly employed teachers are no longer taken through an induction/orientation process. Vhembe district DoE does not seem to have any formal orientation process or programme in

place. Schermerhorn (2005:307) has noted the negative consequences resulting from the lack of a formal, well-developed and fit for purpose employee orientation process, namely that employees learn job and organizational routines on their own or through casual interactions with colleagues and are therefore susceptible to picking up wrong things, bad attitudes and habits. Employees may also find it difficult to blend in with the organization and its culture and this may, unfortunately add to the organization's turnover.

Meyer *et al* (2007:321) identify three objectives of a formal orientation process, namely:

- To reduce anxiety, uncertainty and possible turnover;
- To assist in increasing the employee's speed to productivity - that is, the employee has a better understanding of the organization, its policies, processes and procedures and can therefore focus his/her efforts on contributing positively to the organization; and
- To encourage socialization, and create a feeling of belonging, as well as acceptance by colleagues.

According to van der Westhuizen (1991:252) a good induction programme ensures minimum disruption for the individual and the school, enhancing the speedy realization of the goals and objectives of the organization.

3.2.5. Training and development

According to Nel *et al* (2007:397) South Africa's human resources hold the key to many of its economic and social problems. It is thus imperative that the country should be able to produce them in sufficient quantities and desired quality. Teachers are the most important resources in any education system. In South Africa, the training of new teachers is now the competency of Higher Education Institutions (HEIs) like universities and colleges affiliated to them. The government is, however, considering recreating the teacher training colleges which were closed down a decade ago. This is largely due to the acute shortage the country is experiencing in the supply of these vital resources.

What teacher trainees receive in HEIs is referred to as education, and is neither training nor development. De Cenzo and Robbins (1994:265) define it as:

> *The deliberate, systematic and sustained effort to transmit, evoke or acquire knowledge, attitudes, values, skills and sensibilities, and any learning that results from such effort, whether intended or unintended.*

HEIs offer IPET programs of about four years duration. Former colleges of education used to offer three years duration diplomas to successful students. Debate is raging whether teachers need a four year degree to be effective or whether a three year college diploma is just as sufficient. The HEIs are currently not producing educators in sufficient numbers (refer to Chapter 5).

Education is what we learn at school, college or university. Training, on the other hand, is what we learn at an organization. A school, being an organization in its own right, is expected to have training programs in place for its most important resources, the human resources. According to Nel *et al* (2007:426) training is a planned process to modify attitude, knowledge or skilled behavior through learning experience, so as to achieve effective performance in an activity or range of activities.

The IQMS has as one of its objectives the determination of training needs of educators. It is unfortunate that the system is being abused and as such is having some unintended consequences (refer to Chapter 5). It is also unfortunate that many schools do not have training programs due to lack of capacity.

Educators, however, cannot afford to sit on their laurels and wait for an outside body to come to their rescue, in terms of training needs. The department also lacks capacity, and as such they (educators) have to take charge of their training needs. Van der Westhuizen (2002:273) exhorts them as follows: "*no professional practitioner who is aware of his calling can afford to sit and wait any longer for an outside body to activate him to stay abreast on subject and*

methodological terrain". The department's role in this regard will be elaborated more under the sub-heading continuous professional teacher development (CPTD)

Development, on the other hand, focuses more on future jobs in an organization (De Cenzo and Robbins, 1994:255). According to van der Westhuizen (2002:426) development is aimed at employees serving in a managerial capacity or preparing for managerial posts within an organization. In a school setting we have a school principal as the manager, a deputy principal/s, and a HOD/s. Development would thus be needed for the last two groups, under normal circumstances. It should be noted, however, that the school as an organization is a totally different entity as, for example, a large company as an organization. Schools do not have formal developmental successive planning programs. Promotional posts are contested in an open market and the best candidate is given the job. It is, perhaps, largely due to this fact that the department's program in developing future managers is all but non-existent.

3.2.6. Movement

Organizations invest a lot of money and resources in selecting, recruiting, developing and/or training employees. They naturally expect a return on their investments. One such return is the retention of valuable and skilled employees. Capable employees are rewarded by promotions. According to Wendell (1990:296) and Nel *et al* (2001:272) a promotion involves moving an employee to a higher paying job that usually has greater responsibilities, privileges and potential opportunities. There are three promotional levels at schools, namely the head of department (post level 2); the deputy principal (post level 3); and the principal, who may be on any post level from 1 to 5, depending on the size of the school.

Procedures for filling of promotional posts are guided by resolutions agreed upon by the department and teacher unions at the Education Labour relations Council (ELRC). The agreement does not prescribe to a school whether to give a promotional post to an employee already employed at the school or to someone coming from outside the organization. Stoner,

Freeman and Gilbert (1995:397) argue that employees who are bypassed for promotion often feel resentful, and this may affect their morale and productivity.

The department rarely demotes teachers holding promotional posts, even managers guilty of very serious underperformance, as in when students fail *en masse*.

Transfers are used to fill vacancies as they occur and when there are excess educators elsewhere who may be matched to the post. The province now issues Post Establishments annually. This usually results in movement of teachers from a school where they are in excess to one where there is a shortage. This process is commonly known as redeployment.

3.2.7. Separation

Educators are separated from the department due to different factors, some of which are the following:

- *Resignations*: Wendell (1990:304) defines a resignation as a voluntary separation of an employee from an organization. Educators resign from the profession when they have been offered better paying jobs elsewhere or when they see no prospects of promotion from their current position.

- *Dismissals* (also referred to as discharge, termination, or firing): according to Nel *et al* (2001:274), Wendell (1990:303) and Schermerhorn (2005:313) a dismissal is an extreme management disciplinary action. It is a result of a violation of organizational rules by an employee. The District must always consider the provisions of Chapter viii of the Labour Relations Act, 1995 (Act no. 66 of 1995) whenever a dismissal is contemplated.

- *Non-renewal of a contract*: this usually applies to temporary educators employed on a fixed contract.

- *Retirement*: educators can apply for early retirement at the age of fifty five (55) or more; or retire at the age of sixty.

- *Ill-health*: the educator must supply the district with medical certificates confirming that the educator is medically incapacitated to continue with the normal day to day work of executing learning and teaching activities.

Some organizations hold exit interviews with employees to determine the cause of turnover. The timing differs, with some waiting for a cooling period before interviewing the employee who has left the organization, and some having it whilst discussing such issues as pensions and other benefits due to the employee. It remains to be seen whether Vhembe District DoE holds such interviews.

3.3. Continuous professional teacher development (CPTD)

The introduction of Outcomes Based Education (OBE) in South African schools has led to a need for educators to be trained and developed in new methods of delivering its accompanying curriculum, the National Curriculum Statements (general) grades R – 12. Educators found their old training and teaching methods becoming obsolete overnight. It became imperative for the department to intervene and come up with measures to re-skill the practicing educators. The training and development provided by the department is commonly known as continuous professional teacher development (CPTD), also referred to as continuous professional development (CPD). CPTD, however, is not limited to training and development provided by the department, but also includes personal endeavors made by educators to improve their skills and/or qualifications. Earley and Bubb (2004:3) define CPD as:

> *any professional development activities engaged by teachers which enhance their knowledge and skills and enable them to consider their attitudes and approaches to the education of children, with a view to improve the quality of the teaching and learning process.*

Teaching is a profession and, therefore, teachers are professionals. As professionals, they have to show a commitment towards self-improvement and development, a hallmark of being

identified as a professional. Meyer *et al* (2007:508) maintain that good professionals are always ready to reflect on their own practice in the light of other approaches. OBE is such an approach.

CPD refers to activities that:

- Relate to a job or profession.
- Assist the individual in their job performance.
- Are in addition to the individual's normal job function.
- A person chooses as relevant to their job function or future career progression in their chosen field.

Earley and Bubb (2004:2) insist that schools should establish a CPD or HRD policy and also a means of its implementation through effective management and leadership. According to them, schools and their governing bodies should take the main responsibilities for developing their human resources. This will ensure that CPD is relevant to the attainment of the school's vision, mission and objectives. CPD may result in, but is not limited to, certification. The Human Resources Development Strategy for the Public Service (2002-2006:2) cautions against continued certification of individuals which does not add value to the organization or result in improved performance. Hellriegel *et al* (2001:250) hold the view that training and development should aim (as its main purpose) to overcome the limitations, current or anticipated, that are causing an employee to perform at less than the desired level. Training and development should, therefore, be job specific.

The district continuously offer training to educators mainly through workshops and, in a small scale, in-service training programs (INSET). Szilagyi (1988: 383) defines training as an activity directed at improving an employee's current job performance – an acquisition of skill. According to Certo (1980:245) training is a process of developing qualities in human resources that ultimately will enable them to be more productive and, thus, contribute more to organizational goal attainment. Hence the purpose of training is to increase the productivity of

individuals in their jobs by influencing their behavior. The district offers training in, for example, the management and implementation of Integrated Quality Management Systems (IQMS); the development of lesson plans, work schedules and subject frameworks. According to the DES (1972) report INSET refers to *the whole range of activities by which teachers can extend their personal education, develop their professional competence and improve their understanding of education principles and techniques*. A workshop (Meyer *et al*, *2007*:513) involves experiential learning, such as role playing and scenario-based discussions.

Vhembe District does not have the capacity to provide effective training and development workshops due to a crippling shortage of curriculum advisors, trained to provide such training. The proposed employment of curriculum advisors in April (2009) will hopefully improve the situation.

CPD is not an event, but a process that continues throughout one's career and ends with retirement. Educators cannot, therefore, solely rely on management, school governing bodies and the district to provide it for them. Rather, they must take responsibility for their own career management and development. Meyer *et al* (2007:401) concur, arguing that *individuals have to take ownership of their own careers and development, with employers empowering them by providing resources, a supportive environment and encouragement*. Hence the need for personal development plans (PDP), a requirement of the IQMS.

The Department has established a joint task team (with SACE) to design and pilot a CPTD points system to encourage and support professional development of teachers. According to this arrangement (Pandor: 2008), educators will be awarded points for work-related development they have undertaken. It is envisaged that those not developing themselves will be sanctioned, although the nature of the sanction is still a bone of contention.

3.4. Performance management

According to Isaac-Henry, Painter and Barnes, (1993:59) performance management is a term used to describe the range of processes, techniques and methods used to achieve such an

improvement, or 'value for money' in terms of managing public services towards achieving defined results.

Rue and Byars (1995:482) defines performance as the degree of accomplishment of the tasks that make up an employee's job. It reflects how well an employee is fulfilling the requirements of a job.

The Public Service Regulations (2001:part viiiA) insists that performance management in schools should be undertaken on the basis that it is done in a consultative manner; it should be supportive; it should be non-discriminatory and should aim at enhancing the school's efficiency and effectiveness, accountability for the use of resources and the achievement of results.

Performance management must not only be developmental but must also allow for effective response to consistent inadequate performance and for recognizing outstanding performance. South African schools are expected to be learning organizations and as such should develop mechanisms to evaluate themselves on whether they are achieving their aims. This means that the principal, members of the school management team (SMT), educators, learners and support staff should always be learning.

Mealiea and Latham (1996:541) recognized the need for performance management when they remark: to be effective, organizations must have an internal assessment mechanism designed to provide feedback on performance. Such feedback allows for the maintenance of the status quo when goals are achieved and corrective change when goals are not being achieved. Vhembe District has such a mechanism, the IQMS.

According to the ELRC Collective Agreement no. 8 of 2003, the main objective of IQMS is to ensure quality public education for all and to constantly improve the quality of teaching and learning.

According to the above agreement the purposes of IQMS are:

- To determine competence;

- To assess strengths and areas for development;
- To provide support and opportunities for development to assure continued growth;
- To promote accountability; and
- To monitor an institution's overall effectiveness.

A school district delegates performance appraisal activities to school managers (principals). Scholars (Bedeian, 1989:309 and Bateman and Snell (1996:301) concur with the above assertion. A principal should thus draw up a plan outlining the activities to be done throughout the whole year and covering every educator. According to Travaglione and Marshall (2000:182) appraisal generates the least enthusiasm amongst both participants at schools. Swanepoel *et al* (2003:372) define performance appraisal (PA) as a *formal and systematic process by means of which the job-relevant strengths and weaknesses of employees are identified, observed, measured, recorded and developed.* Hellriegel *et al* (2001:252) on the other hand define it as a process of systematically evaluating each employee's job-related strengths, developmental needs, and progress toward achieving goals, and then determining ways to improve the employee's job performance. Performance appraisal thus serve both administrative and development purposes.

Swanepoel *et al* (2003:372) are of the view that PA can be used as a basis for personnel decision making like human resource planning, reward decisions, and placement decisions (such as promotions, transfers, dismissals and retrenchments). PA can serve individual development purposes by providing employees with feedback, aiding career planning development, and providing inputs for remedial interventions.

IQMS has three programs, namely:

(i) Developmental Appraisal (DA)

The purpose is to appraise individual educators in a transparent manner with a view to determining areas of strength and weakness, and to draw up programs for individual development.

(ii) Performance Measurement (PM)

Its purpose is to evaluate individual teachers for salary progression, grade progression, affirmation of appointments, and rewards and appointments.

(iii) Whole School Evaluation (WSE)

The purpose is to evaluate the overall effectiveness of a school including the support provided by the district, school management, infrastructure and learning resources – as well as the quality of teaching and learning.

The structures that are needed in a school are the SMT, the staff development team (SDT), and the developmental support group (DSG). The school manager is always a member of the SDT. From this position they can influence, either positively or negatively, the performance of a school.

Molander (1989:194) regards performance appraisal (PA) as *a process when individual's work is observed, assessed, recorded, reported and discussed with the purpose of, somehow, improving the quality and quantity of work done, and maintaining or increasing the satisfaction the individual obtains from doing it.* According to Bedeian (1989:309) and Bateman and Snell (1996:3) PA also determines the extent to which an employee is performing a job effectively. These scholars also maintain that PA is always the responsibility of a school manager. The manager must draw up a plan outlining the activities to be done throughout the whole year and covering every employee. Managers must always guard against the following errors that are commonly made by appraisers (Hellrigel *et al* (2001:283) :

- *Rater characteristics*: each person engaged in rating the performance of others brings his or her own characteristics to the task.
- *Leniency* occurs when an individual rates all employees in a group higher than they deserve.

- *Halo effect* occurs when the rater's knowledge of an employee's performance on one dimension colours the rating on all others.

- *Central tendency* is a rating error that occurs when a manager rates all employees "average", even when their performances vary.

It is evident from the paragraph above that educators and school managers should be thoroughly trained in appraisals. Training is presently only provided to school managers, although almost all educators in a school are involved, one way or another, in IQMS appraisal.

Haynes and Massie (1961:179) hold the view that a performance cannot be checked unless there is a means of determining what the performance has been in a *past* period. This means that managers must be involved from the DA right through to the WSE stages. This is a huge task, but one that managers cannot run away from, however much they may dislike/disapprove the process. Henderson (1984:8) maintains that they (managers) are also expected to play the role of both a judge (appraising educator performance) and counselor (listening to educator concerns, observing educator behaviour, and providing information that assists the educator). Bateman and Snell (1996:301) argue that giving feedback can be a stressful task for both managers and subordinates. They maintain that educators want feedback on their performance and yet they feel uncomfortable about it.

Scholars (Fisher, 1995:11) and van der Westhuizen (1991:255) advise managers to always ensure that the following objectives of PA are met:

- The review of past performance.
- Assessment of training needs.
- Help to develop individuals.
- The audit of skills within an organization.
- The setting of targets for future performance.
- The identification of potential for promotion.

An interesting development in educator performance evaluation is the Occupation Specific Dispensation (OSD) entered into between the Department and teacher unions. According to Naledi Pandor,MP, OSD creates a new salary structure for educators and also sets parameters for teacher performance, teacher rewards, and teacher evaluation. OSD also brings in a new dimension to teacher evaluation: they will in future also be evaluated on learner performance, something that was missing in IQMS.

Cascio (1992:267) calls upon managers to note that performance assessment has many facets; it is an exercise in observation and judgement; it is a feedback process, and it is an organizational intervention.

The District has a task to ensure that schools have developed performance management plans and that they are implemented. It also has to provide the much needed training and ensure that score sheets reach the relevant offices in time. Educators must also be rewarded and developed accordingly.

3.5. Managing diversity

In her speech to parliament, Naledi Pandor, MP, Minister of Education, displayed her displeasure at the way diversity is being handled by schools. According to her (Pandor: 2008) staffrooms are not showing any signs of changing, but are still displaying the apartheid designs of the past. The Minister is concerned at the slow pace in which schools are changing in spite of the fact that learners from different communities and cultures are schooling together.

Diversity refers to differences among employees in culture, gender, age, ability (ablebodiness), religious affiliations, economic class, sexual orientation, and (in South Africa) political affiliation (Nelson and Quick, 1997:39; Schermerhorn, 2005:7; Gatewood, Taylor and Ferrell, 1995:153; and Nel *et al*, 2001:396).

Vhembe District has its work cut out in managing cultural diversity. Three major ethnic groups are found in the area, namely Vhavenda, Shangaans and Bapedi. In places like Musina

Zimbabweans, who have acquired citizenship of the country and refugees, are also attending public schools, adding to diversified culture and, thus, cultural needs. Noe, Hollenbeck and Gerhart (1994:486) argue that managing diversity requires of management to create an environment that allows all employees to contribute to organizational goals and experience personal growth. Prejudice and discrimination result when diversity is mismanaged. The District should thus have a cultural diversity management plan in place. Cultural diversity is mainly caused by differences in cultural values, customs, beliefs and practices as well as ethnic or racial backgrounds (Nel *et al*, 2001:397).

The South African government has introduced affirmative action policies in an attempt to manage diversity. The Employment Equity Act, 1998 (Act no. 55 of 1998) is another legislation aimed at promoting diversity in the workplace. Whereas in other departments advertisements for vacancies always carry an invitation to disabled people and women to apply, the researcher is yet to find the mentioning of the policies alluded to above in District and/or Provincial circulars advertising educators' jobs.

A casual look at school managers' profiles reveals that, in primary schools, women are in the majority and are largely holding top positions; in secondary schools men are in majority and are holding many of the top posts. Although women are now being promoted to promotional posts in numbers, they remain grossly underrepresented in top positions. It is as if there is a glass ceiling preventing them from going all the way to the top. Wright and Noe (1996:237) describe a glass ceiling as an invisible barrier that keeps women from attaining the topmost positions.

The District is also faced with a challenge of dealing with persons with disabilities. This group faces numerous barriers to entry to the workplace, which can be physical and/or cultural.

Gatewood, Taylor and Ferrell (1995:159) also argue that mentally disabled persons are frequently left out of the workplace because organizations cannot cater for their unique needs.

3.6. Summary

Scholars have written at great lengths about human resource management in general and human resource management in education in particular. This chapter made no attempt to review all the works of these scholars in the subject. The chapter, however, made a concerted effort to review those scholarly works dealing specifically with HRM as practiced by school districts and schools. It is clear from this chapter that educators are the most important and precious resources a school district can have. They are not only crucial for carrying out its (district) mandate but are also important for its survival. The performance of the school district is directly related to the availability and quality of its teaching corps. It therefore becomes imperative that a school district should have well-developed human resource planning, recruitment, training and development, retention and career management, diversity management and CPTD programs in place. The availability of the programs mentioned above should not be an end in itself, however, but the district should ensure that they are vigorously and meticulously implemented.

CHAPTER 4

RESEARCH DESIGN AND METHODOLOGY

4.1. Introduction

Scientific social research demands researchers to follow certain prescribed logic and processes. This is necessary to guarantee that the findings and conclusions reached are not only legitimate, but are also valid and reliable. Findings must also be generalizable to the whole population. What follows is a detailed account of how the research process was carried out and what was done with the data collected.

4.2. Research design and methodology

Scientific research methods were used for this study. This was necessary because the study was not solely grounded on theory. Facts and data were unearthed that will add to human knowledge and understanding; and that will also lead to the solving of existing and potential future problems. This study is thus categorized under empirical research. According to Goddard and Melville (2001:32) an empirical research includes experimental, *ex post facto* and descriptive (case study) research. According to Stoker, in Schnetner (1989:100):

> *Any empirical-scientific investigation commences with a statement of intent in which both the problem to be investigated and the field to be covered should be clearly described and demarcated.*

The researcher ensured that those requirements were met before commencing with data collection.

As stated earlier, this study was not grounded on theory *per se*. It was for this reason that the researcher went to the field to interview people; to administer questionnaire; and to gather data. The researcher strived to ensure, to a considerable degree of success, that the above processes were organized and well-designed. This was done to ensure their maximum effectiveness.

Empirical research (Goddard and Melville, 2001:32) works by the process of induction. By induction we mean the formulation of general theories from specific observations. In this research the respondents were interacted with in their natural *milieu*. The results obtained from these interactions were then generalized to the whole population.

This study, being scientific in nature, is also classified under applied research. The purpose of conducting applied research is "*to generate knowledge, solve problems, to make decisions, or to predict or control outcomes in real-life practice situations"* (Abdellah and Levinne, 1994:38).

4.2.1. Research design

Schratz (1993:50) defines a research design as a blueprint for the conduct of a study that maximizes the control over factors that could interfere with the study's desired outcome. According to Adams and Shvaneveldt (1991:103) a research design is "*a plan, blueprint or guide for data collection and interpretation – sets of rules that enable the investigator to conceptualise and observe the problem under study*". It is a plan for collecting and analyzing evidence that will make it possible for the investigator to answer the questions he or she has posed. A research design, therefore, refers to a plan to use one or more techniques to collect desired observations or data in an organized manner (Mrajek, 1993:42). This implies that a type of design used in a research will direct the selection of a population, sampling procedure, methods of measurement, and a plan for data collection and analysis.

The research design is a series of stages or tasks in planning or conducting a study. According to Mouton and Marais (1990:33) the aim of a research design is to plan and structure a given research project in such a manner that the eventual validity of the research findings is maximized. A research design, therefore, gives direction to the research project.

This study used a combination of quantitative and qualitative research designs. Quantitative data collecting methods were used because data in the form of numbers were needed. Qualitative methods were also used because most of the data needed couldn't be

quantified – expressed in terms of numbers. Words are the vehicle that was used to explain such data.

4.2.2. Research methods

Research methods refer to the tools the researcher uses to gather data, such as questionnaires and/or interviews. This study is of the survey type. A combination of the quantitative and qualitative methods was used. This is necessary because of the nature of the study and the data being collected.

4.2.3. Quantitative methods

According to Walsh (2001:7) quantitative studies always seek numerical data. Researchers, in this kind of study, set out to collect data that measures *"how many"*, *"how often"*? Dawson (2006:15) maintains that quantitative research generates statistics. Quantitative research, therefore, relies on measurement to compare and analyse different variables (Blaire and Higson-Smith, 2000:37).

The researcher set out to determine, for instance, the total number of students in the IPET and CPTD programs at the University of Venda. Data were also collected on the number of students doing their final year of study. These data were needed to determine the projected number of graduates the school (of education) is expected to produce this year. These are prospective teachers that are expected to be teaching in schools, mostly in Vhembe District, next year. The data collected will also give an indication as to whether there is a sufficient interest amongst the youth to train as teachers. It will also shed light on whether student teachers are more interested in teaching in the Foundation Phase or in the Further Education and Training (FET) Phase.

Quantitative approaches were also used to collect data on the number of educators who have left the profession this year and those who have entered it. Data was also collected, using the same approach, to find out the total number of foreign educators teaching in the district; the total number of educators who have been charged for misconduct; and those who have been suspended or whose services were terminated due to serious misconduct.

The data collected will also shed light on the number of misconduct cases reported to the department in 2008 and 2009.

The researcher physically visited the sites to collect data. Data that was not readily available was collected at a later agreed-upon date. The researcher prepared a data-gathering framework in which the respondents filled in the required data.

4.2.4. Qualitative methods

Although numerical data were collected during this research, non-numerical data were also collected. In fact, non-numerical data formed the bulk of data that were collected. The research approach that gathers non-numerical data is called the qualitative research approach. Qualitative approach, according to Miles and Huberman (1994:1) and Burns and Grove (1997:27), deals with qualitative data in the form of words rather than numbers.

Qualitative research usually demands the researcher to leave the comfort of his/her office and go to the field. The researcher visits the people, the sites, and/or institutions to collect data. Interviews, questionnaires and observations are administered and responses/observances are recorded down, to be analyzed at a later stage. Seaman (1987:169) defines a qualitative research design as *one in which the researcher plans to observe, discover, describe, compare and analyze the characteristic attributes, themes and underlying dimensions of a particular unit.*

Qualitative research explores attitudes, behaviour and experiences through such methods as interviews or focus groups (Dawson, 2006:14). To this end, structured and unstructured interviews were held with different HRM stakeholders, as listed in the research sample, (Table 4.2). Structured interviews were held with an official from the University of Venda (appendix 12) and officials from the DoE Vhembe District (appendix 4; 6; 8 and 10). Unstructured interviews were also held with officials from the University of Venda; the district; and Circuit Managers.

It was not just by mere intuition that the qualitative approach found more favour with the researcher. Human behaviour was the focus of this study, and the qualitative approach happened to be the most suitable approach to employ. Human behaviour normally cannot

be defined in numerical terms but in words. Language can thus provide a far more sensitive and meaningful way of recording such behaviour/experience (Blaire and Higson-Smith, 2000:38). Words and sentences were therefore used to qualify and record information about the subjects' behaviour/experiences. Qualitative data requires a more word-based style of presentation. They are usually presented as a written discussion (Walsh, 2001:90). Another factor considered was that the approach was both suitable and flexible for continuous refocusing and redrawing of study parameters during fieldwork, which usually happens, and indeed did happen, during the course of a research of this nature.

According to Bogdan and Biklen (1992:29 – 33) the following are the essential features of qualitative research:

- *Naturalistic*: qualitative research has the actual (natural) setting as the direct source of data and the researcher is the key instrument of data collection.
- *Descriptive data*: the data collected take the form of words rather than numbers. The researcher took field notes and recorded all structured interviews for transcribing and analysis at a later stage.
- *Concerns with process*: qualitative researchers are concerned with process rather than simply with outcomes or products.
- *Inductive*: qualitative researchers tend to analyze their data inductively. They do not set out to support or disprove their hypotheses; rather the abstractions are built as the particulars that have been gathered are grouped together.
- *Meaning*: meaning and understanding are of essential concern to the qualitative approach.

Using this method, the researcher conducted interviews with HR managers at circuits and district level of the DoE, Vhembe District. Interviews were also held with a lecturer and an official at the School of Education, University of Venda. The interviews were both structured and unstructured in design and execution. The nature of the data under investigation determined the nature and course of the interview.

Qualitative researchers need to be sensitive to ethical principles as their objects and subjects of study are people. The researcher took the following advice into consideration throughout the data gathering process: "*whenever human beings are the focus of investigation, we must look closely at the ethical implications of what we are proposing to do"* (Leedy and Ormrod, 2005:101). According to the two scholars, most ethical issues fall into one of the following categories:

- *Protection from harm:* researchers should not expose participants to undue physical or psychological harm. The participants in this research were in no way exposed to any danger, physical or emotional. Questions were designed so as not to embarrass or lead to loss of self esteem to any respondent.

- *Informed consent:* research participants should be told the nature of the study to be conducted and given the choice of either participating or not. The researcher informed all the respondents that this is an academic study; and as such the data collected will be used for academic purposes only. Respondents were also informed of the approximate time they would spend completing the questionnaire or the approximate length of the interview. They were also informed that they could withdraw from the interview at any stage of the interview if they felt uncomfortable to proceed with it. The respondents' participation was voluntary, and no reward was promised or given to anyone.

- *Right to privacy:* the respondents' privacy should be honoured. The names of the respondents will in no way be revealed in this study. The researcher coded the transcribed documents rather than labelling them with the participant's names. The report will be written such that the responses cannot be traced back to the respondent.

- *Honesty with professional colleagues:* researchers must report their findings in a complete and honest fashion, without misrepresenting what they have done or intentionally misleading others about the nature of their findings. This researcher did not go out to prove or disprove any hypotheses, but to collect data that will come up

with the true state of affairs concerning the survey. As such, no fabrication or manipulation of data will ever come into the equation.

*4.*3. Research format

This research generated largely qualitative data. It is, therefore, descriptive in nature. Leedy (1989:140) defines ***descriptive survey*** *"as the method of research that looks with intense accuracy at the phenomena of the moment and then describes precisely what the researcher sees".* The descriptive survey method therefore largely concerns itself with what the researcher *sees, observes,* with what can be *described in words* and can be concluded from those words (Leedy, 1989:173). According to Dixon, in Schnetler (1989:13) a prerequisite for a study to be descriptive in nature is that the researcher should give a detailed description of the phenomena under investigation. Chapter 1 did exactly that. Babbie (1990:51-*52)* maintains that descriptive surveys are *"frequently conducted for the purpose of making descriptive assertions about some populations, that is, discovering the distribution of certain traits or attributes".* This format was relevant to this study in that educator behaviour was studied. The relationship between educator behaviour and HRM was also examined. As such, the findings are largely descriptive in nature.

This research investigated, amongst others, the following issues: recruitment and retention of educators, development and training of educators, educators' turnover, labour relations, and termination – against the backdrop of the White Paper on Human Resource Management in the Public Service. Qualitative data, describing the findings, were recorded, to be analysed at a later stage.

4.4. Data collection methods

Primary data were used for this research. Blaire and Higson-Smith (2000:97) describe primary data as data collected by the researcher for the purpose of a particular study. This could be data collected or derived from primary sources. Primary sources are defined as the first publication of a piece of work (Sharp, Peters & Howard, 2002:74). Some of the primary sources that were used in this study are:

- *Theses and dissertations*: Completed theses and dissertations were consulted.

- *Annual reports*: these are reports like, for example, those issued by the Public Service Commission and the Department of Education.
- *Codes of practice* like those contained in the South African Council of Educators Code of Conduct.
- *Newspapers*: reasonable care was taken to ensure that the information was not biased and was verifiable.

The data collection methods that were used are interviews and questionnaire. Qualitative interviews, which are less structured in approach and *"allow individuals to expand on their responses to questions"* (Allan, in Allan and Skinner, 1991:177), were used. An interview involves direct personal contact with the participant who is asked to answer questions relating to the research problem. Three types of interviews can be distinguished in social research, namely unstructured, semi-structured, and structured interviews.

The researcher used both types of interviews, depending on the respondent(s) and the time available to conduct such interviews. Participants in a structured interview, where an interview schedule was used (appendices 6; 8; 10; 12; and 14) were recorded and the interviews transcribed (appendices 7; 9; 11; 13; and 15). The researcher took down notes when conducting unstructured and semi-structured interviews. Wherever possible, notes were taken down verbatim.

According to Bailey (1994:174) interview studies have the following advantages:

- *Flexibility*: interviewers can probe for more specific answers and can repeat a question when the response indicates that the respondent misunderstood. This was done wherever and whenever it was needed.

- *Response rate:* the interview tends to have a better response rate compared to, for example, a mailed questionnaire. That is why the researcher chose an interview and physically and personally administered the questionnaires rather than mailing them to participants.

- *Nonverbal behaviour:* it was easy for the interviewer to assess the validity of the responses based on the participant's body language.

- *Control over environment:* the interviewer can choose a time and place which is protected from noise and disturbances. It must be stated, however, that this researcher did not have much control over the environment as the interviews were conducted at the participants' workplaces. There were instances where the interview had to be stopped because the participant had to attend to an urgent matter brought up by, for example, a colleague. Both the participants and the researcher had no control over telephone calls that kept coming during some interview sessions.

- *Question order:* the researcher had control over question order and was able to ensure that participants did not answer questions out of order.

- *Respondent alone can answer:* the respondents were unable to "cheat" by receiving prompts from others or by having the questionnaire completed by others on their behalf.

- *Completeness:* it was easy to ensure that all the questions were answered.

The interviewees were informed in advance that the interview will be recorded and then transcribed at a later stage. Those who were interviewed did so after they have given their explicit consent to being recorded. As hitherto mentioned, participation was voluntary, and the interviewees gave their explicit consent before engaging with the process. They were informed that the information will be used for academic purposes only and that the tapes will be erased after the study has been successfully brought to its fruition.

A questionnaire is simply a printed list of questions that respondents are asked to answer (Goddard & Melville, 2001:47). The questionnaire was administered to circuit managers. The researcher personally administered all of them – twenty in number. Seventeen completed questionnaires were collected on the spot – either the same or the following day; one was collected at the district office (as an agreement between the respondent and the researcher); and one was mailed to the researcher – the researcher provided the respondent with a stamped self-addressed envelope for this matter. One questionnaire that was supposed to have been mailed back was not.

Rating scales were used in the questionnaire administered. The answers ranged as follows:

5 = strongly agree; 4 = agree; 3 = neutral; 2 = disagree; and 1 = strongly disagree.

And also:

3 = agree; 2 = don't know; and 1 = disagree.

Dawson (2006:32) identifies three kinds of questionnaires, namely closed ended questionnaires, open ended questionnaires, and a combination of both. Only the first type, namely closed ended questionnaire, was used in this research. Each respondent was given a self-administered questionnaire for completion. The questionnaire was used because of the following advantages: (1) respondents can answer them at times that are suitable to them, and (2) that the respondents may not be as inhibited in answering sensitive questions as in, for example, an interview (Goddard & Melville, 2001:49). A self-administered questionnaire also ensures a higher response rate rather than a mailed questionnaire. It was for this reason that the researcher chose to personally administer the questionnaire at the respondents' sites, even though it was costly and time consuming as the population distribution is huge and vast.

The researcher also used secondary data for this study. This kind of data can only be obtained as a second hand report or record (Walsh, 2001:8). Secondary data is data not found or originated by the researcher, but found from elsewhere – a secondary source. This is usually data collected by other investigators in connection with other research problems, or as part of the usual gathering of social data (Blaire & Higson-Smith, 2000:97). Sharp *et al* (2002:159) define secondary data as data collected by others and published in some form that is fairly readily accessible.

Secondary sources that were used include, amongst others, textbooks, abstracts, paper reviews in primary journals, journals covering a specific literature (human resource management), and the internet.

Literature review was the preferred method used to collect secondary data. According to Polit and Beck (2004:89) research is usually undertaken within the context of an existing knowledge base. This implies, therefore, that it is rarely undertaken in an intellectual

vacuum. That is why it is imperative for researchers to undertake a comprehensive literature review to familiarize them with that knowledge base. Creswell (2005:79) defines a literature review as:

> *A written summary of journal articles, books and other documents that describes the past and current state of information, organizes the literature into topics, and documents a need for a proposal study.*

Books and journals were the major source of data. White Papers, Acts and Regulations, government gazettes – to mention but a few - were used as sources of information. The electronic and print media, in brief, was consulted as valuable sources of secondary data.

4.5. Population

The concept *population* (in research studies) refers to objects, subjects, phenomena, cases, events or activities which the researcher wishes to research in order to establish new knowledge (Brynard and Hanekom, 1997:43). Seaman (1987:233) defines a population as the total group of persons or objects that meets the designated set of criteria established by the researcher. Another word for a population is the *universe* or *target population*. Thus, in simple terms, all participants in a survey are scientifically known as a population. According to Cozby (1993:58); Walizer and Wienir (1978:426); Kerlinger (1986), cited in Burns and Grove (1997:51) all the elements (individuals, objects, or substances) that meet certain criteria for inclusion in a research forms the research population of that research. Goddard and Melville (2001:34) define a population *as "any group that is the subject of research interest".* According to Walsh (2001:41) a population is the whole class of people or things that a researcher wishes to investigate. A population, then, is the aggregate from which a sample is chosen (Cochran, 1977:5). This concept is best summarized by Blaire and Higson-Smith in these words: *(a population is) the entire set of objects or people which is the focus of the research and about which the researcher wants to determine some characteristics.*

The population of this research was circuit managers found in the twenty seven circuits in the district; DoE district officials from the human resource management, human resource development, IQMS, and labour relations sub-directorates; and two University of Venda

(school of education) officials – one from the teaching staff and another one from the support staff.

TABLE 4.1: INTERVIEW AND QUESTIONNAIRE POPULATION

DESIGNATION	TARGETED	ACTUAL	PERCENTAGES	RESEARCH TOOL
Circuit Managers	12	20	167	Questionnaire & Interview
District Managers	4	5	125	Interview & Questionnaire
Univen staff member	2	2	100	Interview
Head Office HRM	0	1	100	Interview

The total number of the target population is 18; and the total number of the actual sample is 28. The percentage of the sample to the population is 156%. Twenty circuit managers, out of a possible 27, were interviewed/ administered questionnaires. This means that 164% of the circuit managers' population was sampled. As there were only 12 circuit managers targeted, the actual sample (20) constitutes 74% of the targeted population. Five district managers were sampled out of the targeted four, constituting 125% of the population. Two Univen staff members, out of a targeted two, were sampled. This is 100% of the targeted population. One member from the head office HRM sub-directorate was sampled. There was initially no intention to have members from head office constituting the population. This constitutes 100% of the population.

The population for this study was huge and vast, and as such it was not possible to distribute a questionnaire to, or conduct interviews, with every member. The researcher selected a group of people and/or institutions out of the whole population to represent it. This is known as sampling (Walsh, 2001:42).

4.6. Sampling

It was always at the back of the researcher's mind to produce a report reflecting the true state of affairs on the ground. Towards this end, the researcher took time to study the homogeneity and heterogeneity of the population. Realising that it won't be possible to physically interact with all the participants, the researcher decided to divide the population into samples. A sample is simply a small group or portion selected from the population (Brynard and Hanekom, 1997:43).

Using a sample in a qualitative study carries with it the following advantages (Brynard and Hanekom, 1997:43):

- *Simplify the research:* it is easier to study a representative sample of a population than to study the entire population.
- *Save time:* studying an entire population could be time-consuming, especially if the population is very large, or distributed over a large geographical area.
- *Cut costs:* observing, interviewing, or using questionnaires to collect data from every element could be very costly if the population is large and geographically distributed over a large area.

The process whereby researchers choose a smaller, more manageable number of people to take part in their research is termed sampling (Dawson, 2006:48). Sampling is critical to social research as it is, more often than not, not practical or possible to study an entire population (Goddard & Melville, 2001:34). Glastonbury and Mackean (1991:229) maintain that sampling, as a method, is often used where resources are not available to study all possible information. The researcher had to get by with very limited resources as the study had not been funded by any institution or agency. It was, therefore, imperative to resort to this approach. According to Schnetler (1989:10) and Seaman (1987:233) sampling is the process by which the sample (subset of population elements) is drawn from the population. Sampling procedure is the process of choosing a representative sample from the population.

Sampling is a crucial part of the research process. The method of sampling determines whether the whole population was represented. Ideally, the researcher would have loved to study the entire population to give more weight to the findings but, as mentioned earlier, it was logistically not possible. There are, of course, advantages of sampling, chief amongst them being savings in time and money (Bailey, 1994:82).

The sampling process followed by the researcher was very simple: a population was determined; a subset of some predetermined size was selected from the population. The researcher strived to ensure that the subset adequately represent the entire population so that the findings can be accurate and be generalized to the entire population. The researcher took care that the sample was neither too small – such that the findings cannot be generalised – nor too large to be effectively managed. The researcher, however, was very conscious of the need to have a representative sample. The researcher was aware that *the larger the sample, the more representative it is of a population or universe and the more accurate the conclusions reached will be* (Brynard and Hanekom, 1997:44). A comprehensive sample frame can be found in appendix 17.

The researcher chose probability sampling as an approach. As previously stated, the researcher strived to ensure that all segments of the population were represented. The basic principle of probability sampling is that "*a sample will be representative of the population from which it is selected if all members of the population have an equal chance of being selected in the sample*" (Babbie, 1990:71; Seaman, 1987:233). Samples of this quality are often referred to as EPSEM (equal-probability-of-selection method) samples. In probability sampling, each element of the population has a known positive (non-zero) probability of being drawn as an element of the sample (Schnetler, 1989:106; Walsh, 2001:45). In brief, all the people within the research population have a specifiable chance of being selected (Dawson, 2006:49).

Probability sampling was preferred over the other method (non-probability sampling) because the researcher wanted to make sure that the sample chosen will be representative of the population. It is of paramount importance to have a representative sample, especially in a qualitative research, otherwise the findings may not be generalizable to the whole population. Such findings would then be said to be biased. According to Goddard and

Melville (2001:42) a sample is biased if it represents only a specific subgroup of the population or if particular subgroups are over- or under- represented in it. The researcher therefore strived to have a sample representative of the whole population so that the research conclusions could be generalized from it. Generalizing, (Burns & Grove, 2001:366) means that "*the findings could be applied to more than just to the sample under study*". According to Seaman (1987:233) generalization is:

> *The ability to apply the conclusions reached from studying the elements in a sample to the population from which the study sample was drawn. The researcher concludes that the results of the study sample are the same as would have been reached if every element in the entire population had been studied.*

The research methodology adopted by the researcher surely guaranteed that the findings were generalizable even to other districts in the province.

4.6.1. Sampling techniques

It was mentioned elsewhere that this is largely a qualitative study. Respondents were interviewed face to face. Self-administered questionnaires were distributed to them, and were later collected physically by the researcher. One questionnaire was, however, mailed back in a stamped self-addressed envelope. The researcher came across information/data that needed follow up in the course of interviews. The researcher was then forced to make the required follow-up. This meant that a respondent who was initially not sampled was included. The researcher was aware from the onset of such complexities. It was, therefore, not an easy task to determine the actual sample size beforehand. Such is the nature of qualitative studies.

The sample size was as follows:

Circuit clusters:

- Hlanganani cluster = 4 circuits.
- Malamulele cluster = 5 circuits

- Mutale cluster = 4 circuits
- Soutpansberg cluster = 5 circuits
- Thohoyandou cluster = 5 circuits
- Vuwani cluster = 4 circuits

Vhembe district DoE subdirectorates:

- Human resource management: 1
- Human resource development: 1
- PMDS and IQMS: 1
- Labour relations: 1

University of Venda

- School of education: 2

This was a balanced sample which was neither too small such that it was not representative of the population nor too large such that the researcher could not effectively manage it, given the resource constraints. The researcher also ensured that the group being studied was typical of others – was representative of others – as recommended by McNeill (1990) in Walsh, (2001:16). Cochran (1977:72) has noted that "*a sample which is too large leads to a waste of resources, but one which is too small diminishes the utility of the results*". A large sample is more representative but very costly. A small sample, on the other hand, is much less accurate but more convenient (Blaire and Higson-Smith, 2000:93). The researcher strove to strike an even balance in handling this aspect.

A sampling frame was drawn up (appendix 17) and sampling was based on it. A sampling frame is defined as a list of all units from which the sample is to be drawn (Blaire and Higson-Smith, 2000:86).

The researcher purposefully chose a smaller, manageable sample because of the fact that the population was a largely homogeneous one: the respondents were all dealing with the

management of educators. The researcher has also taken note of the following prerequisite for samples (Leedy, 1989:152):

> *The sample should be so carefully chosen that through it the researcher is able to see all the characteristics of the total population in the same relationship that they would be seen were the researcher in fact to inspect the whole population.*

It was mentioned elsewhere that probability or random sampling was used. According to Blaire and Higson-Smith (2000:86) probability or random sampling occurs when the probability of including each element of the population can be determined. This research used the following types of probability sampling: simple random sampling and stratified sampling.

Simple random sampling is a sampling procedure which provides equal opportunity of selection for each element in a population. Each person in the universe has an equal probability of being chosen for the sample, and every collection of persons of the same size has an equal probability of becoming the actual sample (Bailey, 1994:89). Each individual, therefore, has an equal chance of being selected (Edwards and Talbot, 1994:34). The sample is selected at random from a list of the population (the sampling frame).

The researcher did not have any specific people in mind during the data collection process. Participants were chosen without bias for any personal characteristics. The fact that some circuit clusters are more represented can be attributed to the fact that some circuit offices are housed within the same building. This afforded the researcher to interview and/or administer questionnaire to both circuit managers that were available at the time.

The principle of **stratified random sampling** is to divide a population into different groups, called strata, so that each element of the population belongs to one and only one stratum (Blaire & Higson-Smith, 2000:89; Schnetler, 1989:113). According to Mendenhall, Ott and Scheaffer (1971:53) a *stratified sample* is obtained by *separating the population elements into non-overlapping groups, called strata, and then selecting a simple random sample from within each stratum.* Burns and Grove (2001:371) maintain that this method is largely used in situations in which the researcher knows some of the variables in the population that are

critical to achieving representativeness. This was one of the reasons why the method was chosen over other sampling types

Stratified sampling requires the population to be subdivided into homogeneous groups, with each group having similar characteristics. Simple random sampling is then carried out within the strata. This method was preferred in that it was hoped that it will succeed in obtaining a greater degree of representativeness and also decrease the probable sampling error (Babbie, 1990:85). This was easy to achieve as a random selection process gives each element an equal chance of selection.

The district, as mentioned elsewhere, has a total of twenty seven circuits. The circuits are grouped into clusters, with a cluster made up of a certain number of circuits (previously listed). The circuits within a cluster are largely homogeneous in terms of their service areas. Elements of heterogeneity are found across clusters. Hence it was imperative for the researcher to administer and interview participants from each and every cluster. Participants from the district offices and the University of Venda were also sampled.

TABLE 4.2.: POPULATION SAMPLE AND INSTRUMENT USED

INSTITUTION	TOOL(S) USED
Hlanganani Central*	Questionnaire & Interview
Hlanganani North*	Same person responsible for Central (above)
Hlanganani South*	Questionnaire
Sekgosese North*	Questionnaire & Interview
Malamulele Central*	Questionnaire
Malamulele East*	Not visited
Malamulele North East*	Not visited
Vhumbedzi*	Questionnaire & Interview
Malamulele West*	Questionnaire

Mudaswali*	Questionnaire
Niani*	Not visited
Sambandou*	Questionnaire
Tshilamba*	Questionnaire & Interview
Soutpansberg East*	Not visited
Nzhelele East*	Questionnaire
Nzhelele West*	Questionnaire
Soutpansberg North*	Questionnaire & Interview
Soutpansberg West*	Not visited
Luvuvhu*	Questionnaire
Mutshindudi*	Questionnaire
Sibasa*	Questionnaire
Mvudi*	Not visited
Tshinane*	Questionnaire
Dzindi*	Questionnaire
Dzondo*	Questionnaire
Vhuronga 1*	Questionnaire & Interview
Vhuronga 2*	Questionnaire & Interview
University of Venda	Interview
Department of Education: Vhembe district	Interview
Department of Education: Province	Interview

* Represent circuit office

4.7. Validity and reliability

Social researchers want their measures to be valid and reliable. The use of valid and reliable measurement instruments enhances the chances of findings to be genuine and authentic; and to draw meaningful and defensible conclusions from the data.

4.7.1. Validity

Leedy and Ormrod (2005:97) define validity as the accuracy, meaningfulness, and credibility *of the research project as a whole.* The research project can only be valid to the extent that the measuring instrument used to gather data was valid. Selltiz *et al* (1976:168) quoted in Bailey (1994:67) maintain that the validity of a measuring instrument *is the extent to which differences in scores on it reflects true differences among individuals on the characteristic that we seek to measure, rather than constant or random errors.* The validity of information, however, is primarily determined by the participants' truthfulness and willingness to communicate information and their experiences.

Validity can be assessed in several ways, namely:

- *Face validity:* this is the extent to which the instrument appears to be logically appropriate (Seaman, 1987:318). It is determined by a casual glance at the items on the instrument and then concluding whether they are ideal for what they are intended to do. One does not have to be an expert to determine this kind of validity. The instruments used in this study – interview schedule and questionnaire – had without any shadow of doubt face validity. All the questions on those instruments had something to do with educator management.

- *Content validity:* this is a subjective measure of how appropriate the items seem to a set of reviewers who have some knowledge on the subject matter (Litwin, 1995:35). It seeks to determine how adequate the study's sampling is – that is, whether the instruments have everything they should contain and do not include anything they should not. Ideally, a panel of experts determines the adequacy or inadequacy of the study's sample. The researcher enrolled the assistance of acquaintances in the field of human resource management to determine whether the instruments were valid

for the purpose they were intended for. It was not possible, under the circumstances – lack of time and resources – to enrol the use of a panel of judges (as suggested by Seaman, 1987:318) to determine the content validity of the measuring instruments used.

The researcher kept the following requirements in mind: that the instruments were actually measuring the concept in question, and not some other concept; and that the concept was being measured accurately.

*4.*7.2. Reliability

The reliability of a measuring instrument is the consistency in which it yields a certain result when the entity being measured has not changed (Bailey, 1994:67; and Seaman, 1987:322). Simply put, it refers to whether the research will produce the same result if conducted by a different researcher or even the same researcher using different participants.

Reliability is mainly concerned with how well the instrument measures what it is supposed to measure. The researcher developed instruments designed to determine the management of teachers in secondary schools, and not office-based teachers or those in primary schools. To this end, the researcher is satisfied that the instruments were reliable.

4.8. Data analysis

According to Walsh (2001:7) the term "data" refers to the items of information that are produced through research. "Analysis" means separating something that's 'whole' into its component parts so that it can be studied. Scientific research does not end with the collection of data – in fact raw data is of no significance to anyone, hence the necessity for analyzing data so that they can make sense. Data analyses "*entail categorizing, ordering, manipulating, and summarizing the data and describing them in meaningful terms*" (Brink, 1996:178). Walsh (2001:79) defines data analysis as the process of making sense of the researcher's data.

This study produced both quantitative and qualitative data. Quantitative data are always in the form of numbers, statistics. Thus without the aid of statistics, the data generated would

be little more than a chaotic mass of numbers. Statistical methods enable the researcher to reduce, summarize, organize, manipulate, evaluate, interpret and communicate quantitative data (Brink, 1996:179). Complex statistical methods/formulae were not necessary for this research. Data analysis largely entailed counting and grouping together answers that were given to each closed question in a questionnaire, and counting and grouping into categories similar types of answers given to open questions in interviews (Walsh, 2001:80).

The researcher assigned a numeric score (or value) to each response category for each question on the instruments used to collect data. This process is known as **data scoring** (Creswell, 2005:175). The researcher pre-assigned numbers on the instrument to each response option, as in the following example:

Educators regard IQMS as just another remuneration scheme, and nothing more.

…… (5) Strongly agree

…… (4) Agree

…… (3) Undecided

…… (2) Disagree

…… (1) Strongly disagree

The researcher then counted and recorded the occurrence of scores or values represented in the data. The researcher was on the lookout for the frequency distribution of scores (or values). Frequency distribution is defined (Walsh, 2001:85) as a simple tally of how often (or frequently) certain data items occur within a data set. It is also defined as a systematic arrangement of values from lowest to highest, together with a count of the number of times each value was obtained (Polit & Beck, 2004:455; Brink, 1996:180). Frequency is simply the number of times that a result occurs. The next step was to add up the number of each type of response (represented by a score or value) given to a particular question. This process was engaged with only after all the required data have been gathered. The responses were then presented in graph forms, where appropriate.

According to Brink (1996:178) qualitative research designs often produce extensive qualitative data of considerable depth. The narrative strategy then becomes the strategy of choice for analyzing such data. Walsh (2001:90) argues that qualitative data are usually presented as a written discussion: *"researchers tend to make use of short verbatim quotes of what respondents said or wrote. They do this to provide evidence of typical or particularly important responses and statements"*.

The researcher used a tape recorder when interviewing respondents in all interviews where an interview schedule was used. The interviews were then transcribed. Transcription is defined as the process of converting audio tape recordings into text data (Creswell, 2005:237). The researcher adopted what is commonly known as wholesale transcribing – whole interviews were transcribed and the transcripts were printed. The process entailed listening repeatedly to the audio tapes, capturing everything that was said. Printing the transcripts made it easy for the researcher to analyze them for common themes.

The transcripts were coded to ensure respondents' privacy. In the transcriptions, the code T/UN-1 will stand for page 1 of an interview transcription of a university official; T/HRM-3 for page 3 of an interview transcription of a human resource management official; T/HRD1-2 represent page 2 of the first interview transcription of a human resource development official; and T/IQM-3 represents page 3 of an interview transcriptions of an IQMS official.

Unstructured interviews were also held with various participants. The responses were noted down. Where similar themes were identified, the researcher noted this down for use during analysis.

The researcher was always looking for themes and patterns throughout the process. Those that have been identified were described in the discussion of the findings. This scientific process is called thematic analysis (Dawson, 2006:117).

Data, as mentioned elsewhere, was also coded. Coding is the *"process of segmenting and labelling text to form descriptions and broad themes in the data"* (Creswell, 2005:237). Data from the questionnaire were scrutinized for similarities and overlaps, and were then coded. During this process data selection was taking take place: useful data were being selected and other data that would not specifically provide evidence were discarded.

According to Brink (1996:192) data analysis is generally not a distinct step in qualitative research studies, but it is done concurrently with data collection. The researcher, for example, ditched the planned administration of an interview schedule for circuit managers just after using it once. The researcher decided to use unstructured interviews that served the purpose just as well. Using unstructured interview the researcher was able to ask questions on issues peculiar to the circuit. Issues that were initially left out of the interview schedule were easily handled this way. The researcher was thus collecting and analyzing data simultaneously. The researcher was always thinking and reflecting upon emerging themes, adapting and changing the methods as and when they were required (Dawson, 2006:116). Figure 4.1 provides a schematic presentation of the process.

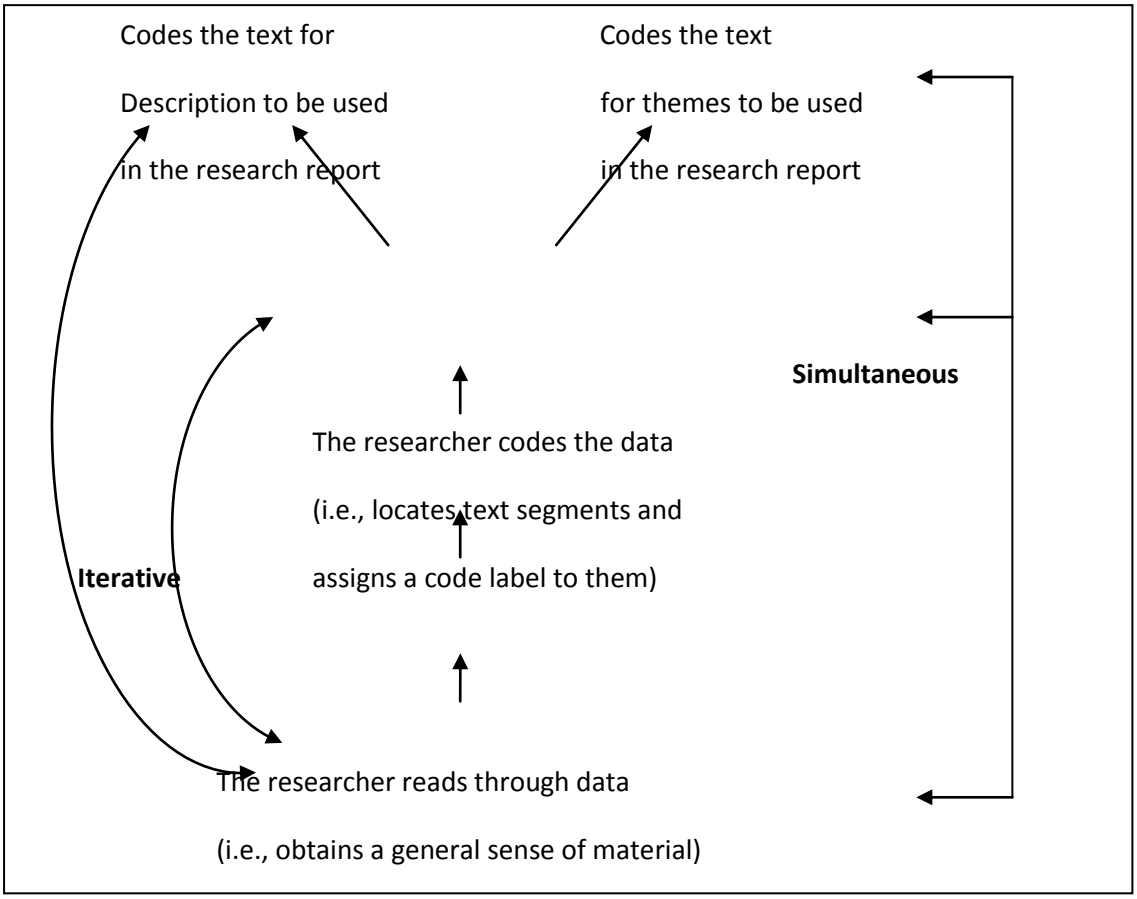


Figure 4.1: The qualitative process of data analysis (adapted from Creswell)

The researcher, briefly, undertook the following data analysis processes (Brink, 1996:192; Dawson, 2006:122):

- *Thinking* about the data
- *Judging* the value of the data
- *Interpreting* the data
- Undertaking the mechanical processes of *analyzing* the data

Data were manually recorded and analyzed. Manual analysis (Brink, 1996:192) is *"a thorough review of all recorded information that the researcher ha(d) obtained during the course of data collection".*

4.9. Summary

The design and methods discussed above were chosen to ensure a scientific research product. Although it was not possible to have each and every person in the population to take part in the data collection process, every effort was made to ensure that the sample chosen was representative of the population. The instruments used were designed with validity and reliability issues in mind. The outcome was a study whose findings are credible and generalizable.

This chapter discussed the research design and methodology used in the data gathering and analysis process. The rationale for choosing certain methods and instruments over others was explained.

CHAPTER 5

PRESENTATION AND ANALYSIS OF RESEARCH DATA

5.1. Introduction

Enormous amounts of data, that will form the core of discussion for this chapter, were collected using the research design and methodology meticulously detailed in the previous chapter. A large chunk of the data collected were relevant and very useful for this study, whereas some were not and consequently did not see the light of day into the presentation and analysis stage. Such data were inevitably discarded.

This chapter will make a concerted effort to present and analyse data that concerned themselves, had a bearing, or are related to the subject of this study. It was previously stated that raw data are of no use to anyone, scholars and academics alike. It is for this reason that data will be analysed and interpreted so that they could become accessible and understandable to everyone. Tables and charts, wherever appropriate, will be used not only to enhance a more appealing presentation, but also to enhance accessibility, easy reading, and most importantly, comprehension.

5.2. The staffing process

The Vhembe District DoE has a moral as well as legal obligation not only to ensure that all the vacancies are filled, but also that the men and women that fill those vacancies are capable, well-qualified and competent to carry out the duties and obligations attached to those vacancies. It is for this reason that the district is constantly engaged in processes aimed at ensuring that the staffing process is carried out flawlessly and seamlessly. The staffing process involves planning, recruitment, selection and hiring, orientation, movement, and separation.

5.2.1. Human resource planning

Human resource planning (HRP) involves the process of analyzing an organization's human resource and determining how to best fill them (Schermerhorn, 2005:301). The district is constantly planning to fill vacant posts and those that will be vacant through, for example,

retirements. The district has a database wherein the profiles of all educators are stored. The inventories contain information like the name of the employee, age, and date employed, sex, job title, place of employment, education and training, and certification.

The profile helps the district to determine well in advance the number of employees who are likely to leave the organization through, for example, retirements due to age. The profile also helps the district to know the kind of academic and professional qualifications educators have. I must point out, however, that it is highly likely that the database is not as comprehensive as the district would like it to be.

Educators are developing themselves academically, with or without the assistance of the department. There are cash bonuses that are awarded to educators who have submitted an additional qualification. There is a condition to receiving the cash bonus, though. An educator who had received a three year teaching diploma after matric and then went on to receive a junior degree (a BA, for example); a senior degree (BA (honours), for example); and then a Masters' Degree will receive a cash bonus only as far as the masters' degree qualification. Any qualification, be it a degree or a certificate, additional to the masters' degree will not be considered for a cash bonus. It is for this reason that educators who have qualifications that are not considered for cash bonuses do not, on many occasions, submit those qualifications. In brief, educators do not feel obliged to submit a qualification they will not receive any financial benefit for. Their actions, however, have a detrimental effect on the ability of the district to plan for its human resource needs based on what it has in its disposal.

Schools are requested to send enrolment figures to the district each year. The submission is, of course, done through the circuit offices. These figures, when analyzed, give an indication of an increase or decrease in learner enrolment in certain areas of the district. This can lead to redundancies (also referred to as excesses) and shortages of staff. An increase or decrease in learner enrolments also leads to closures and mergers of schools.

5.2.2. The supply of human resources

It was mentioned elsewhere that it is a difficult task to predict the supply of human resources at any given time. It was, for example, stated that it is next to impossible to predict deaths, voluntary resignations, and dismissals.

The district depends on universities for the supply of educators. Universities are, unfortunately, not compelled to share information with the district regarding their educator-trainees enrolments. It is largely due to this factor that the district has no idea as to how many teacher-trainees are out there. The following response was given by a district official (T/HRD2-2):

Question 5: *Does the district have bursaries targeted at new educators i.e. teacher trainees at universities or universities of technology?*

Response: Yes, we have ... like I indicated at the beginning to say ... we've got a group of learners – who passed grade 12 – at the University of Venda, Wits, Kwazulu Natal, Turfloop – we've got groups of students there, in those universities – but they are not that many in terms of – if you compare educators who are resigning, who are going on pension from year to year, I don't think they are enough to can occupy all posts.

Another official gave the following response to a question (T/HRM-3):

Question 15: *The minister for higher education, SADTU and many political parties are calling for the re-opening of teacher training colleges. How do you think this will benefit this district?*

Response: Ja ... this district will benefit a lot because as we look at the attrition level – the attrition level is high not ... isn't it previously we were talking of people who are resigning, now we are looking at the attrition level. The attrition level is high because of the scourge of HIV and because of people who are ... eh ... as from sixty years and above, who would like to leave the system. They need to be replaced. They need to be replaced by qualified educators. So to get qualified educators we need to have students who have trained for three or four years as educators, professionally.

Question 16: *So, would you say the University of Venda is not producing enough?*

Response: It can't be producing enough for the whole of the district.

In the first response (THRD2-2) the official stated that there are students training as teachers at several universities all over the country. The following universities were mentioned: University of Venda, Kwazulu Natal, Wits, and Turfloop (the Limpopo campus of the University of Limpopo, a result of the merger between MEDUNSA and the University of the North). The official said "we've got groups of students there..." The official did not attempt at all to give an indication as to how big or small those "groups of students" are. The official did not have any idea as to how many students are being trained to become teachers. The above claim is supported by the following response to a question (T/HRD2-2):

Question 6: *If I can say ... I can ask you ... how many bursaries have you awarded to students this year and maybe in the past three years?*

Response: For Vhembe this year for students we've awarded 86 ... I know it's 86 for this year. But of this 86 only 32 students registered. That is for Vhembe only. For last year we did not succeed in registering educators doing education at the district. But the national department has got a special bursary called ... eh... Fundza Lushaka. They give money to various post-matric institutions, which are training educators. So we've got a number – which I don't know how many – of students who are being trained under the national department of education.

It is apparent from the responses above that the communication between the national department and the district as far as the number of teacher trainees is concerned, is wanting. The data is kept by the national department. This does not mean, however, that the data is totally inaccessible to the district, if it makes such a request.

The district has no idea on the number of students currently training as teachers. This puts it in a very difficult position to correctly predict teacher supply. The district is under the impression that students are not interested in training as teachers – "... but of this 86 only 32 students registered". The 86 is the total number of bursaries awarded by the district. There are other bursaries awarded by, for example, the national department (previously

discussed), the provincial department and special bursaries awarded by the MEC for education. There is, therefore, a very strong possibility that the 54 students who were awarded bursaries but did not register, might have actually registered as teacher trainees, but using a different bursary other than the one offered by the district.

The response from the Provincial HRD sub-directorate was also not very useful. This sub-directorate is also engaged in awarding bursaries to students who would like to pursue a career in teaching. The researcher asked an official the following question:

Question: *How do you deal with a student coming from, for example, Vhembe District? Do you send him/her back to the District?*

Response: No. If the student qualifies for the bursary we process the application regardless of which District the applicant comes from.

It is largely due to this duplication of services that lead to officials not knowing how many bursaries were offered and taken; and how many students are still being trained as teachers in various institutions.

The provincial official indicated, for instance, that 250 students were needed in 2007, but only 37 were available to be taken to Wits for training as educators. Unfortunately, by the end of the same year there were only 20 left who were still in the programme. The official could not give an indication of the number of students (from this group) who are expected to graduate in 2010. The impression the official gave was that the number could be even less than 20. The official went on further to indicate that in 2008 another 250 students were needed to be given bursaries towards studying as teachers; but only 92 were found.

In response to a question (16) the official's response (T/HRM-3) was that the University of Venda "can't be producing enough teachers for the whole district". I must point out that the official, just like many people out there, are still under the impression that the number of teacher graduates is still on the decline.

An official from the University of Venda was pleasantly surprised when (they) learnt how many students there were in the school of education this academic year. This happened when the official was collating data on student enrolments – data that was needed for this

study. The data indicated that there were a total of 1298 students registered in the school of education this year. Out of this total, 886 were in the IPET programme, doing either Bachelor of Education (Foundation Phase) -256; Bachelor of Education (FET Phase) – 502; and Bachelor of Science in Education – 128.

The increase in teacher graduates was also mentioned by another University of Venda official during an interview (T/UV-1):

Question 4: *From your observation, is there an increase in the number of students graduating to become teachers?*

Response: Yes. The number has increased dramatically because of the bursary...

The following table can give us a projected number of graduates in 2010:

PROGRAMME	ENROLMENT
Post Graduate Certificate in Education	37
Bachelor of Education (FET)	37
Bachelor of Education (Foundation Phase)	23
Bachelor of Science (Education)	4
Bachelor of Arts (Education)	2
GRAND TOTAL	**103**

Table 5.1. Data adapted from University of Venda

Unfortunately, data from other universities indicating whether there is an increase or decrease in teacher trainee enrolments were not immediately available.. The district, too, does not have such information. This makes the task of predicting human resource supply a very difficult one indeed. According to the Provincial HRD official, the sub-directorate awarded 76 bursaries in 2008 and 76 bursaries (again) in 2009. All of these bursaries were awarded to students registered with the University of Venda.

It should be clear by now how difficult it is for the three spheres – the District, the Province, and the National departments – to know how many students will be graduating in any particular year; and also to know how many students are studying as teachers using state bursaries. There are just too many bursaries out there with no co-ordinated control.

The study would like to draw attention to the small number of teacher trainees registered for the Bachelor of Science in Education degree – only 128. This is the total number of students registered for the programme, inclusive of trainees in the first, second, third and fourth year. There are only four students in the fourth year of study. These are students who are expected to teach maths and science in schools, upon their completion. If we are to compare the number of foreign educators teaching mostly maths in the district (306) with that of the expected graduates in 2010 (4), we will immediately notice that the supply of maths and science educators in the district is still in a very bad state. The number produced is awfully inadequate for the district's needs, now and in the future.

It has been mentioned elsewhere that the former minister of education, Ms Naledi Pandor, bemoaned the severe shortage of teachers graduating to teach mathematics and science (Pandor: 2008). The small number of registered students doing Bachelor of Science in Education degree is an indictment to her concern.

Responses from the questionnaire also supported the view that the country's institutions of higher learning are not producing enough teachers. It was mentioned elsewhere that several organizations are calling for the re-opening of the country's former colleges of education. Circuit managers' views on the statement (Question 15: Questionnaire): *"There are not enough newly qualified educators entering the system*" were as follows:

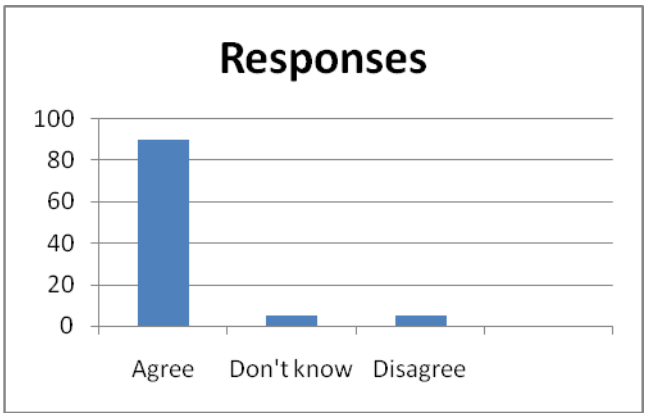
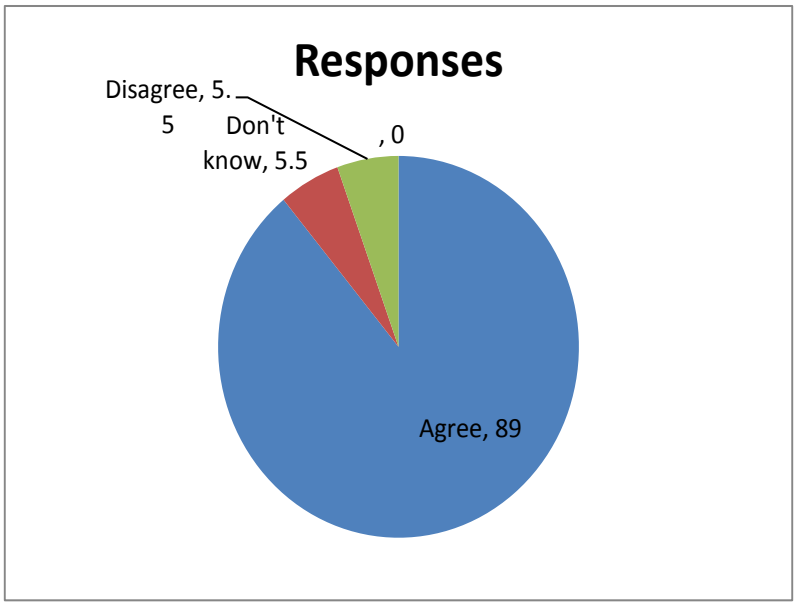


Table 5.2: Responses in percentages

The figures presented above show an overwhelming majority of respondents (90% or 17 out of 19) holding the view that universities are not doing enough to staff the country's schools with qualified teachers. Only 5% responded as having no idea on the matter, and another 5% (or one respondent out of the 19 who responded) disagreed.

It is interesting to note that in response to a question which was intended to test whether they believe in the answer they gave to (15); to test whether they were honest in their responses and also to test whether they were really engaging with the questionnaire earnestly, the responses were almost the same. Question 17 (questionnaire) asked circuit managers if they believe that the re-opening of teacher colleges will lead to an increase in teacher supply. These were their responses:



Pie graph 5.1. Responses in percentages

There is only a slight decline on the previous number of respondents who maintained that universities are not producing enough teachers – from 90% to 89%. The number of those who chose to remain neutral increased slightly from 5% to 5.5%; so did the number of those who disagreed.

The district official (T/HRM-3) also supported the call for the re-opening of teacher training colleges.

Question 16: *The minister for higher education, SADTU and many political parties are calling for the re-opening of teacher training colleges. How do you think this will benefit this district?*

Response: Ja ... this district will benefit a lot because as we look at the attrition level ...

It is surprising that there are respondents who do not believe that universities are not producing enough teachers and who also do not believe that the re-opening of teacher colleges will lead to any increase in teacher supply. This is a clear indication that there are people out there who have lost all hope that the supply of teachers can be increased in any way. These are respondents who hold a very dim view of the future of the country's education system. To them the situation can not be salvaged. Strange that these are educationists – a section that is supposed to be optimistic about the future prospects of the country's education system. Maybe they are amongst those who are there (in the system) because they have been offered a job but would not hesitate to abandon the system at the first opportunity of another job offer. Maybe – and just maybe – they have been unsuccessful to staff their schools on so many occasions that they have lost any hope that things will get any better, as indeed they will.

What is interesting, though, is that all the respondents are unanimous in that circuits must have recruitment programs to ensure that they are well-staffed at all the times. Presently, circuits are not formally involved in recruiting educators, leaving the task to schools.

Vhembe district used to have four of these colleges (colleges of education) before they were transformed into the now defunct EMPC (Education Multi-Purpose Centres). Indeed, if they were to be re-opened – even if it is only one of the four – the district would benefit immensely. Teacher supply would definitely increase.

It has been mentioned before that the district is currently experiencing an acute shortage of maths and science educators. The department is currently filling vacant posts, especially in maths, by foreign educators, mostly Zimbabwe nationals. These foreign educators are employed on a contract basis, which may range from some few months to three years. There are currently some 306 foreign educators employed in schools all over the district

(information correct as at 21 August 2009). Many of them are teaching Mathematics, with only a couple teaching Accounting.

The researcher spoke to a school principal who had visited the circuit office to apply for a foreign educator to assist at his school. This is what the principal said: “my only worry is that these foreigners may go back to their country after the expiry of their contracts as things seem to be moving positively up there”. By “up there” the principal was referring to Zimbabwe.

Responding to a research question, circuit manager X said: “the issue is not that foreign educators are better than South Africans, but that there are no South African educators available to teach subjects like Mathematics. I had them at a school where I was a school principal. They are hard workers and changed the complexion of the subject and also the attitude of learners towards it. Suddenly, learners started enjoying maths and the results improved tremendously”.

Analysing the results from the questionnaire, which was administered to circuit managers, one is confronted with conflicting messages regarding the supply of educators in various circuits. This is not surprising as circuits found in urban areas ands those close to towns are more likely to attract more educators than those in rural and far-flung areas.

The following responses were obtained in response to a statement (Question 1) *the circuit is experiencing a shortage of teachers in general:*

Strongly agree =6%; Agree = 33%; neutral = 0%; disagree = 50%; and strongly disagree = 11%.

It is apparent from these figures that there are circuits in the district that are experiencing teacher shortages. 6% of the respondents strongly agree that they are experiencing severe teacher shortages, and 33% agree that their circuits are experiencing a general teacher shortage. By general we mean that teachers – not necessarily for any particular subject - are in short supply. This means that schools are unable to fill their vacancies as determined by their staff (post) establishments.

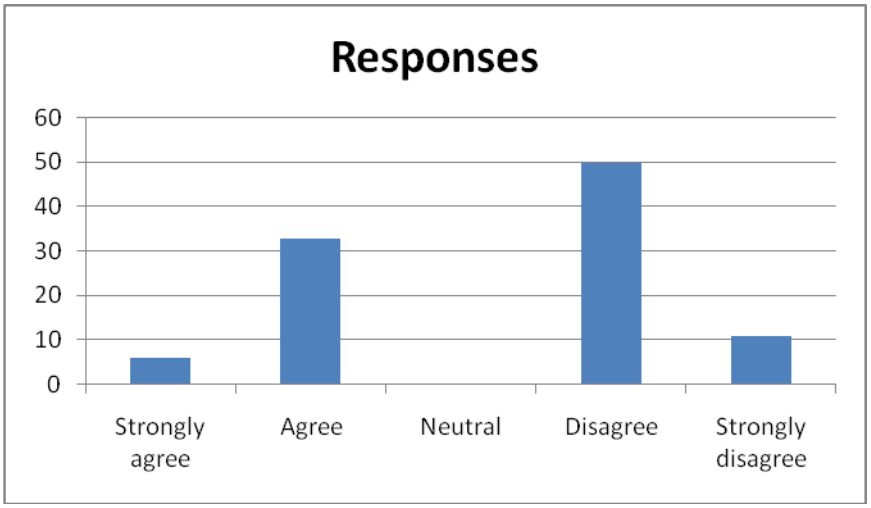


Table 5.3: Responses in percentages

If the two figures (6% and 33%) are "collapsed" into one (agree), we have a whopping 39% of circuit managers agreeing that their circuits are experiencing a shortage of teachers to staff their schools. This is a frightening figure by any stroke of imagination.

On the other end of the continuum, 61% of respondents disagree that their circuits are experiencing a general shortage of teacher supply. Of these 11% disagree strongly that their circuits are experiencing any shortage of teacher supply. This means that a mere 61% of respondents are not experiencing problems with the filling of vacancies existing in their schools with qualified educators. The use of the word "mere" is intended to give the effect that the figure is unacceptably low, as a shortage is something negative. The figure should have been higher, if the circuits are in a good state of health. As matters stand, the picture looks very bleak indeed.

The views expressed by the 39% of respondents (who agree that there is a general shortage of teachers) are also shared by one of the district officials (T/HRM-1):

Question 1: *How would you describe educator staffing in secondary schools in the district?*

Response: In terms of?

Question 2: *Eh ... sufficient or insufficient?*

Response: Staffing in the district at the school level is not according to the proposed ratio, where one educator has to teach at least 35 learners. So it means our school remains overpopulated but with less educators.

Question 3: *Ok. So we can say there is shortage in the district.*

Response: There is still a big shortage.

It must be pointed out, however, that although the official stated that "there is still a big shortage", the official later on explained that the shortage is not confined to all the subjects (T/HRM-2):

Response: ... not in every subject, because other subjects we have plenty – we have oversupply – one can say that.

The issue of oversupply of teachers in some subjects can also be traced to a statement made by a University of Venda official in response to a question (T/UV-4):

Question 11: *There is a perception that there is a shortage of teachers countrywide. Do you think the university is producing enough teachers to meet, for instance, Vhembe district's needs?*

Response: I'm not so sure about that one. I don't think so ... I'm not so sure about that. But I know that countrywide there is a cry of shortage of teachers. The problem also comes when students have, say, specialised in Tshivenda, their home language, and you find that he can't get a job. They can't be absorbed here in Vhembe ... those are some of the students that are still lingering around. Like last year out of the seventy-something we had, only three remain who are still lingering around because they did Tshivenda and Life Orientation.

The district official also admitted that there is a shortage of educators in some specific subjects like maths, science and commerce.

Question 12: *Talking about the supply of maths, science and commerce educators, would you say there is a shortage of those educators?*

Response: Ja, there is.

The questionnaire also solicited some views on the subject from circuit managers. Their responses to the statement: *the circuit is experiencing a shortage of maths, science and commerce teachers* were as follows:

Strongly agree = 58%; agree = 26%; neutral = 16%; disagree = 0%; and strongly disagree = 0%

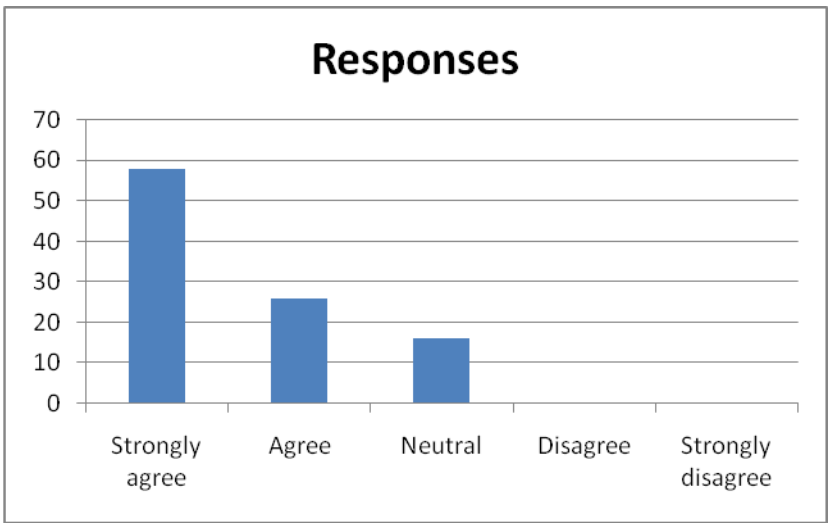


Table 5.4: Responses in percentages

The high figure of 58% of respondents who strongly agree that there is a shortage of teachers in the subjects mentioned above, vindicates the common belief held by many academics that the education system is experiencing an acute shortage of teachers in those fields.

If we "collapse" the two percentages (58% for *strongly agree* and 26% for *agree*) we get a whopping 84% of respondents who are maintaining that schools in their circuits are experiencing a serious shortage of teachers to teach the subjects hitherto mentioned. It is worth noting that there was not even a single respondent who disagreed with the statement. The sheer magnitude of the problem has reached alarming proportions.

The remaining 16% was made up of respondents who chose to remain neutral in their responses. Remaining neutral can be interpreted in several ways. Firstly, it can be a sign of both incompetence and/or gross negligence and dereliction of duty. Secondly, it can be due to ignorance. The respondents may not be aware that managing human resources is one of their responsibilities as stipulated by the WPHRMPS (1997:22) which reads thus: *human*

resources will, to the greatest extent possible, be managed by those closest to the point of delivery. This means, therefore, that human resources management is also the responsibility of circuit offices. Maybe the circuit managers feel that their responsibilities end in signing assumption of duty forms; not in checking and scrutinizing human resources supply trends.

Circuit managers are the first to become aware of vacancies in schools, especially those allocated by the department. The school principal may be the first to know about a vacancy in cases where the vacancy existed due to death, retirement, and resignation.

When principals are looking for educators to fill existing vacancies or to supplement the existing staff, the circuit office is the first port of call. It is the circuit manager's duty and obligation not only to supply school principals with the necessary educators, but also to ensure that all vacant posts within schools in the circuit are occupied. It is, therefore, incomprehensible for circuit managers to claim ignorance concerning staffing in their schools – staffing, especially, in such crucial subjects as the ones under discussion. Remaining neutral is tantamount to ignorance – a "don't know" answer. It is totally unacceptable for circuit managers to remain neutral on this issue – to "sit on the fence" – as it were.

It is interesting to note that 84% of respondents are, to varying degrees, experiencing a shortage of the said teachers. This researcher regards 84% as an unacceptably high figure which should put the district on a high alert mode or an impending crisis. And yet one of the district officials maintains that the shortage is not critical – that it does not constitute a crisis situation (T/HRM-3):

Question 3: *Would you say there is a crisis in the supply of this kind of educators?*

Response: We cannot say a crisis, we rather say a shortage – because ... eh ... if you have checked well the results ... ja ... our results as the Department of Education Limpopo Province – in terms of the quality Limpopo is improving – though we still have a shortage of maths and science educators. But if you look at the quality of the results we cannot say we are in a crisis level.

The researcher is of the opinion that the district official was responding from a point of ignorance. The official was not even aware as to the number of foreign educators that were employed under (the) section (refer to response to question 9, T/HRM-2, to be discussed later on).

This researcher is of the view, however, that based on the figures provided above, the district is indeed in a crisis situation regarding the supply of the human resources mentioned before. The fact that the quality of the results is improving cannot be used as a barometer to support the claim that the district is not in a crisis situation. There are no figures available attributing the improvement in quality to South African nationals or foreign educators. For all that we know, foreign educators are teaching, in many instances, grade 11 and 12 classes. The improvement in the quality of the results can, thus, also be ascribed to them.

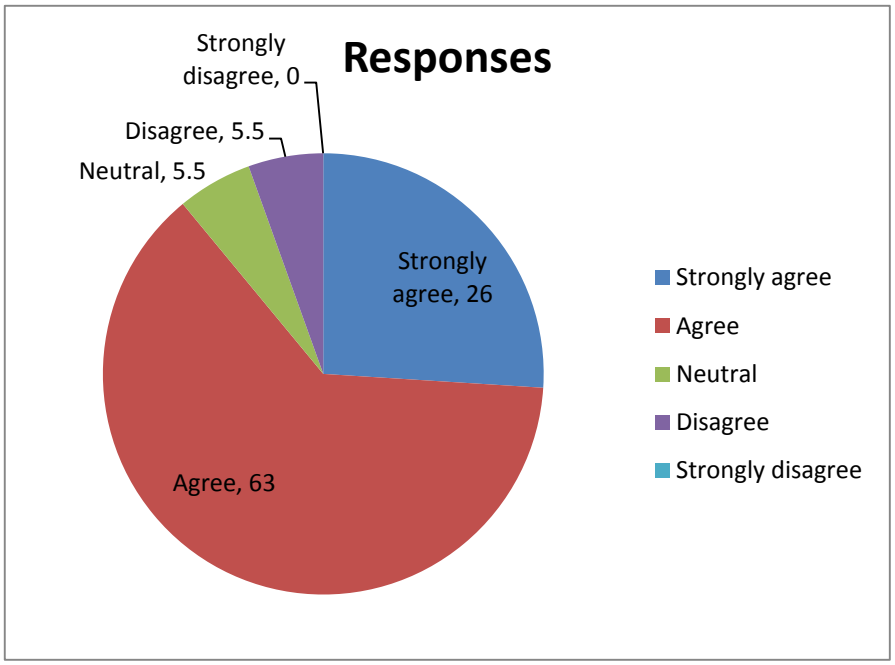
The responses from the questionnaire can be used to support the assertion that the district is in a crisis situation.

The questionnaire also contained the following statement (question 3):

Question 3*: The circuit needs the assistance of foreign educators in subjects like maths, science, and commerce.*

The responses can be graphically represented as in overleaf.

If we “collapse” the responses of those who *strongly agree* and those who *agree* we arrive at a massive figure of 89% of respondents who agree that their circuits need the assistance of foreign educators. Eighty nine percent is a very high figure, by any standards. This figure constitutes an incredibly 94% of those who expressed an opinion. This figure indicates to us that a lot of circuit managers are of the opinion that importing foreign educators is the preferred option if the problem of teacher shortages is to be addressed. They are also ready to welcome and embrace them (foreign educators). In a way, these circuit managers can be said to have lost hope in the country’s ability to supply these much-needed educators to service the schools in need.



Pie graph 5.2: Responses in percentages

The percentage of respondents who did not express an opinion is 5.5%. Those who disagree with the statement constitute a paltry 5.5%. This makes up 6% of those who expressed an opinion. It is absolutely clear from the figures quoted above that the majority of circuit managers are of the opinion that the department should recruit foreign educators to teach in their schools. It could thus be said that these managers are eagerly waiting for the day when these foreign educators will be deployed to their schools to offer assistance. For all intents and purposes, this is a clear indication that the education system is experiencing very serious shortages in staffing schools with the right people, especially in subjects mentioned above.

The shortage of educators previously mentioned is a problem not confined to Vhembe District alone. It is, in fact, a national problem. That is why the supply of foreign educators is coordinated both at the district and national level (refer to T/HRM-1 -2):

Question 7: *Do we have foreign educators in the district?*

Response: Yes, we do.

Question 8: *Do you have an idea as to how many there are?*

Response: In the district?

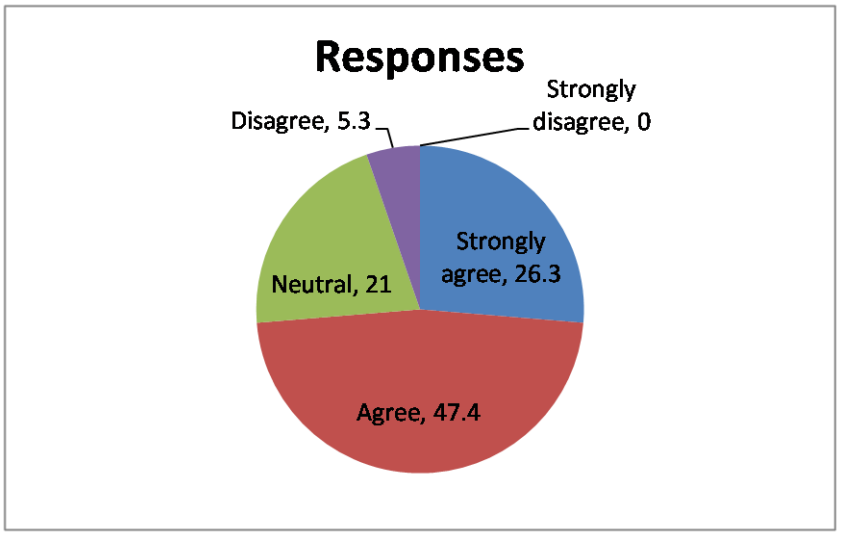
Question 9: *Ja.*

Response: I'm not ... eh ... I cannot say exactly how many – but we rely on head office. Our head office are given the responsibility to make sure that they recruit from other countries like Zimbabwe. They recruit educators and those educators are interviewed at head office and thereafter they are distributed to whichever district will need an educator for maths, science, technology or commerce, because they are only appointed in those posts which require scarce skills subjects – not in every subject, because other subjects we have plenty – we have oversupply – one can say that.

It was mentioned elsewhere that the district currently has 306 foreign educators in its payroll. The bulk of them are Zimbabwe nationals. The district has a task of ensuring that it liaise with the Department of Home affairs so that the necessary work permits could be issued to foreign educators who had been offered a teaching post.

Circuit managers were also asked if they believe that the shortage of maths, science and commerce educators will become worse in the coming three years. It should come as a surprise that a large percentage of respondents firmly hold the view that the shortage mentioned under discussion is likely to become worse in the next three years.

Pie graph 5.3 best illustrate the responses (in percentages):



Pie graph 5.3

These are shocking figures. An incredible 74% of respondents agreed that the supply problem is not likely to go away any time soon, but rather it is going to get worse in the coming three years. It was mentioned elsewhere that the total number of students registered for a Bachelor of Science in Education degree at the University of Venda is a mere 128. It is hoped that about four students will qualify to become teachers at the end of the year (from the programme). This will only happen if all the registered students in their fourth year of study manage to pass. This is a small figure indeed. Even if all the expected graduates were to be absorbed in schools in Vhembe district alone (which is highly unlikely), the district would still have to grapple with the problem of human resources supply. This means that foreign educators are here to stay for a long time, or alternatively the district will still need the services of foreign educators for a long time to come.

The current supply of educators is dynamic. Whilst some are dying, some retiring, some are also resigning to join, for example, the private sector. Still many more are resigning to become politicians. Institutions of higher learning are faced with a challenge of not only producing enough teachers to replace the ones lost, but also to produce new teachers to fill new vacant posts which become available from time to time.

Going back to the figures, it must be pointed out that even if the percentage for "*strongly agree*" and "*agree*" were not "collapsed" into one; they are still very high on their own – 26.3% and 47.3% respectively. Amazingly, 21% of respondents chose not to give an opinion.

It is hard to understand and explain why such a high number did not have an opinion on a matter that is considered by many as being crucial to the maintenance of quality teaching and learning. Today's economy requires maths and science specialists and as such the education sector must be in a position to supply the economy's needs. To this end we need expert maths and science teachers. Thus the issue of supply of these much-needed and sought-after commodities should always be at the back of everyone's mind – academics, in general and circuit managers, in particular. The performance of circuit managers is also based on the performance of their circuits, especially in national examinations. As such it is incredible and ludicrous to find a circuit manager who is not interested, and is not closely watching and analyzing trends in the supply of educators, especially those teaching the so-called scarce skills subjects.

It is remarkable to note that only 5.3% of respondents disagreed that the shortage will become worse in the next three years. It has been mentioned elsewhere that, contrary to popular belief, the number of students training to become teachers is, in fact, growing. This growth may also positively affect the supply of maths and science teachers. Unfortunately, the figures on the ground point otherwise – the number of those enrolled in universities (like the University of Venda) to teach the subjects - is still critically low. If the respondents are aware of an increase in the number of students training to become teachers, they are not aware that the increase is largely confined to other subjects, save maths, science, and commerce.

The following transcript is worth referring to (T/UV-1):

Question 3: *Are there students training to become maths, science and Accounting teachers?*

Response: We have mostly maths and science because they've got a bursary from the province ...

The availability of the bursary may attract poor students, and those with a passion for teaching, to enrol for a teaching degree. Otherwise many students who have had good grades in maths and science usually opt for more lucrative careers – lucrative in terms of remuneration.The bursaries offered are very lucrative. Let's consider the response given by a district official (T/HRD2-2):

Question 7: *How much is each bursary worth and what does it cover?*

Response: For that it's about fifty ... I think it's plus or minus R55 000.00. It covers accommodation, tuition, food and there's also ... I don't know what they call it ... it's like an allowance ... per semester ... per semester R3 500; even for students at Wits and here at Univen, they have got that R57 000 per student ... But for Fundza Lushaka I'm not sure how much it's costing but what I know for sure is that they pay everything – including books – like this one we discussed it includes everything that relates to academic studies.

The advocates of the reopening of teacher training colleges have as one of their arguments the high cost of university education. They maintain that one of the reasons there are so few students enrolling for teaching degrees in our universities can be traced back to

affordability. Indeed, the introduction of these comprehensive bursaries has led to a steady increase of students registering for degrees in teaching. The bursaries have, indeed, made university education accessible to students who hitherto only thought of it as a dream. Poor students, therefore, can also access university education.

There are educators who have been taken to various universities across the country to specialize in, amongst others, the teaching of Mathematics. They will, most definitely, increase the pool of supply of maths educators upon completion. It is not yet clear how the district will benefit from this exercise as it is a provincial programme. What is likely to happen, however, is that they may be lost to schools where they were recruited from. They may be assigned to some posts at the district or provincial offices or they may be appointed as subject advisors. A worse scenario would be for them to be offered lucrative posts by other institutions and thus leaving the department at a loss – having trained for other institutions again.

It is clear from the discussion above that the District is nowhere near achieving what the WPHRMPS would desire organizations to have achieved regarding human resource planning. To recap, the White Paper would like HRP to enable the District to:

- *Obtain the quality and quantity of staff it requires.*
- *Make the optimum use of its human resource.*
- *Be able to anticipate and manage surpluses and shortages.*

The District is still finding it very difficult to find the kind of educators it needs; and the incentives given (bursaries covering everything the student need, from tuition, books, accommodation, food, and a daily stipend) are surely not having the desired effect. The number of responses is still way below the District's needs. The District is left with no other alternative but to look to other countries for rescue, especially as far as the supply of maths and science educators is concerned.

5.2.3. Recruitment

Swanepoel (1998:259) defines recruitment as *those activities in human resource management which are undertaken in order to attract job candidates who have the necessary potential, competencies and traits to fill job needs and to assist the organization in achieving its objectives.* Vhembe district DoE, as an organization, is tasked with carrying out the mandate mentioned above.

Finding competent and capable people to staff an organization is not an easy task, especially if the pool of potential employees is small and competitive. The education system in South Africa is finding itself in an unenviable position of having to compete with the private sector for the available maths and science educators. Unfortunately the education department is emerging bruised from this contest. It is constantly losing educators to this sector.

The loss under discussion is not only confined to the private sector, but to other public institutions as well. Municipalities, both local, district, and metropolitan, are also having a field day scrambling for the available human resources. Municipalities are, of course, more attractive in that they offer better salaries and working conditions than teaching does. The movement of educators to these institutions is, without any shadow of doubt, contributing to the diminishing pool of available educators to teach in public (as well as private) schools. There are a number of educators who have joined the municipalities and are therefore lost to the education system.

The district uses universities as their recruitment sources. Funds are given to them (universities) in the form of various bursaries. This is to enable them to attract students to study for degrees in teaching. Fundza Lushaka is one of the bursaries the department has made available to prospective student teachers. It is a national bursary awarded to university students studying towards a degree in teaching, specialising in the Foundation Phase, Languages, and mathematics. If we were to take the response from one of the university officials (T/UV-1) into consideration, we would conclude that this bursary, in conjunction with others on offer, is succeeding in its purpose – luring students to take teaching as a career of choice. Hereunder follows the extract from the interview:

Question 4: *From your observation, is there an increase in the number of students graduating to become teachers?*

Response: Yes. The number is increasing dramatically because of the bursary.

Bursaries, therefore, are used as a recruitment tool by the Department of Education. Districts are also given bursaries to award to deserving students. According to a district official (T/HRD2-2) Vhembe district awarded 86 bursaries this year, of which only 32 students registered.

The department has also introduced some incentives, in the form of monetary rewards, to attract and retain educators in remote and difficult-to-teach schools (T/HRM-1):

Question 4: *Ok. What would you say the district's performance is like in attracting educators in maths, science and commerce?*

Response: Currently what is being done by ... this is something that has been introduced by the national department – they have introduced ...eh ... incentive for schools in far-flung areas – which are remote areas. They are incentivising all those posts at those schools in order to can attract educators for those schools which are mostly in remote areas.

The incentive scheme (if one may call it that) has had its drawbacks, though. In the first instance, the provincial department had failed to equitably and fairly roll it out across all the districts. There are schools where the posts are incentivised and some where there are no incentives attached to the post. It must be pointed out, though, that the incentive "scheme" is not rolled out in a blanket manner. It is a common occurrence to find one school having incentivised posts and another one not, although the two schools may be located in one circuit; even in very close proximity to each other. The department uses the quintile system to determine whether a post should be incentivised or not. Posts that are incentivised are those found in quintile 1 schools.

The quintile system, insofar as it is used to determine incentives for certain posts, is a cause of much unhappiness and frustrations amongst teachers, especially those who are not receiving any incentive but feel that they should be receiving some – as teachers in the

neighbouring schools are. The department and teacher unions are still at loggerheads over the implementation of these incentives.

Another drawback of the incentive scheme is that it has demoralised those educators who are not receiving the incentives. These are educators holding posts in quintile 1 schools and who are, by virtue of the posts they are occupying, entitled to those incentives. It was mentioned elsewhere that the department and teacher unions are still in consultations over this matter.

The incentive "scheme", whose main aim was to attract and retain educators in rural schools, has not yet been comprehensively rolled out and as such it is difficult to gauge whether it is achieving those objectives or not. It is also hoped that even educators in those scarce skill subjects will be attracted and retained in these remote schools. But it will take more than these incentives to attract such calibre of teachers. The general working conditions in the profession have to be substantially improved before the sector can attract those highly sought-after human resources.

Salary is another obstacle on the way of the district's recruitment process. It is generally believed that teachers' salaries are not commensurate with the kind of job they do. It is also a fact that the private sector is offering higher and more lucrative salaries and benefits than the education sector. It is for this reason that maths, science and commerce educators are joining the private sector in numbers. Students who have done well in the subjects mentioned above are also choosing other careers other than teaching.

A University of Venda official gave the following response to a research question (T/UV-1-2):

Question 5: *What do you think should be done to increase an interest in the youth to train and practice as teachers?*

Response: What do I think should be ...?

Question 6: *To increase an interest ... there's a perception that students out there are not interested in training and becoming teachers. Some do train as teachers but after that they don't practice.*

Response: ... and teachers should be given a salary – a living salary. If everybody is talking about inflation why should the government wait for the teachers to toyi-toyi before they can give them an increment? Why isn't it now ... is there a general increment once a year? That will keep the teachers in the system. But they go out because there are more attractive salaries out there. With the very certificate they have.

The issue of salary was also referred to by a district official (T/HRD2-1):

Question 4: *Do you think these bursaries are making a difference in the retention of educators in the district?*

Response: The challenge of ... the retention part of educators ... the challenge is not specifically relating to their qualifications. If you hear people going about talking it's about salary issues *and* conditions of service ... let me say general conditions of service.

Another response worth noting is found in T/HRD2-4:

Question 11: *What do you think should be done to raise an interest amongst the youth to train and practice as teachers?*

Response: You know ... you know it starts with the career-pathing ... what do they call it when students are advised at school about all this careers...?

Question 12: *Career guidance ...*

Response: Career guidance. So it starts there, and the attitudes of parents and educators ... I think for educators ... it should change. Because it is very very interesting to find a teacher who is a practising educator discouraging learners not to do teaching. Saying: "look at my salary ... look how I live – my living standards compared to fellow South Africans who went to school and did this three year degree". Comparatively speaking they are complaining that their salary is not there.

The issue of salary is at the heart of the department's success or lack of in its mission to recruit teachers to fill the often overcrowded classrooms. The teacher-learner ratio is still unacceptably high. This discourages prospective students from taking up teaching as a career as they could see the hardships practising educators are going through.

The recruitment process is also hampered by frustrated educators who share their frustrations with their students. When educators complain about their salaries and general working conditions, students are not likely to take up teaching as a career as they (educators) would be, in a sense, advocating against such a choice. Indeed, teachers are really struggling to make ends meet in these tough economic conditions. They can hardly afford to buy a decent house, especially those staying in towns. Their salaries have not kept pace with the high cost of living.

The department, fortunately, has realized that educators' salaries are not attractive enough to students who have just passed matric for them to choose teaching as a career of choice. The department then raised the starting salary of new teachers. Teachers who are entering the system for the first time will now earn R135 170 per annum after the implementation of the Occupational Specific Dispensation (OSD) (PSCBC: 2009/2010). This is not a very bad salary, especially for a first time teacher who is likely to be in his/her early twenties, with little or no responsibility at all.

The increase of the entry level salary notch led to another problem. The department increased the entry salary notch substantially, but did not do likewise with the other salary bands. The result is that an educator who has just qualified and entered the system earns a salary which is marginally lower than the salary of an educator who had been in the system for many years. It would seem like the department cares more for first time educators than for experienced ones. This did not go well with experienced educators as they feel that they had served the department loyally and with dedication but their contributions are not recognized – in monetary terms, that is. Perhaps the much-anticipated Occupational Specific Dispensation (OSD) will address the plight of these experienced educators.

The OSD will lead to a phenomenal improvement of teachers' salaries, especially those with many years of experience. It has been agreed, for example, that an actuary will be appointed to look at the salary structure in education; that 1 notch will be awarded for every three years experience; salary progression of 3% shall be paid to all educators with effect from 1 July 2009; that educators on REQV 10 – 12 who have been appointed permanently in line with ELRC Agreement 4 of 2001 shall be moved to REQV 13 for salary

purposes; and that the accelerated pay progression of 3% for "good" and 6% for "outstanding" performance shall be terminated (ELRC Agreement 4 of 2009).

Educators who would otherwise had qualified to become Senior and Master Teacher will instead receive a once-off cash bonus of 3% of the annual salary notch. The Agreement is quiet on whether this spells the beginning of the end of the ranks of Senior and Master Teachers. What is clear from the Agreement is that it is making a concerted effort to save money to go towards the implementation of OSD. OSD will cost the DoE in the region of 4 to 6 billion rand. At the time of writing, the Minister of Basic Education, Mrs Angie Motshekga, was on record as having said that the Department did not have money to implement OSD. She was also on record as having said that the Department was currently looking for money so that it can implement the Agreement. Educators, therefore, will have to wait a while longer before their lot can be improved. The full implementation of OSD will only be realized in the 2010 financial year.

OSD, however, once implemented, will change the landscape for teaching in a way never done before. The salary of teachers will be improved significantly. This will surely make those teachers who were contemplating leaving teaching to think twice, as the salary in teaching will now be as competitive as those found in other public service and some private sectors. It is this researcher's view that this will go a long way towards attracting students to train and practice as educators, including Maths and Science students.

It has been mentioned elsewhere that teachers are still teaching overcrowded classrooms. The following response is worth mentioning (T/UV-2):

Response: ... but on the other hand, I think also – teachers out there – I don't have much information about the teachers – but they are still crying about overcrowded classrooms. Government either has to build more classrooms and employ more teachers, reduce the teacher-learner ratio because it's still too high.

The same response was given by one of the district officials (T/HRM-1):

Response: Staffing in the district at school level is not according to the proposed ratio, where one educator has to teach at least 35 learners. So it means our school remains overpopulated but with less educators.

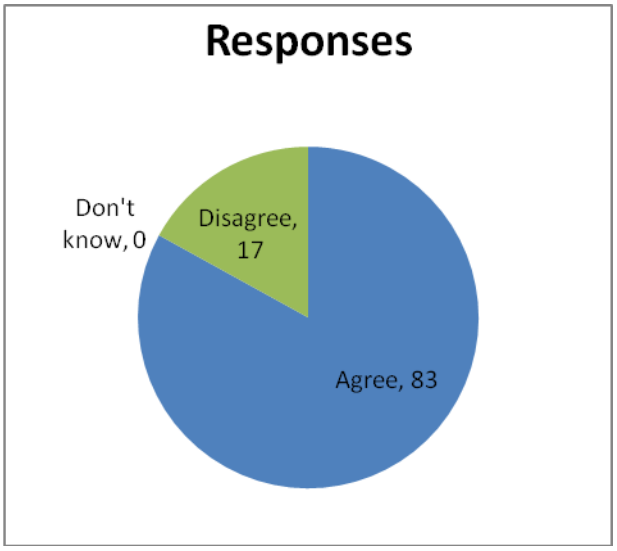
The overcrowding referred to above leads to increased workload. An increased workload leads to demotivated and frustrated educators, who either resigns, take up early retirement, or join the private sector or some other public institutions.

Everywhere we go, educators are complaining about the increased workload brought about by the introduction of the National Curriculum Statement (NCS). They claim that NCS requires them to do more administrative duties than it was the case before. They also claim that it is also taking up much of their teaching time so that they no longer have enough time to do the actual teaching and assessment – which is an important component of their duties. Amongst some of their other allegations are that they are now spending a large part of their school day writing preparations, lesson plans, preparing CASS (continuous assessment) tasks, and documenting them.

The researcher is in full agreement with the educators, having been an educator himself, and currently interacting with them on a daily basis as a subject advisor. The researcher is aware of their frustrations and inwardly sympathises with them.

The responses from circuit managers also support the view that NCS has brought with it an increased workload. The following responses (graphically presented overleaf) were received to a statement: *NCS has resulted in an increased workload for educators.*

It is clear from the percentages given above (83% and 17%) that a huge majority of respondents (83%) feel that the NCS has resulted in an increased workload for educators. An increased workload – resulting from the curriculum and the overcrowded classrooms – can be a cause for teacher fatigue, burnout, demoralization and demotivation. Recruitment of sufficient staff can go a long way to cushioning some of the negative results listed above. Unfortunately, prospective educators become reluctant to train and practice as educators when they consider the difficulties they are likely to face.



Pie graph 5.4: Responses in percentages

The researcher wishes to reiterate once again that the district is finding it a very serious challenge to fill the schools with the right people, at the right places, and at the right times – which is what recruitment is all about. Advertisements for maths, science, and commerce are no longer attracting enough responses. It was mentioned elsewhere that the former MEC for Education (Limpopo), Dr Aaron Motsoaledi, remarked in his budget speech that of the 300 maths and science educators' vacancies that were advertised in 2007, only 45 responses were received, of which only four were qualified to teach the subject in grade ten to twelve (DoE: 2007).

The researcher wanted to find out whether the statement was still valid today as it was in 2007. A question was posed to circuit managers in a form of a statement which read as follows: *The circuit always receive enough responses from qualifying educators for advertised teaching posts in maths, science, and commerce.*

A 0% response was recorded from respondents who strongly agree with the statement in question. At least 5% agreed that their circuits were always receiving enough responses from qualifying educators. The figure 5% might seem like a small number, and indeed for all intents and purposes it is, but at least it shows that it is not doom and gloom insofar as the supply of the educators mentioned above is concerned.

The researcher was, however, not impressed by the figure. Suffice it to remind the reader that Vhembe District is vast. It is made up of towns (urban) and villages (rural). It is common knowledge that many people (those who can afford) want to live and work in towns. It is also a fact that schools located in and around towns are better equipped than those in the deep rural areas. Better-equipped schools are pleasant to work in. Educators, just like any employee in any other sector, also yearn for good working conditions. This yearning for better working conditions inevitably result in educators moving to, and wanting to work in, schools in and around towns.

When the percentages are carefully scrutinized they reveal a certain weakness. They do not tell us whether the respondents came from circuit offices which are fairly urban or those that are inherently rural in nature. What we already know is that rural areas are struggling to attract and retain the kind of educators under discussion. Thus the percentage we have above could not necessarily be composed of "new" educators, but it could be composed of "old" educators, working in remote areas and wanting to move to more pleasant areas where the working conditions are much better. In a way, the researcher is implying that the response should not be interpreted as meaning that the educators under discussion are readily available or that there is an improvement in the ability of the district to recruit staff. Far from that – educators are simply moving from one area (which is less desirable) to another area – which is fairly attractive and more desirable.

Going back to the responses, we notice that 37% of respondents gave a "*disagree*" response; and 58% gave a "*strongly disagree"* response. The two percentages (37% and 58%) are huge on their own. If we were to "collapse" them into one, one would come up with a whopping 95% of respondents who do not receive enough responses from qualifying educators responding to advertisements in maths, science, and commerce.

It has just been mentioned that educators are moving from one circuit to another in pursuit of better working conditions. Circuit manager Y came up with the following plan to assist school principals who are faced with the prospect of educators leaving their schools (extract from an interview):

Response: “I have advised my school principals that whenever they have a vacancy which is a promotional post, they must advertise it targeting maths, science, or commerce teachers. They must ensure that those teachers are given promotional posts so as to retain them. If these teachers are not given promotional posts, they easily move to other attractive areas; they also move to other schools where they are offered a promotional post”.

A case of desperate times calling for desperate measures? But who can blame the manager for coming up with this ingenious way of retaining scarce resources in his circuit? The researcher, certainly, does not.

Another hindrance to a successful recruitment programme is the issue of career pathing. There are very few avenues available for educators to advance beyond the entry level rank – called CS1. The researcher posed a question to a district official to explain the career pathing of educators. The response given went on like this (T/HRD1-1):

Question 1: *Can you describe the career pathing of educators?*

Response: To describe the career pathing of educators for me is not as simple as that ... But ... yes of course, when an educator is appointed, he’s appointed as a CS1 – that’s the entry level of a CS educator. And the post that follows that one is an HOD, and the post that follows that of an HOD is a Deputy Principal. There are situations where a person being a CS1 educator or the very entry level post of educators can happen to apply for a post for an education specialist. These are posts for people who assist educators ... so if you are a Senior Education Specialist ... the post that follows that one ... I think is Deputy Education Specialist (*correction*) ... ja, Deputy Chief Education Specialist ... in fact we start by First Education Specialist, then Senior Education Specialist, Deputy Chief Education Specialist, then Chief Education Specialist – that’s salary level 12 – and from there we’re now getting into direct management posts – senior managers, directors. And when a person is a deputy principal, he can apply for a post of a principal.

It has been mentioned above that the entry level post of an educator is CS1. Unfortunately, this is where the bulk of the teaching force is found. In some instances, educators are sort of condemned for life to this rank, with very little or no prospects for promotion at all. It is worth noting that the teaching corps is ageing, with an average of forty – plus years. Learner

enrolments in some schools are going down, whereas in some it is going up. Where the enrolment has gone down, some teachers have found themselves additional to the establishment and had to be deployed somewhere.

When enrolments go down, some promotional posts may be affected – and the school may lose the post. Another consequence of declining enrolments is that all prospects for the school having a promotional post vanishes into thin air. Educators in such a school are thus negatively affected as far as promotions are concerned.

It is now becoming a sort of a trend for schools to give promotional posts to educators already serving in the school where the vacancy exists. This restricts the chances of promotion to only those educators serving in the school and shuts out educators from other schools. Schools practising this unacceptable, discriminating, abhorrent, and unofficial "policy" would not, however, admit to having such, but their practices prove otherwise.

If one were to ask members of such schools why they have resorted to such practises, one is usually met with a question: "*why change something that is working*"? This response is usually found in schools that are performing reasonably well. Another common response is the fear of instability in the school. This is usually the result of educators not supporting the external appointment.

There are certain terms and conditions that a school must fulfil before it can be awarded a promotional post – the main one being the enrolment of the school at a period under review. A school, therefore, has to qualify to have, for instance, an HOD and a deputy principal. It is a common sight to have a school having only two promotional posts: that of a principal (post no.1) and that of a first HOD (post no.6). A school must have at least thirteen educators in its staff establishment to qualify for a third promotional post (HOD no.2); and at least fifteen to qualify for a first deputy principal.

The staff establishments of small schools make it almost virtually impossible for educators to advance to any promotional post. Their prospects are very bleak unless they work their way out of the school, and move to another school, which may be in the same circuit or district, or even beyond.

It is clear from the discussion above that there are very limited opportunities for teachers to rise above the CS1 level. Vacancies occur when a person holding a promotional post either resigns, retires, or dies. This scenario makes it difficult for students to consider teaching as a career as they may be afraid of getting "stuck" in one rank, with no promotion in spite of having good academic and professional achievements.

The district official also mentioned that a teacher can also choose to be a subject advisor – a senior education specialist. This is a promotional post which is on the same salary level as that of a deputy principal – salary level 9. It is a somewhat attractive post as it carries with it some benefits not found in school-based posts, like a subsidised vehicle which the official uses in his/her line of duty. The use of the word "choose" can be misleading as it may seem like this is something easy to do. The reality is that an educator may want to become a subject advisor but he/she has to go through a rigorous process of applying for the advertised post; being shortlisted and interviewed; and being offered a post – if successful. The implication here is that although an educator first have to take a decision (make a choice) to apply for a post as a subject advisor, the desire is not enough as they may not be offered the post.

The LRA allows state departments to employ employees on a temporary basis. The department saves a lot of money when temporary educators are used to fill vacant posts. It does not, for instance, pay for benefits like housing allowance, medical aid, and retirement fund. Using temporary teachers is not such a bad practice, if done well and fairly. The only problem is that Limpopo DoE is using the practice in an exploitative manner. Educators are employed on a temporary basis for excessively long spells of time compared to, for example Mpumalanga and Gauteng Provinces. This issue was raised with the MEC for Education, Mr Dickson Masemola, at a meeting at Moreko secondary School, Greater Sekhukhune District.

It was indicated to him that schools adjacent to Mpumalanga Province are losing temporary educators at an unprecedented scale because Mpumalanga DoE does not take much time to absorb educators holding temporary posts into the very same posts they are holding.

This situation is also playing itself out in Vhembe district, with educators abandoning their posts to go and work in the two provinces mentioned above. The result is that the district

loses human resources, and has to start with the recruitment process all over again. It is, unfortunately, not within the scope of this study to determine the extent of the problem. It must be pointed out, however, that newly qualified educators are preferring posts in the provinces mentioned above over those advertised in the district because of the problem under discussion. This is, of course, not the only reason educators are moving to other provinces, as indicated by the following response (T/UV-4):

Response: I know that there is a shortage of teachers in Mpumalanga, in KZN – but not necessarily in Vhembe. I think Vhembe is OK ... well-staffed ... compared to – Mpumalanga! And KZN – I think that is where the problem is. And one thing I have come to realise is ... children who ... Venda children don't want to go beyond Limpopo Province. This is one of the common things that I have come to realise. Just a few of them would venture to Mpumalanga ... but not many – most of them don't want to go beyond the province. They'd rather work around here.

A departure of an educator usually result in an increased workload to those remaining as, more often than not, they have to share the departed teacher's workload amongst themselves. In some instances, learners are left without educators to teach them for a long period. Filling a vacant post is a process that usually takes time.

According to one district official, the process may take a month or two. The following transcription best illustrate what has just been said (T/HRM-1):

Response: The district ... first let me say ... the competency or the responsibility of advertising a post rest with the provincial office. We don't advertise a post. We only collate the list of all vacant posts and submit to head office, for them to can advertise...

And T/HRM-6:

Question 28: *You talked about processes ... starting from the time you identify a post until it is filled, how long does it take?*

Response: Normally it may take ... it depends ... like I indicated before, that the responsibility of advertising is head office. You find that we have submitted the vacancies. It takes close to a month before they advertise. Now maybe we may start from when the post

has been advertised. We have a running period which would have been stipulated in the advert ... that from this period up to this period the advert will close at this period. Then thereafter we have the time frames that have been agreed in the collective agreement for the process of short-listing, process of interviews ... because they need to follow the time frames as stipulated. So you cannot say within a month you would have completed your recruitment process. It might take a month or two – because even the approval is done by the HOD. So it takes some time for one to be appointed ... the process itself is the one that takes too long, because of some other stipulated time frames which you may not violate because in terms of labour relations – you would have violated the rights of other people.

The process of filling a vacancy, as explained above, is indeed a long one. It is clear from the responses given above that there are no clear time frames that have been set to govern it. A vacancy, therefore, may remain unoccupied for more than the two months mentioned by the official. In fact, a school would be very lucky if its vacant post is filled within two months. Filling a vacancy almost always takes more than two months – it can be anything between two and six months, depending on the availability of human resources.

The following table will illustrate the successful recruitment made so far:

RANK	**PERIOD OF APPOINTMENT**	**NO.APPOINTED**	**NATURE OF APPOINTMENT**
Principal	2009	24	Permanent
Deputy Principal	2009	43	Permanent
HOD	2009	Nil	N/A
CS1	January – September & October – December (2009)	916	Temporary

Table 5.5. Data adapted from Vhembe DoE

The number of educators appointed on a temporary basis is unacceptably high. It is a matter of concern that some of the temporary educators included in this number have been on this status for about two years now, without having been absorbed into a permanent post. It is

very clear that there is a need for educators to be appointed in schools, on a permanent basis. Continued employment of educators on temporary posts tends to have a negative effect on their performance. The uncertainty about their future demoralizes them and makes them hesitant to get involved in the schools' long term projects; and also in the schools' extra-curricula activities. They also feel less important and valuable compared to their counterparts. The use of temporary educators on a short term basis cannot be totally avoided as replacements will always be needed when a teacher has, for example, gone on maternity leave, which usually lasts for about four months. Continued use of temporary educators is unacceptable as it is tantamount to abuse and exploitation. The poor teachers do not enjoy any benefits provided by the employer – benefits hitherto mentioned.

5.2.4. Selection and hiring

Selection, according to Swanepoel *et al* (2003:280) is a process of trying to determine which individuals will best match particular jobs in the organizational context, taking into account individual differences, the requirements of the job and the organization's internal and external environments.

Selecting suitable applicants for an advertised vacancy is the competency of schools, and not the district. During the selection process, schools must ensure that the sifting criteria promulgated in the Education Labour Relations Council (Limpopo Chamber) are applied. The criteria are as follows:

- An applicant must have a recognised three year (REQV 13) qualification, which must include appropriate training as an educator.
- Registration with SACE.
- The minimum years of experience for appointment to the promotion post as outlined in Chapter B of the Personnel Administration Measures.
- Inclusion of certified copies of qualifications and statement/s of results.

A school must constitute a selection panel which, usually, also becomes an interview panel. The interview is the preferred method of selection in schools. It is, however, not the best.

Amongst its shortcomings are judgement errors by the panellist – errors like the contrast error; similarity error; and the halo error. These errors were previously discussed elsewhere in this study.

It has been mentioned that the task of constituting a selection panel lies with the school. This leaves the process open to abuse. School principals may, for instance, assemble a panel that they can easily manipulate. In such a situation the panel cannot be impartial. It might happen that some applicants – those favoured by the principal for one reason or another - would have an unfair advantage over others and as such leaving others being unfairly disadvantaged.

It happens fairly often, especially when the advertised post is a promotional post, that internal applicants are automatically selected to proceed to the next process, the interview. This is usually done by deliberately manipulating and aligning the requirements of the post with the qualifications, character and qualities of the preferred candidate. The panel's scoring during the interview process would then be also biased in favour of the internal applicant – usually by awarding very high scores to them and low scores to the other contestants.

The practice discussed above robs schools of new skills and experience; goes against the spirit of fair competition and, worst of all, is illegal.

Selection panels usually play by the book to avoid disputes, especially where promotional posts are involved. They try, for instance, to abide by the provisions in Section 5 of the EEA and the ELRC no. 1 of 2008: *a permanent serving educator who acted for twelve or more continuous months in a promotional post and meets the minimum requirements must be shortlisted.*

These provisions are a cause of much dispute because many educators do not fully understand them. Panels are usually constituted by educators who may be holding various ranks. Some members of the panel, themselves, may not be fully aware of the actual requirements to be met before an acting educator can be shortlisted to an advertised post he/she is occupying on an acting capacity. Numerous disputes have been raised by educators who feel hard done-by by the selection process – they have been acting in an

advertised post but were not shortlisted. These are educators who do not understand that even though one might have been acting in an advertised promotional post, one has to meet certain requirements to be selected. Selection is not automatic, as many of them tend to think.

5.2.5. Movement

It is every employee's dream to move from one position to another, higher up the ladder, in their organization. Whereas movements, both horizontally and vertically, are a common occurrence in many organizations, the same cannot be said in the education department, especially at school level. Teacher movements can either be a result of a promotion, or a transfer. The movement can either be internal to the organization, as with a promotion, or external – as with either a promotion or a transfer in or to another institution.

5.2.5.1. Promotion

Promotion is defined as the progression from one position to another position at a higher level, and not to incremental advancement within the current grade (WPHRMPS).

According to Nel *et al* (2001:272) a promotion involves moving an employee to a higher paying job that usually has greater responsibilities, privileges and potential opportunities. A teacher can be promoted to any of the three positions available in schools, namely that of head of department (post level 2); the deputy principal (post level 3); and that of the principal (post level 1 to 5).

It has been mentioned before that the promotional posts in schools are very limited and as such competition for them is very stiff. Promotional posts sometimes rob schools of valuable educators when they accept external job offers.

It is becoming a common practice for schools to align the requirements of a vacancy to suit one of their educators. Although this strategy works in retaining much-needed resources, it, unfortunately, disadvantages applicants not currently employed by the institution advertising the vacancy.

It has already been mentioned that schools have to "qualify" to have a post of a head of department and/or deputy principal. Educators who meet some stipulated criteria (previously discussed) are free to apply for any promotional post. Schools are, however, doing everything possible to either retain or obtain the best talent possible, sometimes employing unorthodox practices.

According to the WPHRMPS an employee will be promoted *only if he or she applies successfully for a vacant position at a higher level in competition with others.* There are, however, schools that would like to have their senior teachers promoted (and would employ even some dirty tricks to that end) despite the fact that seniority should never be a factor when it comes to promotion.

5.2.5.2. Transfer

Educators are sometimes transferred from one institution to another due to operational requirements. The institution the educator may be transferred to need not necessarily be a school, but it can be any public institution where the educator's skills may be best utilised. Affected educators must always be consulted before a decision to transfer them is taken; and their consent must be obtained before their names can be submitted to the provincial HOD. The provincial HOD exercises the powers vested on them by Section 6 or Section 8 of the Employment of Educators Act (1998) to transfer educators from one school to another school within or without the same circuit, department or municipality. The transfer of educators from one institution to another is commonly known as redeployment.

Redeployment is usually the result of an increase or decrease in learner enrolment in a certain school. In a case where a school experienced a decrease in enrolment, an educator or educators usually become additional to the establishment. This means that a school has one or more teachers in its staff than it qualifies to have according to the staff establishment. Simply put, there are more teachers in the school's payroll than there should be.

The transfer of serving educators in terms of operational requirements is also guided by the following factors (ELRC 2 of 2003):

- Curriculum changes or a change in learners' involvement in the curriculum;
- Change to the grading or classification of an institution;
- Merging or closing of institutions; and
- Financial constraints.

If a decision has to be taken regarding two or more educators competing for the same post, the principle of "last in, first out" (LIFO) shall be applied.

The issue of the transfer of educators from one institution to another is one that is giving the district some problems. The department has to (for instance) consult the educator to be transferred regarding available vacancies conveniently located for the educator. The educator may accept the offer or decline it. Educators may not be moved to another institution against their will; and they may not be stopped from working in schools where they are in excess or additional to the post establishment. The result is that educators remain in posts where they are in excess and schools that have vacancies are forced to wait for an extended period of time before willing and suitable educators, that have been declared to be in excess, are redeployed to those needy schools. Redeployment was, to a certain extent, successfully and vigorously carried out in the early 2000s. It now seems like that the department has lost its steam and educators are capitalising on that – resisting being transferred knowing that nothing will be done to them.

5.2.5.3. Improved career pathing

The lack of promotional prospects and the negative impact it is having on teacher supply and retention has not gone unnoticed by the Department of Education and teacher unions. It was noted that a large number of skilled and invaluable educators was being lost to schools due to them moving on to promotional posts somewhere. As stated earlier, a promotion is usually accompanied by an increase in salary and, sometimes, benefits. It is mostly for this reason that educators apply for promotional posts.

The DoE and teacher unions felt a need to stem this undesirable flow. They then came up with a negotiated career pathing for qualified post level 1 educators and accelerated

progression for all educators on applicable salary level, ELRC Collective Agreement 5 of 2006.

This agreement, it was hoped, would help to retain educators where they are, without the need for them to apply for promotional posts. This was going to be achieved by making it possible for educators in post level 1 to progress to salary level 9 without having been promoted to an available vacant post. Thus it would be possible for a teacher in post level 1 to earn the same salary as a deputy principal (post level 3). It also means that a teacher in post level 1 can earn more than a head of department (HOD), who will be in salary level 8. It was hoped that this agreement would benefit those educators who did not want managerial positions but whose contributions needed to be rewarded.

Provision was also made for all grades of teachers to rapidly accelerate to their maximum notches. This was made possible by awarding them a salary increase of one notch per year, provided their IQMS rating were "satisfactory" or above. If an educator received a "satisfactory" rating for three consecutive years, or for three years within a cycle of five years, the educator will receive 3 salary notches increase. A notch is the equivalent of 1% of the annual salary notch.

According to paragraph 4.10 of ELRC 5 of 2006, the performance requirements for salary progression were as follows:

- Salary progression (1 notch increment): Satisfactory performance. In terms of the IQMS it means at least the following scores for school-based educators:

  Post level 1: 56

  Post level 2: 84

  Post level 3 and 4: 104

- Accelerated salary progression (three notches increment): three years "good" performance. In terms of the IQMS it means at least the following scores for school-based educators:

  Post level 1: 78

Post level 2: 118

Post level 3 and 4: 146

Many educators benefitted from this arrangement. Unfortunately, the agreement was terminated this year in a bid to save money to be utilised for a 3% pay progression for 2009 and an annual pay progression of 1% thereafter. This will apply to all serving, permanently employed educators (ELRC 4 of 2009).

Post level 1 educators whose salaries were upgraded to salary level 8 attain the rank of a Senior Teacher. The ELRC 5 of 2006 lists some of the core duties and responsibilities of the job. It is of major concern that those duties are almost identical to those of a HOD; and those of a Master Teacher. The major core duties and responsibilities of the job are teaching, administrative, interaction with stakeholders, extra and co-curricular, communication and mentoring.

The rank of a Senior Teacher is one that is heavily misunderstood by managers. An interview with a district official went like this (T/HRD1-1):

Question 3: *Is the rank of a Senior Teacher a promotional post?*

Response: No. For me ... the knowledge that I'm having now ... is not a promotional post. You see ... these posts ... let me say it's not a post ... in fact it's not even a post – we don't have a post called Senior Teacher post. What happened is that during the negotiations – the salary negotiations - they realised that there is a category – this is my personal understanding, it's not something like I got policy documents to that effect. There was a category of educators – very few in number – who being a CS1 or being in the entry grade, in terms of their notch ... they are far up. Their notches are equivalent to ... say, HODs and deputy principals. So they wanted to accommodate that group of people. This person was there for a long time. It's not even defined in terms of the academic qualifications of the educator. No ... I think it's purely defined in terms of experience and notch ... one of the two applies.

The official can be forgiven for mixing issues. The official, after all, stated that (they) do not have policy documents to that effect; that the information given is (their) personal

understanding. The official, however, is right that there is no post called a Senior Teacher. "Senior Teacher" is a rank, not a post.

The official was not aware that the rank of a Senior Teacher was created for career pathing purposes. The official did not, for example, refer to it in response to Question 1 (T/HRD1-1).

The official, however, admitted to having been shown a document with the job description of a Senior Teacher (ELRC 5 of 2006, possibly). According to the official, the job description should be a cause of confusion in schools. The following is an extract from the interview:

Question 4: *So that means there is no job description for such?* ("Such" is a reference to the rank).

Response: In terms of a ... there's a document that I was shown by somebody, with the job description of a Senior Teacher. But really I don't understand how that came into being – like I am saying – I don't have the inner information of teachers ... I am not a teacher *per se.* But I was shown that job description. Usually for me it cause confusion between the roles of the HOD and the Senior Teacher in terms of that job description. Maybe in situations where in terms of the number of educators in that school, where we have got this person we call the Senior Teacher, and we don't have HOD and Deputy Principal, that is where this post will really – not this post like I'm saying there's no post – this person will function well without contradicting the other senior post.

This study wishes to point out some administrative problems principals have with the handling of progressing teachers to the rank of a Senior Teacher. One of them is that there is no correspondence between the Department and the school advising the school that one of its teaching personnel has progressed to the rank of a Senior Teacher. The principal can, therefore, not divide responsibilities equitably amongst the senior staff members. There is also no correspondence between the department and the teacher concerned. Teachers only become aware of the progression and the new rank when they receive their salary advice slips at the end of the month. The principal will only learn about the new educator's rank from the educator themselves or from other members of the staff.

Many senior teachers hide their new status from the school management, shying away from the new responsibilities inherent to the rank. These are educators who go around bragging that they do not have much responsibilities compared to those who hold promotional positions, yet they earn the same salary. These usually result in a souring of relations between senior teachers and those on promotional posts. In reality, Senior Teachers are just earning an increased salary but are carrying on with their old routines, with no added responsibilities commensurate with their new rank.

The same question (*is the rank of a Senior Teacher a promotional post?)* was posed to circuit manager Y and the response was:

"*Senior teachers are the result of IQMS scores. When an educator has been scored as exceptionally well, the Department regards the scores as an indication that the educator is exceptionally good in his subject and other activities overall. So the Department uplifts the educator to the rank of Senior Teacher. Senior Teachers are those teachers whose scores were very high in IQMS".*

The response quoted above shows that the manager had some insight into the rank of a Senior Teacher. Indeed, IQMS plays a part in determining who qualifies to become a Senior Teacher.

Post level 1 educators could also progress to salary level 9 without having been promoted to any available vacancy. At this level their rank is now translated into "Master Teacher". According to the Agreement, a senior teacher who had been on the maximum notch of salary level 8 for twelve months, could progress to salary level 9, which makes them a Master Teacher. The core duties and responsibilities of the rank are the same as those of a Senior Teacher.

It is beyond the scope of this study to determine the impact that Collective agreement 5 of 2006 had had on teacher supply and retention. The study found out that (firstly): many people do not understand the career pathing made possible by the Agreement. The document was not well-circulated amongst the stakeholders. (Secondly) it is argued amongst many education quarters that a salary increase of one notch is not substantive

enough to make any difference; and (thirdly) that it takes too long for an educator to reach the maximum notch within a salary band.

The ELRC 5 of 2006 was a noble innovation, but one that did not go far enough to make an impact on people's perceptions of teaching as a career of choice. It did, however, significantly change the attitude of those who benefitted whilst it lasted. It is not yet clear whether the ranks of Senior and Master Teacher will still be there after the implementation of OSD and the salary restructuring. What is clear, however, is that the benefits enjoyed by those who progressed during the implementation phase cannot be reversed.

In 2009, educators who would have qualified for grade progression to become Senior and Master Teacher will only receive a once-off cash bonus of 3% of the annual salary notch. This is in line with the provisions of ELRC 4 of 2009: Finalisation of Matters Linked to the Occupational Specific Dispensation in Education. This agreement has been signed for by the employer and labour representatives but it is yet to be implemented due to financial constraints on the part of the employer.

5.3. Performance management

Every employee wants to be developed so that they can perform better and optimally. Performance management, done well, gives employees the chance to excel and to perform at their highest levels. Performance management (PM) is a term used to describe the range of processes, techniques and methods to achieve such an improvement, or 'value for money' in terms of managing public services towards achieving defined results (Isaac-Henry, Painter and Barnes, 1993:59).

According to the Public Service Regulations (2001: Part viiiA) PM in schools should be undertaken on the basis that it is done in a consultative manner; it should be supportive; it should be non-discriminatory and should aim at enhancing the school's efficiency and effectiveness, accountability for the use of resources and the achievement of results.

The ELRC Agreement 8 of 2003 is the policy governing performance management in public schools. The Integrated Quality Management Systems (IQMS) is the mechanism that is used for performance management in schools. IQMS has been discussed in detail in Chapter 3,

sub-heading 3.4. This chapter will, therefore, not dwell much in its purposes, objectives, and processes. Rather, it will discuss the perceptions of educators, district official(s) and circuit managers towards the instrument.

According to the Department of Education (2000:33) PM must not only be developmental, but must also allow for effective response to consistent inadequate performance and for recognizing outstanding performance. In Vhembe district, IQMS is used by educators (mainly) for remunerative purposes only, as can be evidenced from the following interview (T/IQM-1):

Question 6: *What is your view on the assertion that educators only complete appraisal form for remunerative purposes only and not for developmental purposes too?*

Response: Ja, that's our observation. Most educators submit at the end of the year for remuneration, not for developmental – which should be submitted on a quarterly basis to enable supervisors to address developmental needs.

It was mentioned elsewhere that educators receive one salary notch for every "fair" or "good" rating they received during IQMS performance measurement/evaluation. It was also mentioned that an educator who constantly receive a "fair" rating over a period of three years receives a grade progression whereas one who receive a "good" rating for a period of three years, either in succession or within a cycle of five years, is elevated to the rank of a Senior Teacher, or Mater Teacher, depending on the current rank the educator will be holding at the time the progression takes effect. It was also mentioned that the ranks of Senior Teacher and Master Teacher had been put on hold on account of OSD. It cannot be determined at this stage as to what effect OSD will have on IQMS - whether it will influence and affect it positively or negatively. What is a fact, though, is that many educators are only interested in IQMS only as far as it adds a notch to their salaries, and nothing more. They are not very enthusiastic about it (Ndou, 2006:69).

The sentiments expressed by the district official are also shared by circuit managers throughout the district. They were requested to express an opinion on the following statement: *Educators regard IQMS as just another remuneration scheme, and nothing more.* Their responses can be graphically represented as follows:

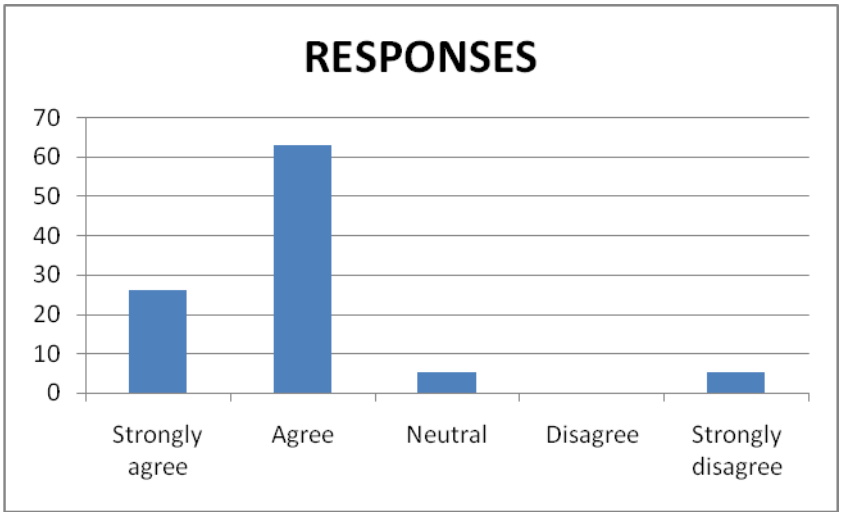


Table 5.6: Responses in percentages

Reading the figures, one notice that 26.3% strongly agreed with the statement; 63.10% agreed; 5.3% did not express an opinion, choosing to remain neutral; 0% disagreed; and 5.3% strongly disagreed.

These figures make for an interesting reading. An incredible 89.4% of respondents agreed that IQMS is being used as another remuneration scheme by educators. One would be right to say that educators are, in fact, abusing the policy for their own selfish gains. In a way, circuit managers, whose job entails interacting with school principals and – to a lesser extent – educators are also aware of the shortcomings of IQMS. They are also aware that it is not fulfilling its purpose. It was never meant to be another way of increasing one's salary. Its main purpose was to develop educators and schools. These responses show, clearly, that IQMS is failing in its purpose.

It is also worth noting that 5.3% of respondents chose not to give an opinion. It must be pointed out that many of the current crops of circuit managers were school principals. They dealt with IQMS as part of their job description. They must probably have had some degree of success with its implementation. Their subordinates must have displayed some positive attitude towards it such that they (managers) were quite happy with the implementation, but not knowing whether the compliance was in any way related to the rewards or to development that usually follows performance evaluation.

Interestingly, another 5.3% of respondents strongly disagreed with the statement. This is an encouraging sign as it shows that IQMS, in some quarters, is being viewed positively and for what it is and should be.

The researcher wanted to find out from the district official if IQMS was fulfilling its purpose (T/IQM-1):

Question 2: *Would you say IQMS is succeeding in its purpose?*

Response: Yes, the instrument is succeeding. It's only that there are some different understanding and interpretation which may delay the end purpose for those who are involved, educators.

As explained before, many educators only "understand" IQMS only when it comes to remuneration. Their "understanding" and "interpretation" does not also include the developmental aspect of the instrument.

It is, however, not only educators who hold different understandings and interpretations, but many departmental officials, too. The researcher can cite a case involving two subject advisors to substantiate the claim made above. The two, who held positions of deputy principals before being appointed as subject advisors were put on the same salary notch upon assumption of their new ranks. A year later, one of them received a salary progression of three notches whereas the other did not. It was claimed by district officials that the salary progression was a result of IQMS. Surprisingly, the other subject advisor was informed that (they) did not qualify for any salary progression because (they were) a deputy principal at the time they were supposed to receive the salary progression. The district official claimed that deputy principals were not supposed to have been awarded the three notches accelerated progression. Needless to say, the subject advisor was left very confused and disappointed.

The above scenario is but one example to support the assertion that IQMS is understood and interpreted differently not only within a district, but across districts – and indeed, by officials throughout the province. It is not as well-understood as one would wish it to be,

given that it has been implemented for so many years. Many educators, as well as officials, are still on the learning curve. This is a case of fixing the aeroplane in flight, as it were.

Circuit managers, on the other hand, hold very divergent views from those of the district official, on this aspect. Not even a single affirmative response was received in response to the statement (IQMS is fulfilling its purpose). 15.8% of respondents chose to remain neutral; a staggering 73.7% disagreed; and 10.5% strongly disagreed with it. This means that a massive 84.2% of respondents disagreed that IQMS was fulfilling its purpose. This is, and should be, a cause of concern. If such a high number of respondents (16 out of 19) is of the opinion that IQMS is not fulfilling its purpose, that could mean that they are only having it implemented in their circuits because it is policy, and not that they believe that educators and, indeed schools, would derive any benefit from it. The managers' responses can be graphically represented as follows:

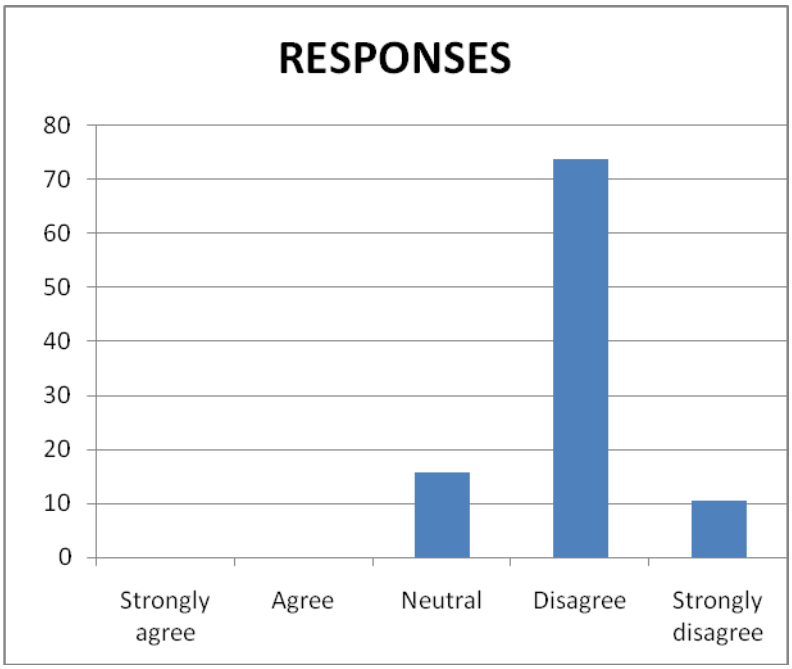


Table 5.7: Responses in percentages

If we check the responses given to question 11 on the questionnaire, we will notice that almost all the circuit managers agreed that IQMS can be an effective tool for both educator and school development, but with some modifications. The respondents' views were that IQMS in its present state was ineffective and as such was not having any impact on educator and school development. The following graph best illustrate those views:

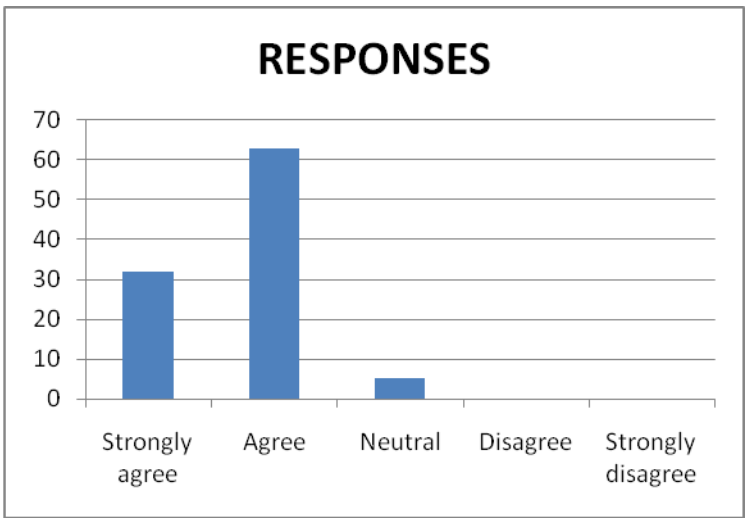


Table 5.8: Responses in percentages

The implementation of IQMS is still, without a shadow of doubt, a challenge to many schools and, possibly, circuit managers. Appraisal forms are, for example, not always returned on time. Let's consider the following response (T/IQM-1):

Question 4: *How is the response from schools insofar as the submissions of appraisal forms are concerned?*

Response: The response currently is good in the sense that they submit to their respective circuit managers and then from there they're submitted to the District. The response is good, ja.

Question 5: *Are they submitting in time?*

Response: No. They're not submitting in time. Ja, we struggle to get the information from the teachers via the ... maybe the line that we are following – because some of them submit early to the circuit; maybe the delay is with the circuit – but they're not submitting in time ... not all of them.

The delay in submission to the district can be attributed to several factors. Firstly – as indicated above – circuit managers may delay submitting the forms after having received them on time from schools. Some circuit offices are located very far away from the district office, and the circuit managers can only visit the district office once a week. Should something unexpected crops in and disrupt the scheduled date or time, then whatever was

to be submitted will be delayed. Many circuit offices do not have government vehicles, and rely on the circuit manager to make whatever submissions are to be made to the district office.

Sometimes forms are delayed when the manager had to wait for schools that are late in their submissions. The manager would like to make a single submission from all the schools in the circuit. If some schools submit their forms late, then appraisal forms from that circuit will reach the district office late.

Secondly, the delay could be attributed to the fact that educators have a lot of work to do during the period that they have to do performance measurement. This is the last quarter of the school term, when educators have to set and mark examinations; compile schedules; and prepare for the following year. Due to an increased workload at this period, IQMS is usually sacrificed and is not given the attention it deserves.

Thirdly, many educators (and schools therefore) only attend to IQMS when it is performance measurement time – that is, when they have to fill in evaluation forms for remuneration purposes, which must be submitted on the last months of the school year. These educators, usually, would not have done the previous stages required by the process and as such would also not be in possession of the necessary documents. They would then be forced to attend to all the stages they had not attended to, albeit fictitiously. This usually takes time, resulting in their evaluation forms being submitted late.

It must also be emphasised that many institutions are still experiencing problems with IQMS, with the result that many educators are still making many mistakes. There are evaluation forms that are still being sent for rectification – even at this late stage, six years after its introduction. Evaluation forms are still being sent back to schools because of being erroneously completed (refer to T/IQM-2).

Amongst some of the shortcomings noted by the IQMS monitoring team, the following were prominent (circular, 9 May 2005):

- Training conducted in schools was inadequate.
- Implementation is done without a plan.

Fourthly, the delay could be attributed to educators' lack of enthusiasm for the process. It has been noted that the advocacy stage of the IQMS was not effective. It adopted a cascading model, training at least two senior members from each institution. These teachers were then expected to train their colleagues back in their institutions. Unfortunately the training the trainers received was compressed within a very short period of time and the trainers were expected to assimilate a lot of foreign concepts within a very short space of time. This contributed to their being ineffective when they conducted school trainings. The train-the-trainer concept failed dismally to deliver the desired results.

The work of teacher unions in training, usually, office bearers and site stewards must be commended. They managed to widen the pool of educators who had received training in IQMS. The training was also of good quality such that educators trained by the unions had a far superior knowledge than those trained by the department, in many instances. Some of these trained union members were even requested by the district to assist schools experiencing problems.

The failure of the advocacy campaign meant that many educators did not buy-in into the program. They felt that they were not sufficiently and properly consulted. A district official responded as follows to a question (T/IQM-2):

Question 12: *What is your view on the assertion that IQMS is being forced down educators' throats?*

Response: There are people who view it from that end, but I wouldn't say it's being forced down their throats. So they need to be consulted through their unions; and to be consulted individually; and to be consulted at school level; as well as at the circuit level...

It is clear from the statement above that not enough preparation was made before the process was rolled out. We should not be talking about consultation at this late stage, as advocacy was done. Talking about consultation is a tacit admission that the advocacy stage failed in its purpose.

It must be pointed out that teacher unions were consulted, and signed the Agreement. Consulting educators individually will definitely be a challenge to the district, given the

constraints on human resources. Educators can be easily consulted in their circuit clusters. The question one needs to ask is whether these consultations are not long overdue; and if the whole process is not due for an overhaul?

5.4. Continuous professional teacher development

The education landscape is a dynamic one. It is for this reason that educators have to constantly develop themselves, professionally and academically, to keep pace with the changes. The new outcomes based curriculum, the National Curriculum Statement (NCS), brought with it so many new and strange phenomena that can make educators who are not developing themselves redundant and obsolete within a very short space of time. Educators are, therefore, not only required to, but are also forced to get involved in programs aimed at developing new skills to cope with the new demands imposed by the new curriculum.

Vhembe district is unfortunately faced with an acute shortage of curriculum advisors (CAs) to assist struggling teachers in schools. There is, for instance, only about 9 Maths CAs; 18 Physical Science CAs; and 7 Accounting CAs. The total number of curriculum advisors in the district is a mere 147; made up of 100 from the FET phase and 47 from the GET phase (data obtained from Vhembe DoE).

The shortage of CAs poses a serious challenge to effective curriculum delivery in schools. It is a fact that many educators are still experiencing serious implementation problems with NCS. In response to a question on the questionnaire (question 13), 95% of respondents agreed that “a significant number of educators are still experiencing problems with the implementation of NCS”. These are responses from circuit managers, who are in a good position to know about the NCS implementation as they always receive reports from CAs based at circuit offices. The figure is very high by any standards, and is an indictment that something went seriously wrong in the introduction, preparation, and training of educators for the new curriculum. It is not surprising, then, that renowned and respected academics like Dr Ramphele Mamphele, are calling for the scrapping of this curriculum on the basis that educators do not understand it and as such it is failing to deliver quality learners. “In addition to that, we have that very complex curriculum being taught by a large teacher core, many of whom are not adequately qualified” she responded in an SABC 2 interview.

There were only 5% of respondents who disagreed with the statement, maintaining that it is wrong to *claim* that there are a large number of educators who are still experiencing problems with NCS implementation. That response should not be casually dismissed, but should rather be acknowledged as some form of success. It is a sign that some educators have either received effective training or have received effective support from CAs such that they now have a good understanding of the curriculum.

The researcher posed a question to a district official, trying to find out if the district is aware of the challenges foreign educators and those who qualified before the introduction of the curriculum are likely to face (T/HRD1-4):

Question 10: *Foreign educators and educators who qualified before the introduction of NCS are likely to experience problems in its implementation. What is the District doing to support this group?*

Response: Ja, in fact I think the challenge is not only with foreign educators. It also affect our educators who are citizens of the Republic, because NCS was never there in the curriculum of post-matric qualifications as they were doing their teaching diplomas and degrees. So constantly there are workshops that are being handled by our curriculum branch in order to ... sort of ... workshop our educator to deal with this NCS kind ... curricula challenges. But I think even foreign educators are part of the whole group. They are also taken to that workshops.

Indeed, foreign educators teaching in public schools take part in any and all workshops organized by the District or the Province, as long as they are relevant to what they are doing at the school where they are employed. Foreign educators who are employed in private schools, however, experience problems attending workshops organized by the Department, especially those where the Department had organized catering and/or accommodation for the officials attending the workshop(s). This means that those educators (foreign and local) teaching in private schools will always lag behind in new developments and may continue implementing practices that had long been discontinued or changed by the Department. It must be stated that due to the shortage of CAs, not enough attention and support is being

given to private schools. This can have a negative effect on the quality of results in the district.

Many of the educators teaching in public schools were never exposed to OBE during their professional training. The knowledge they possess come from workshops that are organized by the Department from time to time. Unfortunately, some of the CA trainers are themselves not competent enough either in the curriculum or in the subject content. The results of tests administered to CAs before they received training in Maths and Science (at MASTEC) are presented in table 5.8 and table 5.9.

The Provincial DoE has a program running at MASTEC targeting at the developing of Maths and Science teachers. MASTEC is a former teacher training college which has now been changed to an INSET college. MASTEC is an acronym for Maths, Science, and Technology College. According to Dr Rathando, one of the managers at the college, the college embarked on a pilot project in which districts were requested to send five Maths CAs and five Science CAs each. Thus a total of twenty five Maths and twenty five Science CAs were taken in for intensive training. Some of these CAs were later used to train educators at a later stage. The CAs attended training for five days a week, and went home during weekends. They were accommodated in lodges in and around Polokwane.

One hundred educators from the province were also trained at MASTEC. Each district was requested to select ten Maths and ten Science educators each, to be trained. Districts were requested to select educators mainly from the FET Band, preferably those teaching grade 12 classes. Unfortunately, some districts sent even teachers teaching grades 8 to 10. This had a slowing down effect on the program as it was paced for the FET Band. The table overleaf shows the number of CAs and educators who attended the trainings under discussion.

The programme was highly successful. Educators were taken through two sets of tests – one before the training and the other after they were trained. Table 5.10 (overleaf) illustrates the improvement made in Mathematics.

Course	Numbers	Structure with Dates
Curriculum Advisers Mathematics	25	Phase 1: 28.1.2008 – 29.2.2008 Phase 2: 3.3.2008 – 20.6.2008 Phase 3: 4.8.2008 – 22.8.2008
Curriculum Advisers Physical Science	25	
Educators Mathematics	50	Phase 1: 14.4.2008 – 20.6.2008 Phase 2: 14.7.2008 – 29.8.2008 Phase 3: 1.9.2008 – 16.9.2008
Educators Physical Science	50	

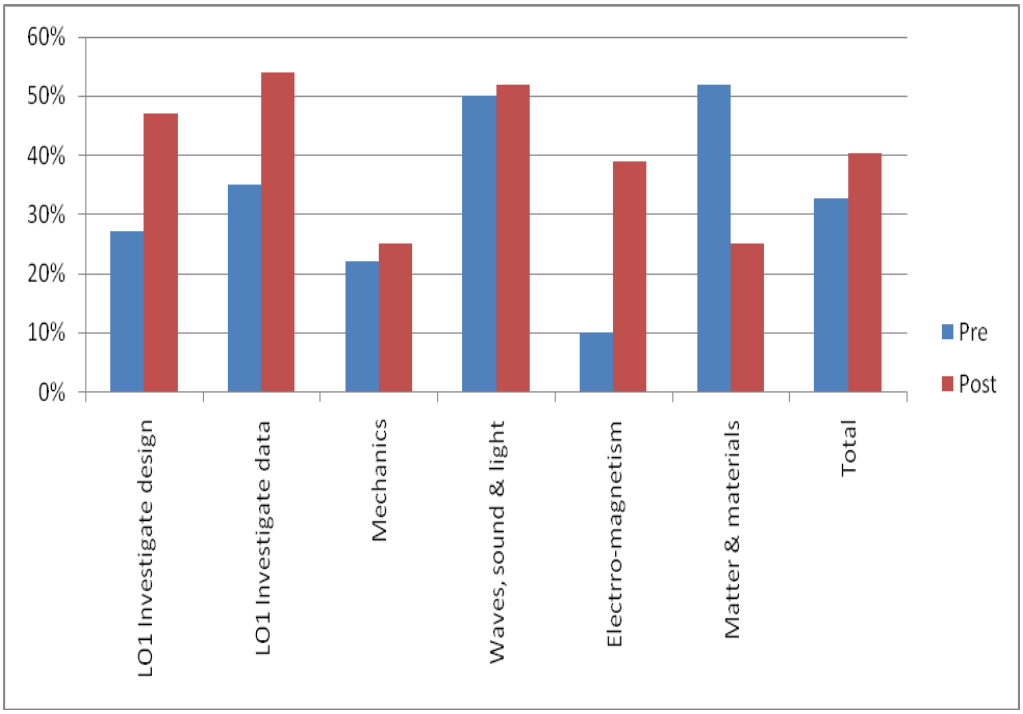
Table 5.9: Data adapted from Rathando and Allsop

Improvements made in Mathematics:

	Pre test	Post test	Diff	Rate
Calculus	37%	61%	+24%	+65%
Transformation	44%	58%	+14%	+32%
Functions	48%	62%	+14%	+29%
Linear programming	43%	50%	+7%	+16%
Trigonometry	50%	70%	+20%	+40%
Data handling	14%	56%	+42%	+300%
Number patterns	42%	53%	+11%	+26%
Financial maths	45%	71%	+26%	+58%
Probability	31%	53%	+22%	+71%
TOTAL	**39%**	**59%**	**+20%**	**+51%**

Table 5.10: Data adapted from Perreira

The improvements in Science were as follows:



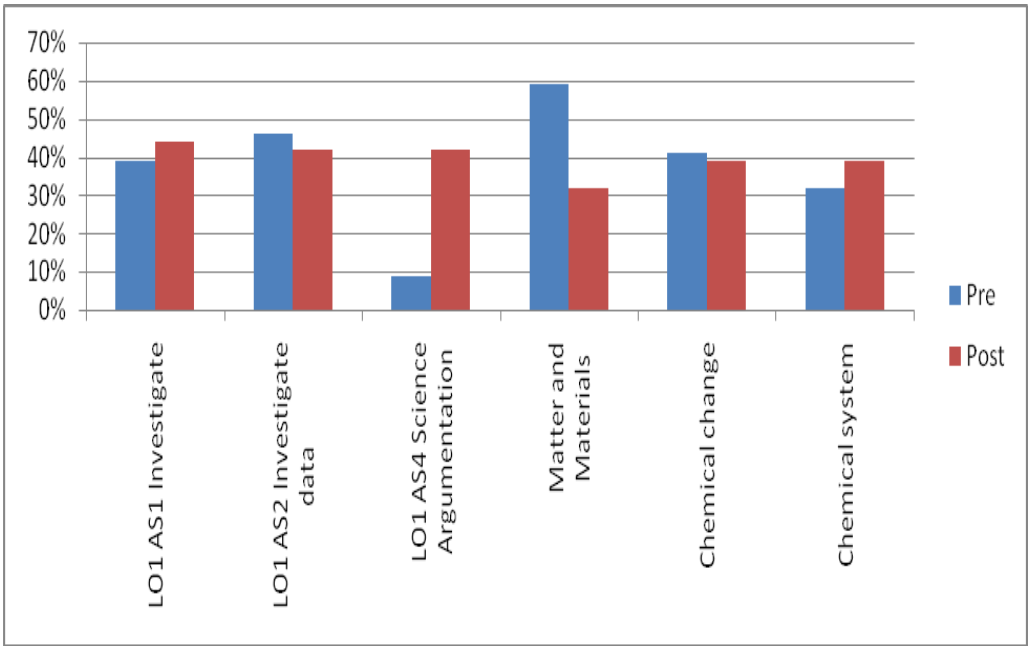


Table 5.11: Data adapted from Perreira

It is beyond the scope of this study to explain, for example, the drop in performance in the post test administered to Science curriculum advisors. What is evident, though, is that there was a general improvement in the CAs' knowledge after the residential training. This proves

beyond any reasonable doubt that well-structured CPTD programs are beneficial not only to educators, but also to curriculum advisors.

According to the new CPTD model, the following former colleges of education will provide INSET for educators:

- MASTEC will continue with its focus on Maths and Science;
- Makhado will provide training to commercial subjects' CAs and educators;
- Tivumbeni will deal with all languages, providing training to language educators and CAs; and
- Sekhukhune will provide training in all subjects.

The colleges mentioned above are not lying idle, however. They are being used as venues for numerous workshops organized by the Department. A workshop organized for Dinaledi schools at Tivumbeni College was abandoned due to infrastructural problems earlier this year. Makhado College was then chosen for the next workshops that were held for three and five days, in June and September, respectively. Dinaledi schools are schools specially chosen to offer Maths and Science; are well-resourced by the Department and the private sector; and are given targets to attain in Maths and Science final results.

Two educators, one for Maths and the other one for Science, were invited to attend the workshops mentioned above. Only educators from Dinaledi schools were invited. The workshops were conducted by lecturers from different universities, like Stellenbosch and Wits. According to educators who attended the workshops, they were more organized than those conducted by CAs from the Department. This could be explained by the fact that a lot of funding has gone into the Dinaledi schools project.

The drawback to these workshops was their duration. A day's training usually started at 8 O'clock and ended at 17h00. A lot of information and data were handled in a day. This resulted in fatigue amongst educators. Another shortcoming was the timing – concepts that must be done earlier in the year, according to work schedules, are only dealt with very late in the year, when educators had already dealt with, and struggled with them in class.

Despite these shortcomings, educators feel that these workshops are very effective in that they are usually trained in subject content as opposed to Department initiated ones wherein they are mostly trained in presentation. It is a pity that only Dinaledi schools benefitted from these extended and well-run workshops which were conducted by experts in their fields.

It is clear that the CPTD offered by the province to the Districts is far from being adequate. At the current rate, it will take ten years to have trained one thousand educators (Dr Rathando, 2009). The success of the model also depends on the speed in which the Department revamps the living quarters in the former colleges mentioned above. The living rooms were designed for students. Students used to share living rooms. The rooms had to be redesigned as educators are not willing to share. The renovation process is in progress at MASTEC, but is yet to get off the ground in the other colleges. This means that, for now, only a small and limited number of educators could be trained at MASTEC and other colleges.

According to Perreira, who evaluated the programme at MASTEC, it was largely a success. She noted, however, that the province could not make a meaningful difference with the current CA capacity. There is a dire need for the province to go on a recruitment drive to swell the ranks of the current CAs.

Educators do not, however, solely depend on the District for their professional development. Many of them are registered students with various universities and universities of technology found all over the country. A large number of them are funding their own studies, having either not applied for a bursary; or not having been offered one – either because they do not qualify for it in terms of the curriculum requirements of the District. It must be stated that the Department has very little control over what programs educators may engage themselves in - in pursuit of their own self-development. The little control the Department has is limited to funding and the awarding of study leave only. It is a common occurrence to find educators studying towards qualifications that are, in many instances, not related to their job description or the curricula needs of their employing institutions.

A district official was asked the following question (T/HRD1-3):

Question 7: *What is the District doing to discourage educators from enrolling in studies not related to curricula issues or their job descriptions?*

Response: Even that question is very difficult. You see, when a person is employed by the Department, I don't think you need to refuse him or her to develop herself or himself towards whatever interest he's having. So I don't have information for that again but, I think, in terms of policy the Department cannot prevent people to do whatever studies they're doing – as long as they're paying for themselves; as long as they avail themselves, in terms of educating the pupils at their class.

It is not uncommon, however, to find classes without educators because they are attending to their studies elsewhere, especially those whose program structure demands contact sessions. It was mentioned elsewhere that the Department does not have a mechanism to monitor what educators are studying in different Higher Education Institutions.

According to ELRC Collective Agreement no.1 of 2008 (Limpopo Chamber), all educators teaching in public schools must hold a minimum of REQV 13 qualification. The Department is aware, however, that there are still some educators whose qualifications are below the required minimum requirements. That is why it came up with a programme – the National Professional Diploma in Education. The programme is offered by the University of Limpopo and the University of Venda, in the Province. Those who register for it are awarded free bursaries that cover tuition and all course materials. They are also given free accommodation and meals at certain stages of the programme. Educators who passed the programme were not only awarded certificates by their universities, but were also given a notable salary increase by the Department. The educators are expected to repay the bursaries by rendering service to the Department. They are not limited to, for example, rendering service to the District that awarded them a bursary, but they can render their service anywhere in the Province. The term of service is equivalent to the number of years they spent using the bursary – a year for a year.

The programme succeeded, to a large extent, in reducing the number of under-qualified teachers in the District. A University of Venda official made the following observation in response to a question (T/UN-3):

Question 10: *You talked about NPDE. Is it still running?*

Response: Yes, it is still running. But we don't have many of the... what they call under-qualified teachers as it was initially catering for.

The decline in NPDE enrolment should not be attributed to a decline in interest from educators in the programme. It is, however, a sign of the success of the programme – that there are very few under-qualified teachers left. Those who are still under-qualified and yet not registered for the programme may be either those who are nearing retirement and feel that the programme will not add any value to them; or those who have neglected studies for so long and feel that they cannot cope with the programme. We cannot forget those who are abusing alcohol and drugs and consequently cannot cope with a programme of this nature. The group mentioned above constitute a very small number indeed.

A District official also confirmed that there are still under-qualified teachers in the system, who could benefit from NPDE (T/HRD1-4):

Question 8: *Now, coming to the NPDE. Did the NPDE manage to eradicate under-qualified teachers from the system?*

Response: Not yet. I don't think we're there yet. Because in one of our meetings I discovered that we still have educators who are not qualified. And I know that there's something that is being done ... in order ... in terms of policy they say we don't want people who are REQV 13 - REQV 12 ... any longer. And even they are going up to 13, they want all educators to go up to 14 – still under discussion. So we're not yet there, but there's something that's being discussed along those lines.

The researcher wishes to point out that an agreement has been reached between teacher unions and the employer that educators below REQV 13 will be brought to REQV 13 for salary purposes. This agreement has nothing to do with the affected teachers' qualifications. It does not, in any way, seek to change their qualification status. In terms of their

qualifications they will still be deemed to be under-qualified. They will still be under pressure to enrol either for the NPDE – previously discussed, or for the PGCE (Post Graduate Certificate in Education), if they hold a degree.

Educators in Vhembe District can enrol for the PGCE with the local university, the University of Venda. The only condition that they must meet is that they must hold a university degree.

The provincial Department always has programs that cater for educators in all the districts. There are, for instance, 670 educators who will be sent to the University of KwaZulu Natal and Wits to be trained on teaching the Foundation Phase (Dederen, 2009).

Despite all the efforts the Department is exerting, there is, according to Dederen (2009), still a long way to go before learners receive what they deserve. If all the efforts that go into studying programs not related to the curriculum were re-directed to curricula and job-related issues, educators' capabilities to deliver curriculum at the highest level would be greatly enhanced.

5.5. Managing diversity

This study found out that Vhavenda speaking people are in the majority in Vhembe district, followed by Shangaans, and lastly, Bapedi/Batlokwa. It should thus be expected that the majority of teachers in the District will also be Vhavenda. The presence of the other nationalities, including pockets of whites, Asians and Coloureds, does not give the District any problems as far as the management of diversity in schools is concerned.

The District no longer has any racially exclusive schools. Schools are also not divided along ethnic lines. It is common to find educators from different ethnic groups teaching together in one school. These could be found in, for example, a circuit like Hlanganani South. This circuit has 20 schools under its administration. Fifteen of them are predominantly Shangaan speaking schools, and the remaining five predominantly Venda speaking. Teachers from both ethnic groups are teaching together in harmony, regardless of the ethnic composition of the school or the ethnic background of the teacher/s.

A circuit like Sekgosese North has a small number of Northern Sotho speaking learners in its schools. There are also some Sepedi speaking teachers, some of them commuting on a daily

basis from Capricorn District, teaching in this circuit. There is a school that offers both Tshivenda and Northern Sotho as first languages, in the circuit. No cultural problems/conflicts have ever been reported from schools in this area, despite the different ethnic backgrounds of teachers working there.

The District does not have any diversity problems, as supported by the following response (T/HRM-4):

Question 22: *Is there a problem of cultural differences in the district?*

Response: You see this district is mostly comprised of the Venda speaking people, Shangaan speaking people, we have also the Afrikaner, eh ... we also have the Indians, the Sothos, pure Sothos. We have not come across – as a district – we have not come across situations where one is grieved at his or her cultural rights being violated. Yes, we have not come across that.

It must be mentioned that for the most part, the ethnic composition of the area has remained unchanged for a long time. People of different ethnic and cultural background grew up side by side or in each others' neighbourhoods. They share in each others' cultural and sporting activities. It is not surprising, then, that there are no cultural differences or diversity problems amongst the academic community.

This researcher has noted, with serious concern, the absence of access ramps for disabled people in many schools in the district. For a large part, schools are not easily accessible to disabled learners and/or teachers. The same can be said to some of the circuit offices. The district office, on the other hand, must be commended for installing a lift that facilitates easy access to all the offices within the block. The District must request schools, through their SGBs, to erect access ramps that would ensure easy access to the disabled.

A significant number of women were promoted to become circuit managers, in 2008. This is a good sign that the District is serious about equity and diversity issues. It must be pointed out, however, that a large part of those appointed to circuit management posts were previously office-based educators, and not school-based ones. In schools, women are also being promoted to posts like head of department, deputy principal, and principal. It is still of

concern, though, that secondary schools are still being largely led by men, and primary schools by women. It is worth noting, though, that women are in the majority, comparatively, to men in primary schools. This inevitably means that they will continue to be in the majority when it comes to leading these schools. As far as leadership in the secondary schools is concerned, it seems like the selectors are still stereotyped in the old belief that women cannot effectively and successfully lead secondary schools. The researcher wishes to point out that, on the contrary, there are many capable women who can manage secondary schools, given the chance. This is an issue the District must attend to so that gender and equity issues are addressed in the appointment of educators to promotional posts, in both primary and secondary schools.

It has been mentioned before that there is a significant number of foreign educators rendering service in the district. The presence of these educators, with their foreign cultural values, forces schools to be sensitive to diversity issues. Many schools are managing the process in an unorthodox manner, as there are no manuals or guidelines provided to give direction on how to handle diversity challenges in schools. Luckily enough for the district, no problems concerning cultural differences, or diversity in general, have ever been reported so far. Many of the foreign educators have seamlessly adapted and settled well within the dominant culture of the native teachers in the schools they are contracted to.

5.6. Separation

The WPHRMPS advises organizations to treat employees with consideration when they leave. Vhembe DoE would have terminated the employment of 220 teachers by the end of this year. The table overleaf details such termination.

It is apparent from the figures below that the level of attrition is high. There were fifty three deaths recorded between January and October. According to a district official, one of the causes of these deaths is HIV/AIDS. The official gave the following response to a question (T/HRM-3):

NATURE OF TERMINATION	TOTAL NUMBER	PERIOD
Deaths	53	January – 20 October 2009
Retirement	97	January – December 2009 (including those pending)
Resignation	70	January – 20 October 2009
Dismissals	0	January – 20 October 2009
GRAND TOTAL	**220 (1.52% of 14 500)**	

Table 5.12: Separations. Data obtained from Vhembe DoE

Response: Ja ... this District will benefit a lot because if we look at the attrition level – the attrition level is high not ... the attrition level is high because of the scourge of HIV and because people who are ... eh... as from sixty years and above, who would like to leave the system.

The figure quoted above does not give a break-down of the causes of deaths. As such it is difficult to determine how many deaths are attributable to HIV/AIDS, and how many are a result of natural causes. It is a fact, though, that HIV/AIDS is ravaging the teaching community.

The number of resignations is also significant. It is even higher than that of deaths, at seventy, for the period January to October. There is still a chance that the number may go higher, as there are still two months to go before the year is over. It is difficult to tell at this stage as to what the reasons for the resignations are. The exit form that has been designed by the Department, for use in interviewing educators who are resigning from the system, is yet to yield any significant information. This figure supports the assertion that teachers are leaving the profession in large numbers. Although the figure constitutes only about 1.52% of all the employed educators (about 14 500: T/IQM-1), it is still a cause for everyone's concern because we know that mostly good teachers, and those with scarce skills, are the ones who are resigning from the system.

Bert Olivier (2009) made the following remark concerning teacher resignations: "*and I find confirmation of my diagnosis in the fact that it is, more often than not, the good teachers who are leaving – the ones who love teaching, and relish the knowledge that they have imparted valuable knowledge to their pupils or students".* Indeed, many resignations are mostly from young teachers who still have a chance to carve a career for themselves outside teaching. These are also teachers whose qualifications enable them to find better paying jobs easily, as they are in demand – like teachers who have done well in Maths, Science, and Accounting.

The largest number of termination of contracts will come from retirement. Ninety seven educators are projected to have retired from the department by the end of the year. This figure was obtained from PERSAL.

What the figures above demand from the District is that it must have more than two hundred and twenty new educators ready to replace the ones who have been lost to the system through the processes mentioned above. The District must, in fact, produce more than the number already lost to cover future, potential losses.

Unfortunately, as it was stated elsewhere, the University of Venda will only produce about 103 educators in 2010 (provided all the registered students in their fourth year of study successfully complete their programs). We are aware that there are students who are being trained as teachers in Turfloop and Wits (previously discussed). What we are not aware of is how many of them are expected to graduate in 2010. Indeed, the figures seem to support the argument that the level of attrition is higher than the number being produced by institutions of higher learning.

5.7. Employment relations

Vhembe DoE has a vibrant working relationship with teacher unions operating in the district. There are times, however, when the department and the unions find themselves at loggerheads, especially when an educator had acted contrary to expected behaviour, norms, and standards – and the department had to charge him/her, and the union had to defend its member.

It is interesting to note that the sub-directorate dealing with employee relations had changed its approach to dealing with educators' misdemeanours. Instead of taking a punitive approach, they have decided to be more humane and instead adopt a corrective approach. The change in heart was influenced by several factors, chief amongst them being:

- The sub-directorate took into cognisance the shortages of Maths, Science and Commerce educators. When dealing with this group, it becomes sensitive to the fact that if they were to suspend such an educator for, for example, three months, the learners would not receive any teaching in the affected teacher's subject. Consequently, the sub-directorate now resorts to docking the culprit's salary by, for example, one notch for a period of a year. The sub-directorate is now avoiding handing down dismissal judgements at all costs, except in cases where the law specifically prescribes dismissal as a form of punishment.

- The sub-directorate has realised that all the dismissal judgements it had handed down to educators who had been found guilty of serious misconduct, were reversed after the judgements were appealed to the MEC and a second hearing was scheduled and heard at the ELRC (Limpopo chamber). The researcher wanted to know why cases were always lost on appeal, and the district official gave the following response:

  "Cases are lost because on the day of the hearing, which takes place in Polokwane, witnesses do not show up. So they are thrown out and the culprits declared innocence due to lack of evidence. But we know why the witnesses do not show up for hearings. They are promised huge amounts of money. And their parents are also promised large amounts of money. A family was promised an amount of R50 000 in one case where the culprit was dismissed. The witness did not show up for the hearing, the case was thrown out, and the culprit is back in his work as we are talking now. We are also aware that some union officials are involved in this dirty game. Unions will go to any lengths to get their members off the hook".

The official also indicated that the HOD once raised concern over the number of dismissal judgements coming from the district – judgements which were later appealed and overturned.

- It has realized that there is an underlying social and financial problem that educators are dealing with. The section has found, for example, that educators accused of absenteeism, which may lead to a charge of abscondment (which carries dismissal as a penalty), often have financial or social problems like drinking. Sometimes such educators are found to be experiencing family and/or marital problems.

In cases like these, the sub-directorate compiles a report which is sent to head office. Head office will then allocate an official to work on the case. The culprit may then be referred for financial and/or psychological counselling. Cases like these should ideally be handled by the Employee Wellness Section, but there is currently only one official in the section, who cannot cope with the workload. Earnestly speaking, the section is yet to get off the ground. Needless to say, educators are the losers as many of them need the service. There are, for instance, many educators who are earning practically nothing because, at the end of the months, debtors like the "Matshonisas" – the loan sharks - deduct their dues, leaving the educators with very little money to see them through the month. There are educators who have resigned from the profession out of frustration, when they cannot make ends meet although they are permanently employed.

This sub-directorate is not operating optimally, and this has an adverse effect on the educator who had been charged with a case of misconduct when a case drags on for a longer time before it had been wound up. It also gives a bad impression when stakeholders see an educator continuing with his/her normal duties, long after they have been charged, but with no sanctions having been meted out. It has happened before that an educator who had been suspended from school for a period of three months goes back to school – because the suspension period is over – before the investigations have been finished. This defeats the aims of suspension, which is to prevent the educator from interfering with witnesses and/or documents.

The sub-directorate is grossly under-staffed. It has, for instance, only five investigators for the whole district. Some of these investigators are inexperienced and lack investigative and report writing skills.

The sub-directorate also has to share the pool car available with another sub-directorate – corporate services. This usually results in investigators being grounded in their offices at times when they are supposed to be out in the field carrying out investigations.

Many cases of misconduct were handled by the section in 2008 and 2009. The following table lists the cases dealt with, together with their frequencies.

NATURE OF CASE	FREQUENCY
Absenteeism	60
Abscondment	50
Inflating learner enrolment	3
Receiving child grants	80
Assault	14
Not observing 7 hours	198
Sexual harassment	42
Unlawful appointment of educators	36
Financial misconduct	16
GRAND TOTAL	**499**

Table 5.13. Cases of misconduct. Data from Vhembe DoE

It has been mentioned before that the sub-directorate had realized that, in many instances, cases of absenteeism are a result of either financial, family and/or marital problems. In

some instances they are a result of the educators' abuse of intoxicating substances. These are cases that should, ideally, be dealt with by the Wellness Section. As matters stand, the sub-directorate is forced to deal with them. The offenders are usually sent for counselling and, in some cases, they are given leave without pay for the days they have been absent from work.

An educator is said to have absconded from duty if he/she is absent from work for fourteen days in succession. An educator found guilty of abscondment is said to have resigned from his/her post. Such an educator must be dismissed from the department. The sub-directorate, however, had not issued judgements of dismissals, resorting instead to docking of educators' salaries.

42 cases of sexual harassment were dealt with in this period. Sexual harassment is also a dismissable offence. The section has handed down judgements of dismissals to educators found guilty of sexual harassment before. All of them, however, were later reversed after the offenders appealed to the MEC. It is still a major concern that educators are still found to be having affairs with learners, impregnating some of them in the process. This is a betrayal of trust bestowed on the educators by the parents.

It has been mentioned before that schools receive their post establishment's documents, notifying them of the number of posts they qualify for that period. Schools are supposed to receive these documents every year, but this did not happen in 2008. As a result, the post establishments in use are those issued in 2007 and 2009. It is, thus, incomprehensible that school principals and their SGBs would recommend educators for employment when their post establishments had no provision for such posts. More surprising is that circuit managers recommended such appointments. It is therefore reasonable that both the principals and the circuit managers involved in the appointment of those educators were charged. The Department suffered financial losses as it had to pay for those educators for the services they had rendered. This researcher is of the opinion that the principals and the circuit managers should also be trained on the employment process to be followed.

Schools are graded according to the number of learners they have. The salary of the school principal is determined by the school's grade. It is largely for this reason that unscrupulous

principals inflated the enrolments of learners registered in their schools. A head-count of learners revealed that there were many non-existent learners registered in some schools. The principals were, of course, charged.

Children under the age of fourteen, born of poor parents, receive a grant every month. Children whose parents are, for example, educators, do not qualify for such a grant. This is common knowledge. It is an act of fraud, therefore, for educators to receive child grants, as happened with the eighty reflected in the table above. They were found guilty by a court of law; and were ordered to pay back every cent they received in the form of child grants. It was for this reason that the HOD ordered that they should not be charged again by the Department but, instead, they should be issued with final written warnings.

Any form of corporal punishment is forbidden by the Constitution (previously discussed). There are, however, still some educators practising this unacceptable and unlawful practise in some schools. The low number of those charged, fourteen shows an improvement in compliance. It is an indication that schools are now becoming safe places for the kids, where learners learn without fear.

Educators are, by law, expected to be at schools for seven hours per normal school day (previously discussed). Many educators are, however, not observing the stipulated hours. The number reflected on the table is for educators who were charged for leaving their schools early during the 2008 October – November examinations. There were so many educators charged at the same time for the same offence that the HOD determined that they should be issued with final written warnings. Many schools have ensured that their educators observe the required seven hours by ensuring that their time tables comply with the required hours allocated for every subject offered by them.

Educators are expected to attend workshops every now and then for their continuous professional development. They are usually transported to the workshop venues, if the venues are far from their schools, and they will spend several days at the venues. Some educators claim back for transport costs incurred to, for example, the venue or the amount spent to get to the organized transport. The money used for refunds came from the schools' norms and standards allocation. It is illegal to use such funds for transport to and from

workshops. That is why there are teachers who were charged for financial misconduct. In instances like these, not only are teachers charged, but also the principals who approved the claims.

5.8. Summary

A concerted and honest effort was made to present a detailed presentation and analysis of research data. In line with research ethics, no attempt was made to manipulate data in any way. They were presented as they were, and analysed accordingly. It might have happened, as it always happen in qualitative studies that some data might have changed in-between the gathering and the presentation phase. This would be attributable to the time lag between the two stages. The researcher tried to accommodate such changes wherever possible. This chapter was based on information obtained mainly from interviews and questionnaire. No attempt was made to include all the data that were obtained, but the study sifted through the mass of information and identified only the relevant ones, which were presented and analysed in this chapter.

CHAPTER 6

RECOMMENDATIONS AND CONCLUDING REMARKS

6.1. Introduction

Chapter 5 glaringly exposed some serious weaknesses and challenges in the human resource management of educators in the district. It is clear that the district's ability to recruit and retain highly skilled and competent Maths, Science, and Commerce educators is highly compromised. This untenable situation cannot be left on its own, unattended and unchallenged - hence the recommendations and remarks discussed hereunder.

6.2. Recommendations

This study confirmed the researcher's worst fears – that the district has a serious shortage of Maths, Science, and Accounting teachers and is on the verge of being dysfunctional in carrying out, successfully, recruitment activities. Of course there are foreign teachers who are being used to plug in the holes – the shortages of teachers, that is. Teaching and learning can be severely hampered if the foreign educators were to suddenly return home. It is against this scenario that this study recommends the following actions to be taken, urgently, by the district:

6.2.1. *Recommendation 1*: The district should embark on purposive, rigorous, robust and aggressive road shows aimed at recruiting students to become teachers. These should take place in shopping malls; in universities; remote, rural and outlying villages; and wherever and whenever there are public activities like municipal and/or district shows.

6.2.2. *Recommendation 2:* The district should have a dedicated team to visit secondary schools with the aim of exposing teaching to learners as a lucrative, rewarding and fulfilling profession in the 21st century.

The recruitment drive should be sufficiently funded for the team to produce, for example, pamphlets, placards, compact discs, and limited advertisements on the local radio stations. The main message should be geared towards attracting students to taking teaching as a profession of choice.

6.2.3. *Recommendation 3:* The entry requirements bar should be lowered down a little bit. This should not necessarily mean the sacrificing of standards in pursuit of numbers. The HEIs could, accordingly, progressively raise the standards from year 1 to year 4 of study. Thus by the fourth year of study the student should be as competent as any who received high grades in matric.

6.2.4. *Recommendation 4:* Many people and organizations are calling for this one – the reopening of former colleges of education. Studies have shown that universities are not as accessible as colleges of education were.

The study wishes to point out that the entry requirements mentioned above are not the entry requirements to an HEI, but entry requirements to a state offered bursary for students wishing to train as teachers. It is argued that, for example, the pass requirements needed for students to train as Maths teachers are unreasonably high. Currently, students who meet the criteria, almost always turn their backs on the bursary, choosing other careers instead of teaching. These students are aware that they are in demand and will certainly get bursaries to pursue their other interests. The state bursary, as a result, could not attract as many Maths/Science/Accounting teachers as desired. The researcher is aware that the minimum requirements under discussion were laid down by the National Department but, all the same, the district can exert its influence by pointing out, to the National department, the realities on the ground.

The issue of the reopening of former colleges of education is also the competency of the national Minister for Higher Education. Luckily, the current minister, Mr Blade Nzimande, seems to be in favour of their reopening.

It has already been mentioned that prospective educators are being discouraged to enter the field, whereas practising educators are, meanwhile, resigning from the teaching profession. Unfavourable working conditions are largely to blame for this sad state of affairs. This study recommends the following actions to be implemented by the district:

6.2.5. *Recommendation 5:* Immediately bring down the teachers' workloads by employing more teachers. This can be made possible by lowering the teacher – learner ratio from the current 1:30 (in secondary schools) to a more manageable 1:25.

6.2.6. *Recommendation 6:* Building or renovating classes or schools so that they could be conducive to teaching and learning.

6.2.7. *Recommendation 7:* Ensuring that schools receive Learner Teacher Support Materials on time.

6.2.8. *Recommendation 8:* Facilitating, in conjunction with the national department, that the administrative burden associated with the implementation of NCS is gradually reduced.

6.2.9. *Recommendation 9:* Ensuring that the welfare of teachers who teach in far-flung and rural areas is taken care of by, for example, providing decent and affordable accommodation for them so that they would have no need to commute to their distant homes on a daily basis.

6.2.10. *Recommendation 10:* Improving benefits like house allowance. Presently pegged at R500.00 per month, it is nowhere near enough to assist an educator to buy a decent house. This is a big problem to young educators who would like to start a family.

6.2.11. *Recommendation 11:* Developing and ensuring a speedy, reliable, and convenient Information Communication Technology (ICT) system in schools, using the latest information technology (IT). This will encourage e-learning by educators and will go a long way towards their self development, academically, professionally, socially, financially, and otherwise.

This study is aware of the non-existence of a working relationship between the University of Venda and the district. The only relationship one can speak of is limited to the sending of educators for training (by the district) and the acceptance and subsequent training of such educators by the university. The local university is one of the major recruitment centres for the district. It is in this light that the study makes the following recommendations:

6.2.12. *Recommendation 12:* That a forum be established comprising senior members of the department on one hand, and senior members, plus teaching staff, from the university, on the other hand. The university should only include teaching staff members from the School of Education in the envisaged forum.

6.2.13. *Recommendation 13:* That the University of Venda teaching staff be invited to workshops wherein major curriculum changes are dealt with.

6.2.14. *Recommendation 14:* That a day or days be set aside whereby members from the district's curriculum sub-directorate will be able to interact with student teachers. These days could be used to exchange important information and also to prepare students for the real world outside the classroom.

6.2.15. *Recommendation 15:* That there should be constant exchange of policies and/or regulations as issued by the department from time to time.

An overwhelming number of respondents hold the view that performance management in its present form is not meeting its aims and objectives. This study therefore recommends that:

6.2.16. *Recommendation 16:* Student teachers should be exposed to IQMS during their training.

6.2.17. *Recommendation 17:* A research or an enquiry should be undertaken to determine the underlying causes of the failure of performance management in schools.

6.2.18. *Recommendation 18:* The financial rewards teachers receive after appraisals should be substantially improved.

6.2.19. *Recommendation 19:* A concerted effort should be made by the sub-directorate to educate teachers on the importance and relevance of IQMS on their self development and the schools' development, in the long term.

It was mentioned elsewhere that the employment relations sub-directorate is grossly under-staffed and subsequently is under-performing. This is negatively affecting educators and other stakeholders involved in the teaching and learning of learners. The district could perform better if it can implement the following recommendations:

6.2.20. *Recommendation 20:* Ensure that only officials who have a qualification and/or experience in labour law and/or labour relations are employed.

6.2.21. *Recommendation 21:* Ensure that all officials are trained in investigation and report writing skills.

6.2.22. *Recommendation 22:* Ensure that officials qualify to get subsidized vehicles or car allowance on application. One of the factors hampering timeous investigations is the shortage of transport.

6.2.23. *Recommendation 23:* Ensure that an Employee Wellness Programme, headed by the wellness section, is up and running. This section should be headed by well-qualified people, including but not limited to (a) Clinical psychologist/s and (a) Social Worker/s.

The core function of the department is ensuring that teaching and learning takes place. It was mentioned elsewhere that teachers are the most important resource of the department. It is therefore of vital importance that the district should have the best teachers possible in its payroll. Education is dynamic, and therefore teachers should constantly be developing themselves to keep pace with the changes. Schools should be developed into learning organizations. It is therefore a matter of serious concern to note that the district lacks the capacity to provide quality, professional, on-time, efficient and effective continuous professional teacher development through its curriculum advisors.

The district could do better if it implements the following recommendations:

6.2.24. *Recommendation 24:* Ensure that educators get immediate and on-the-spot support in the implementation of NCS. This would entail the beefing up of CA personnel.

6.2.25. *Recommendation 25:* Rigorously persuade and motivate educators to register for studies relevant to what they teach in class.

6.2.26. *Recommendation 26:* Ensure that every teacher knows about the availability of free bursaries offered by the department for their professional development.

6.2.27. *Recommendation 27:* Streamline the activities of the HRD section in the district and its counterpart at the provinces so that there is no duplication of activities. There

could be, for instance, specific bursaries that could be offered by the district only and some that could be offered by the province only.

6.2.28. *Recommendation 28:* Engage teacher unions on the issue of allowing educators to take part in workshops conducted over weekends and school holidays.

6.2.29. *Recommendation 29:* Having more residential workshops, wherein educators are taken for a workshop lasting from three to five days. These have been found to be more effective than one day workshops. Thus the district should use more of the former than the latter.

6.2.30. *Recommendation 30:* The district should ensure that, most importantly, curriculum advisors in all learning areas (GET phase) and subjects (FET phase) are employed as a matter of urgency.

The employment process is riddled with bureaucracy and takes too long. This deprives schools of much needed human resources and learning opportunities for learners.

6.2.31. *Recommendation 31:* This study recommends the development and use of ICT systems in circuit and district offices. The study recommends an integrated system that will have checks and balances; that will, for example, reject an application for recommendation for an appointment by a circuit manager if, on the system, the institution for which the application is made for does not qualify for such an appointment on account of its post establishment. Such a system will ensure that circuit managers will never approve and recommend appointment of educators in non-existing posts.

Such a system, connected to the provincial mainframe, should enable the district to make appointment of educators speedily without the need for filling in numerous forms and having to send them to the HOD for approval. The circuit manager could just send an electronic form to the HR sub-directorate in the district; which form will then be forwarded to the District Senior Manager (after acknowledgement and approval by the sub-directorate) for approval. This model will ensure that districts are given the power to appoint educators, thus moving away from the current highly

centralised system where the HOD is the only one to make such appointments. Using this model, it is possible to complete the process of appointing an educator within a single day.

The department will benefit immensely by using the model in that:

- Educators will be speedily appointed and assume duties in posts that exist in a school's post establishment;
- The department will save money in that there will be no more wasteful and fruitless expenditure incurred when paying educators who should not have been in the system in the first place;
- The department will save on stationery costs – less paper means less costs; and
- It will save on fuel and maintenance on vehicles used by officials to take documents to and from the province, located some one hundred and eighty kilometres away.

The management of educators is a very broad topic which cannot be comprehensively and justifiably be treated in a study of this nature. There are certain areas that the study could not adequately research into. The researcher therefore recommends further research in the following topics:

6.2.32. *Recommendation 32:* The impact of the Occupation Specific Dispensation on teacher recruitment.

6.2.33. *Recommendation 33:* Decentralising power from the centre to the periphery in the education department.

6.2.34. *Recommendation 34:* A comparative analysis of IQMS and PMDS in the education department.

6.2.35. *Recommendation 35:* The relevance of a four year degree *vis-a-vis* a three year diploma training in teacher training.

6.3. The limitations of the study

This study suffers from some shortcomings and limitations that were mostly beyond the researcher's scope of control. It is imperative that those shortcomings/limitations are brought to the fore so that future researchers will not only appreciate them, but will also take note of them and, consequently, decisively deal with them. The following paragraphs will discuss the limitations alluded to above randomly, and not in any order, be it of importance or otherwise.

This study failed to determine the total number of teacher trainees in Higher Education Institutions (HEIs) like the University of Limpopo (Turfloop campus); Wits; and the University of Pretoria – to mention but a few. It is likely that there are teacher trainees in these institutions who may end up teaching in Vhembe district. It was mentioned elsewhere that the district has offered bursaries to students to train as teachers in some of the institutions mentioned above (T/HRD2-2). It was also mentioned elsewhere that one of the conditions for the bursary is that a recipient should teach, in the province, for a number of years equal to the number of years he/she was being funded by the bursary.

The study could not undertake tracer studies to find out where graduate teachers are, why they left and what it would take to have them stay in the service. The study encountered challenges trying to get hold of a list of graduate teachers; even that of enrolled teachers at the local university. The study could only succeed in getting the numbers of registered teachers in different programs in the faculty.

The fact that the researcher comes from the district, and thus somehow acquainted with the provincial situation in general and the district in particular, might have had a bearing on the direction the study took. The study, however, diligently strove to have the data speak for themselves and avoided any form of manipulation, intended or otherwise, at all costs.

The study's aim was to analyse HRM in Vhembe district DoE. Thus, it was localized in that district of the Limpopo Province, Republic of South Africa. The study made no attempt to access and use data from the national department for, for example, comparative purposes. The study acknowledges that it would have been useful to know where Vhembe DoE stands

in relation to the Province, Nationally, and even in comparison to some districts in the country.

The study was not funded. It could not, therefore, reach everyone identified in the population. Vhembe district is huge and vast, and this put a serious strain on financial resources.

6.4. Concluding remarks

The education landscape is a dynamic one. Hence it needs a pro-active, prompt and on-time response from all stakeholders, including but not limited to managers at schools, circuit offices, and the district office. Human resource management in education must, therefore, be carried out so efficiently and effectively that the education of the African child is always guaranteed. Teachers are the most important human resource in education.

This study found that Vhembe District DoE has strategies in place to forecast human resource needs in schools. The district has a database in which all the profiles of teachers are stored; and also the enrolments of learners in each school. The district has data on how many educators will retire at the end of a specific year. Thus it can make accurate forecasts of the number of educators it will need at any given time.

The district can determine in advance how many new teachers it is going to need in a specific year. It is, however, faced with a problem of finding suitably qualified teachers to replace those who are leaving the system either through deaths, resignations, or retirements. The effectiveness of the human resource planning efforts of the district in subjects like Maths, Science, and Commerce is hard to determine as the pool is so small that they (educators) are automatically assured of a placement. Their demand far exceeds their supply. The shortage of the teachers mentioned above is made up by importing foreign educators. The provincial department is responsible for the planning and distribution of foreign educators amongst the five districts, including Vhembe.

Vhembe DoE uses various universities found in and outside the province as its recruitment source. This study concludes that the overall number of students registered for teacher training in HEI is improving slightly. The study also found, however, that the number of

students training to become Maths/Science/Accounting teachers remains awfully low. There were, for instance, only 128 students registered for the Bachelor of Science in Education degree in the University of Venda this year. Out of that number, only four students were in their fourth and last year of study. There were no students registered for the Bachelor of Commerce (Education) degree.

This study therefore concludes that:

- The district is still going to experience a severe shortage of teachers in Maths, Science, and Commerce in the next five years - and even beyond.
- The shortage of Accounting teachers is going to be acutely felt starting from next year.
- The district will start looking for foreign Accounting teachers as early as next year.
- The district will still need the assistance of foreign educators in subjects like Maths and Science for a long time to come.
- The district is virtually on the verge of collapse as far as the supply of Maths, Science, and Commerce educators is concerned.

The awarding of bursaries to students training as teachers has had a somewhat positive impact on the number of enrolments of teacher trainees in the country's HEIs. Data collected, though, does not paint a rosy picture. They suggest that the bursaries still have a long way to go before we can say a desired state has been reached. By desired state we mean a stage where a sufficiently reasonable number of students are training to be teachers in the Foundation Phase, the GET and FET phase, and most importantly, in Maths and Science. Every student registered for a teacher training programme in an institution of higher learning has been offered a free all-encompassing bursary. Notwithstanding that fact, the number of enrolments for teacher trainees remains extremely low.

The researcher has also come to the conclusion that the district is over-dependent on recruiting foreign educators to teach the so-called scarce skills subjects. This is not good at all, not least for the district but for the country as a whole.

Interviews remain the preferred method for selecting the best candidate for a post. It need not be said that interviews are fraught with flaws. Worst of all, the rating of performance lies at the hands of the panel, so the results can easily be manipulated in favour of a preferred candidate. The above notwithstanding, the study concluded that interviews will, for the foreseeable future, remain the common tool used for selection and hiring of educators. The study has also noted the lack of training of interviewers.

Promotional posts in schools are very limited. As a result, a large number of educators are found in the entry level rank – CS1. This study found that school principals and circuit managers are beginning not only to encourage the alignment of the requirements of a promotional post to the qualifications and/skills of an educator offering either Maths/Science/Commerce, but are also actively involved in the practice. This study therefore concludes that school principals and circuit managers are desperate to retain the teachers mentioned above in their schools and circuits, respectively.

Employees are usually interested in knowing their performance. This is especially the case if the results of appraisal are used to inform training and or development of some skill/s which the appraisal diagnosed as wanting. This study found that educators are not keen to participate in the process of performance management, namely the Integrated Quality Management System (IQMS). The study arrived at the following conclusions regarding IQMS:

- It was poorly advocated;
- The cascading training model was a failure;
- There was not much incentive, compared to other performance management systems in other public service departments, to persuade educators to be keen in implementing it;
- Many circuit managers regard it as a failure; and
- It is not serving the purposes it was designed for.

The researcher has no doubt that a large number of educators in the district are continuously developing themselves, both academically and professionally. Based on the findings, the study concludes that many educators are still encountering serious problems with the implementation of the NCS. This means, therefore, that educators are, by and large:

- Not developing themselves in subject areas they are involved in at their schools;
- At an undesirable level of understanding of the subject content they are teaching;
- Need immediate and purposive intervention and support by the curriculum sub-directorate in general and curriculum (subject) advisors in particular.

This study found that the number of curriculum advisors (CAs) available to serve the district is awfully inadequate. Unfortunately at the rate they (CAs) are being employed, it will take a very long time before the district is adequately staffed. This study need to point out that, according to circuits organograms, circuits are supposed to have a CA for each learning area and subject in the GET and FET phase respectively. Based on the small number employed in the district, the study concluded that all the circuit offices within the district are understaffed, with some not having a single curriculum advisor at all. As for CAs in Maths, Science, and Commerce, this study cannot help but conclude that:

- the district is in dire straits indeed;
- the situation is very critical;
- the CAs available cannot have any meaningful impact on the development of educators in the district; and
- some of the CAs' level of mastery of the subject content they are responsible for is unacceptably low. This stands in their way of rendering effective support to school-based educators – support which is sorely needed, in many instances.

It is a matter of serious concern that a study done in 2003 came up with a conclusion similar to the one discussed above. Mutshekwana (2003: 291) made the following observation:

Inadequacy of human resource capacity continues to impede progress in teacher education with special reference to the management of continuous professional development of educators in the Limpopo Province. Lack of well-trained personnel is a key factor constraining the effective management of CPDE programmes.

The snail-pace progress made towards ensuring that the continuous professional development of educators is effectively and professionally carried out is not only disadvantaging the teachers, but also learners who are taught by teachers who are, themselves, not very conversant with the subject matter they are teaching.

The study concluded that the district has processes in place to determine the number of terminations that have taken place (at a particular point in time) and those that are yet to take place. This study cannot, however, irrefutably state that the figures projected in, for example, chapter five, were the latest revised figures. It has been mentioned elsewhere that information in PERSAL is sometimes stale and not updated. An assurance was given to the researcher, however, that the information was the latest available at the time, and was updated on a regular basis.

This study found that the number of resignations was not that high – seventy out of a possible fifteen thousand and five hundred-plus educators. What is of concern, though, is that it is usually young, dedicated and skilled teachers who are resigning. The education sector thus loses invaluable skills and professionals. Considering the fact that higher education institutions are still not producing educators in sufficient numbers, this study therefore concludes that this is a big loss to the district. The researcher is of the view that under the conditions the district finds itself in, one loss is one loss too many.

The district has distributed exit forms to be used by circuit managers to find out why an educator is resigning from the profession in the event of a resignation. It is unfortunate that this study could not come up with reasons gleaned from such forms as none of the completed forms had made their way to the district office at the time of writing. Interviews with some district officials revealed, however, that educators are resigning from the system largely due to unfavourable working conditions.

This study concluded that schools and circuit managers are in the main operating within the legislative framework of the department and the country as a whole. There are instances where educators, some principals and circuit managers fell foul of the rules and regulations as laid down by the department. In such instances the Employment Relations sub-directorate came into the picture and put corrective measures in place. A list of offences committed was presented in chapter five. This study arrived at the following conclusions after considering the offences:

- A considerable number of educators are reluctant to alter their behaviour as they are still clinging to, for example, the outlawed practice of meting out corporal punishment to learners. These are educators who were charged for assault.

- The number of sexual harassment cases is still unacceptably high. This could be an indictment to the failure of the sub-directorate to decisively charge and prosecute offending teachers.

- Some principals and educators are driven by greed which costs tax payers a lot of money.

- The sudden change of approach by the sub-directorate from being punitive to being corrective is a tacit admission that it is not “winning the war against crime”.

- The number of investigation officials is insufficient. This results in undue delay in the processing of cases. It need not be emphasised here that “justice delayed is justice denied”.

The district is doing its best to manage educators, given its limited resources and limited powers and authority. Most of the power is unduly concentrated in the province, leaving the district officials as merely document pushers. The study concludes that the provisions stipulated in the White Paper on Human Resource Management in the Public Service are followed in the management of human resources in education, namely teachers in this study.

The researcher wishes to conclude by pointing out that he could not, in some instances, obtain the requested information intended for use in this study. The researcher strongly suspects that the officials who withheld the information did so out of fear of implicating themselves for, for example, incompetency. It could, on the other hand, be out of fear that the information might be quoted outside the academic circle (not intended) and thus cause embarrassment to the department or section. The officials from whom the research data were solicited were assured in advance that the data collected would be used for academic purposes only and nothing more or less.

An Analysis of Human Resource Management in the Department of Education, Vhembe District, is thus presented.

CHAPTER 7

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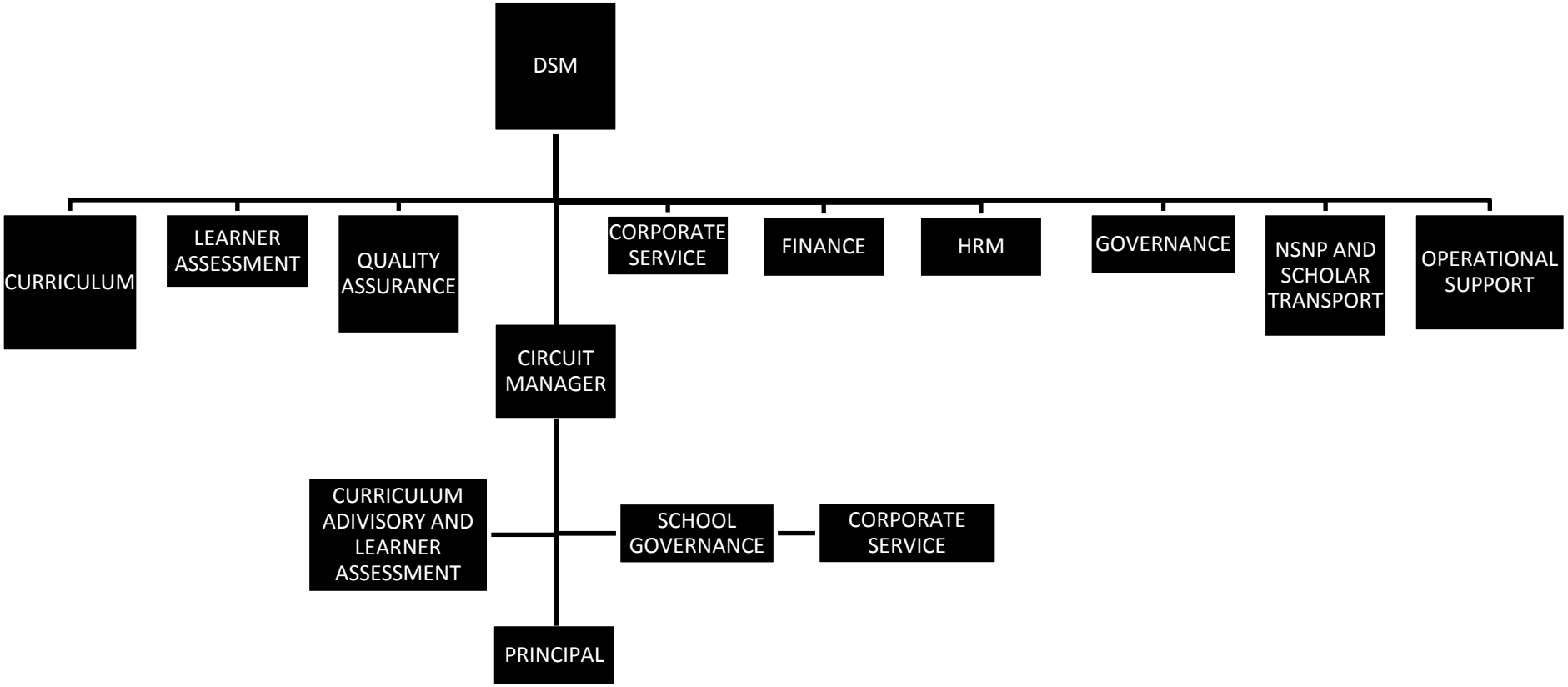
VHEMBE DISTRICT DoE ORGANIGRAM

APPENDIX 18



Organigram of schools. Data from Vhembe DoE

APPENDIX 19