

## Strengthening Capacity of Educators for Purposes of Delivering High Quality Education in South Africa

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*Abstract: This study focuses on the transformative interventions for educators in ensuring the right of access to quality education in South Africa. It highlights the right of access to education as provided in section 29 of the Constitution of the Republic of South Africa 1996. It examines the effect of poor education to the black majority and qualifications of educators during the apartheid period and how this has impacted poor black schools and learners where education was woefully inadequate. It argues that poor performance in black schools emanates from incapacity of educators in providing quality education. Although there was a radical transition in educational laws and programs from apartheid to post- apartheid, till date there are still challenges in the implementation of these policies and laws. The transformative interventions have been suffering major setbacks because the legacy of apartheid and also poor educational facilities and lack of human capacity in poor black schools. This is because even after the demised of the apartheid, South Africa is remains the world's most economically unequal country. The article recommends that government, as a matter of urgency, needs to improve and strengthen educators and teachers' capacity in order to empower them to deliver high standard and quality pedagogy in black schools.*

Keywords: Access to Education, Teachers, Competency, Capacity, Transformation

### Introduction and Background

In South Africa, the new democratic government that started in 1994 faced the task of transforming the apartheid education system to a national system that included all the racial groups in the country so that they will all receive quality education (Layman, 2003). Hence, the right of access to education is provided in section 29 of The Constitution of Republic of South Africa, 1996 (Constitution) as a fundamental right, unqualified and human basic need which requires a full realization and implementation in order to achieve the constitutional mandate and also in ensuring that access to quality education is fulfilled (Arendse, 2011).

In 1948, the apartheid government was structured around racial segregation and the country was officially divided into four racial groups, Whites, Blacks, Indians and Coloureds. In terms of allocation of resources, whites educators in particular, were more resourced than other racial groups and blacks were the least resourced (Fiske and Ladd, 2004). Likewise, training colleges for educators were also grouped in terms of race (Ladd and Fiske, 2006). The duration for training of black and white teachers differed. Teachers' training requirement for blacks was to have at least standard six or junior certificate and the

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duration for training were two years whereas the whites were required to pass matric and train for three years (Badat, 2010).

In 1953, the Bantu Education Act (BEA) that officiated racism was passed, and schools such as mission schools that rejected the Bantu Education were denied funding. The BEA curriculum was designed in such a way that the black child or educator would remain inferior to their whites' counterparts (Johnson, 1982). The apartheid system of education was designed clearly to make education for white students unequal to the black students. And in order to achieve this, the University Education Act 45 of 1959 was purposefully enacted in order to prevent black students from attending "white" Universities in South Africa (Davies, 1996).

In 1976, the black students protested against apartheid oppressing educational system and demanded removal of Afrikaans as medium of instruction in half of the subjects. Undeniably, the students marched for equal and quality education for all in South African schools. Since members of the ruling National Party spoke Afrikaans, black students viewed it as the language of the oppressor. Moreover, lacking fluency in Afrikaans, African teachers and pupils experienced the negative impact of the new apartheid policy which introduced Afrikaans as the medium of instructions in half of the subjects in schools (Pluddemann, 2015).

The 1993 South African Interim Constitution made provision for the right to basic education. The interim Constitution emphasised quality education and improvement of schooling with the intention of developing society. Continuing professional development of educators was also highly considered with the intention of improving quality performance in schools.

The African National Congress (ANC)'s Freedom Charter of 1955 intended to create an equal democratic system that will accommodate all learners regardless of colour. The freedom charter aimed to make education to be equal. In 1989, the National Education Co-ordinating Committee (NECC) adopted a declaration which pronounces that "Education is a basic human right. Schooling should be free and compulsory for all children."

Despite the right of access to basic education for all, to date, the government is still struggling to provide access to quality education for all. The former model C schools, which were the previous white schools are still benefiting more than the black schools. In black schools, there are still many unqualified and under qualified educators. The problem is that most educators did not receive modern and informative educational training or developed themselves professionally but they still retained the inferior training given to them during apartheid regime.

In 2003, the National Plan of Action was adopted by the government with the intention of achieving improved access to free and quality basic education. The plan stipulated that by 2015 all children of school going age should be provided with good quality education. Curriculum 2005, with Outcome Based

Education (OBE) approach was introduced with the promise of high quality education in preparation for the future of the black child.

The government embarked on the development and implementation of Curriculum 2005 in order to correct the apartheid curriculum of the past (De Waal, 2005). The curriculum was introduced to develop citizens with high level of skills, knowledge, and attitudes and values. The immediate requirement for the successful implementation of Curriculum 2005 (C2005), the South African version of OBE approach, is that practising teachers should be capacitated to facilitate the teaching of new content with its accompanying approach and methodology.

Implementation of Curriculum 2005 generated new focus on teaching and learning, but has challenges in inadequate orientation, training and development of teachers. Due to the challenges of implementation of Curriculum 2005, the new policy, the Revised National Curriculum Statement was produced and became policy early in 2002. The curriculum framework that was to introduce OBE into our school system was named Curriculum 2005.

However, presently the educational system in South Africa is experiencing crisis such as poor capacity of educators and poor performance of learners in schools due to the fact that curriculum change was done without first retraining educators (Botha, 2002). The Department of Education and school management provide little support for teachers in historically disadvantaged schools. Hence, these teachers are not able to properly and effectively implement curriculum 2005 due to constraints such as large class sizes, lack of learning materials and financial backing to initiate further training for the teachers. Historical factors such as discrimination, poverty and perception of inferiority are also impediments to improving education system.

In South Africa capacitation of teachers before implementation of the new curriculum (Curriculum 2005) was not properly done. This crisis was compounded by severe shortage of well-trained educators and radical change in educational policies.

The introduction of Curriculum 2005 in the post-apartheid system was a good decision but was poorly implemented. Teachers' training for the new curriculum was poorly done because it was rushed, using cascade training model. The government provided emergency training and materials to ensure that all provinces could start from the same footing, however, in-service work with teachers and schools was at minimal and resources totally inadequate (Adedeji and Olaniyan, 2011). Most of the training periods were spent on explaining the complex vocabulary and too little substance of OBE. Educators did not apply the principles of OBE in their own methodology. Curriculum 2005 was implemented before it was ready for presentation; consequently, implementation of Curriculum 2005 has been highly problematic. Because the government wanted to change the system too quickly, teachers were not trained prior to the curriculum change processes with regard to their curriculum implementation. Only few teachers were exposed to minimal training workshops for pilot schools and that alone proved to be a limitation. The

trainers themselves due to inadequate training lacked confidence to practically demonstrate to trainees (school teachers) on how an OBE classroom would look like.

Teachers expressed their concerns about the various challenges in the implementation of the Revised National Curriculum Statement. The Minister of Basic Education appointed a task team to identify the challenges and the report showed that it negatively impacted on the quality of teaching in schools.

The Curriculum 2005 Review Report recommended that:

- The design of the curriculum be simplified
- Curriculum overload be addressed, including the reduction in the number of Learning Areas in the Intermediate Phase
- The terminology and language of the curriculum should be simplified
- Assessment requirements should be clarified
- Content had to be brought into the curriculum, and specified
- A plan needed to be developed to address teacher training for the successful implementation of the new curriculum
- Textbooks and reading had to be reintroduced as a widely recognised means to bridge the gap between teacher readiness, curriculum policy and classroom implementation.

In 2012, the government introduced the National Curriculum Statement which aimed at providing a clear specification of what is to be taught and learnt on a term-by-term basis and promotion requirements to be obtained. The National Development Plan provides that education, training and innovation are central to the South Africa's long term development. In order to achieve these developmental goals, it is imperative and essential to equip teachers through on-going training and workshops to capacitate them in order for them to be able to discharge their pedagogical responsibility effectively and efficiently. The educational curriculum, policies and laws aimed at capacitating teachers must be, as a matter of urgency implemented in order to capacitate and enable educators to provide quality education to the learners.

#### Research Problem

The 1996 Constitution stipulates that the right of access to quality education must be realized. However, lack of capacity of educators is hindering the realization of the right of access to quality education as mandated by the Constitution. This is one of the major reasons for the poor performance in South African schools, especially the historically disadvantaged black schools.

The failure of educators to provide quality education to learners in South Africa emanated from the apartheid policies and laws whereby teachers were expected to implement new curriculum, using the old approaches, without being trained properly. The post-apartheid era also created challenges to the educators in terms of implementation of new policies such as Curriculum 2005, Revised National Curriculum Statement Grade R-9 and the National Curriculum Statement G10-12. In 1999, government instituted a review of Curriculum 2005, which led to the so-called "Revised National Curriculum." Policy research shows that it simply does not work to rush the implementation of curriculum reform.

Due to on-going implementation challenges the two policies, Revised National Curriculum Statements (R-9 and G10-12) were combined to produce the National Curriculum Statement Grade R-12, which represents a policy statement for learning and teaching in South African Schools. The NCS Grades R-12 gives expression to the knowledge, skills and values worth learning in South African schools. This curriculum aims to ensure that children acquire and apply knowledge and skills in ways that are meaningful to their own lives. The curriculum promotes knowledge in local context, while being sensitive to global imperatives. The NCS serves the purpose of equipping learners, irrespective of their socio-economic background, race, gender, physical ability or intellectual ability, with the knowledge skills and values necessary for self-fulfilment, and meaningful participation in society as citizens of a free country. However, the change of policies was so radical that most of the black educators were unable to implement them properly as they lack capacity to do so. There has always been a challenge in SA's previously disadvantaged communities in their ability to link their education with local contexts.

Another setback is that the period of training for educators was not enough to make them experts in the use of the new curriculum. The government wanted to change the system too quickly. What exacerbated or frustrated the educators more was the duration of training or workshops. Teachers were trained in a short period of time, once a week during teaching time or three days a week during school holidays and expected to implement the policies at the same time instead of intensive training which requires the period of three months or more to enable them to implement the curriculum successfully. The speed at which policies were changed by the department also contributed towards failure of educators in providing quality education because they were not capacitated for new curriculum. The implementation of these policies in a very short space of time lacked continuity and as such, posed a challenge to educators as implementers of the curriculum policies. Educators dropped what they knew without a ladder of stepping or crossing over to the new curriculum. A chasm in learning and teaching developed immediately.

#### Literature Review

Bernstein (2011) observed that "there is a lack of "accountability" on the part of teachers" because they are not properly equipped to release quality education. And the reason for this is that "many teachers fail to deliver quality education due to their incapacity and as a result there is poor performance in South African black schools." Adedeji and Olaniyan, (2011) are of the view that "capacitated educators are important instruments which a country can utilise for the development and improvement of its educational system" (Adedeji and Olaniyan, 2011). They also asserted that "any socio-economic strategy, aimed at improving schools and human development must, consider continuous teacher development programs" (Adedeji and Olaniyan, 2011). Furthermore, they indicated that "for a country to improve its educational system it needs to provide workable strategies that will improve the capacity and conditions of teachers and teaching in schools.

The importance of quality education is numerous. Having an understanding of the benefits of high quality education is important as it enlightens people in the society about the reason why the legislature ensured that this right can be demanded immediately (Adedeji and Olaniyan, 2011). In the same vein, opportunity

to be educated serves essentially as a means to decrease poverty, be integrated in socio-economic development and empowerment (Arcaro, 1995). Education creates window of opportunities for previously disgruntled persons because by being educated, they become able and competent for purposes of securing jobs which will enable them to be entangled from web of poverty and be able to provide for themselves and family and by extension may even be self-employed or create jobs and employ others.

In South Africa, weak and low *quality of education being provide and* received by most *poor* children in a very precarious situations and make such types of a *poverty trap*. The reason why this article strongly argues for quality education for the poor because with quality education, poor children would have hope because they must have received the skills and competencies which would make them eligible to find jobs, which would invariable improve their personal incomes and pave the way that will make them escape poverty. Hence, there is also need to strengthen educators' capacity in order to deliver high quality education to the poor in order to escape the triple challenges of inequality, poverty and unemployment in South Africa. According to Kulild (2014) categorically asserted that "education that targets marginalized and poor populations will bring change to many of the systemic factors that have contributed to the delay in poor communities' development. Education can prevent the transmission of poverty between generations. Education also has documented effect on health, nutrition, economic development and on environmental protection UNESCO 2104: Sustainable development begins with education)." According to Kulild (2014), "increased access to education can contribute to reducing poverty. Acquired basic skills such as reading, writing and numeracy, have a documented positive effect on marginalized populations' incomes. It increases the rate of return on the economy."

Tomasevski (2006) asserts that education plays a crucial role in the fulfilment of socio-economic rights and decent employment. Education enhances a person's prospects of securing employment, which in turn secures access to food, housing and health care service. This means that a person who is educated or who has access to quality education has more chances of securing good employment as opposed to someone who is not educated.

Education enables a person to participate diligently in the community by adding and conserving cultural and religious values, thereby enabling the community to choose the way it wants to live. Mailaret (1979) opined that "education has the ability to make individuals equal since it gives them the ability to develop talent, individual callings and skills that enable a person to manoeuvre through all the difficulties that weaken the human condition."

According to the United Nations International Children's Emergency Fund (UNICEF) 1946, quality education includes:

- "Processes through which trained teachers use child-centred teaching approaches in well-managed classrooms and schools and skilful assessment to facilitate learning and reduce disparities.

- Outcomes that encompass knowledge, skills and attitudes, and are linked to national goals for education and positive participation in society.”

Lack of capacity as a teacher in this context, means that a teacher is unable to produce good learners' performance due to lack of adequate skill required to discharge the responsibility.

Teacher capacity is influenced at two distinct stages. The first is during initial teacher education, and the second is over the course of a teacher's career. Top performing education systems invest heavily in initial teacher education to ensure graduates are well prepared by the time they enter classroom. Newly qualified teachers then engage in intensive on-the-job training in their first year of work to cement core skills and competencies. Professional learning remains important throughout teachers' careers so that they can continually improve and spread good practice to others.

In many South African schools, especially the black schools, teacher capacity is often not done according to the two stages. A teacher starts teaching alone in his/her classroom without induction, mentored or being coached. The classroom observations by the monitoring and evaluation teams in most of the black schools are not done. For the South African black schools to improve, it is necessary for SMT to be capacitated so that they can be able to capacitate educators at the beginning of their teaching career by assigning mentors to support and assist them. During their career also, it is important to capacitate educators through in-service training programmes throughout their career for quality education to be realized. Capacitated educators will improve performance in black South African schools.

It is imperative for South African teachers to ensure that they implement the National Curriculum Statement effectively without compromising policies and standard. The success or realisation of quality education in South African black schools depends on dedicated educators.

South African Schools Act section 20(i)(e) provides that “the school governing body must support incapacitated educators in implementing quality education to promote the best interest of the school” On the other hand, the governing body of a public school must adhere to any actions taken by the Heads of Department in terms of section 16 of the Employment of Educators Act no 66 of 1998, to address the incapacity of a principal or educator to carry out his or her duties effectively in terms of quality education. Underperforming schools need to be attended to by the provincial and district officials responsible. The Head of Department (HOD) must issue a circular in compliance with section 16A and 58B of SASA with regard to school performance and the procedures to be followed by and for underperforming schools. The circular will be directed to the officials in the Districts, circuits and schools for implementation purposes in order to improve teachers' performance.

The Integrated Quality Management System (IQMS) emanated from Schedule I of the Employment of Educators Act where the minister required that the underperforming educators should be capacitated to

improve performance in schools. The Schools Management Team (SMT) must develop school improvement plan where capacity building plan would be included for underperforming educators.

The IQMS is composed of three programs namely Developmental Appraisal (DA), Performance Measurement (PM) and Whole School Evaluation (WSE) which aimed at capacity building, incentivising and personal and professional growth of educators. The purposes of DA, PM and WSE are to appraise individual educators in a transparent manner with a view to determining areas of strength and weaknesses, and to draw up programmes for individual development; evaluate individual teachers for salary progression, grade progression, affirmation of appointments and rewards and incentives; and evaluate the overall effectiveness of a school as well as the quality of teaching and learning respectively. These three programmes are implemented in an integrated way in order to ensure optimal effectiveness and co-ordination of the various programmes (Berger, 2015). One of the main purposes of IQMS is to identify specific needs of educators and to evaluate an educator's performance. If an educator performs according to expectations, he or she gets the 1% as pay progression of their annual salaries and if they perform exceptionally well they get bonus which may be more than 5% depending on the availability of departmental budgets.

Teachers feel that the issues of remuneration and teacher development should be separated and as such, the IQMS should just focus purely on teacher development. The IQMS can be effective if the training is properly and effectively implemented. It is recommended that a team be established to investigate the effectiveness of the IQMS instrument and provide a new paradigm to guide implementation. Where there are gaps, the Department should develop effective professional development model which will be easily implemented.

#### The Constitution and the right to Education

Section 29 of the Constitution provides that "everyone has the right to a basic education, including adult basic education; and to further education, which the state through reasonable measures must make progressively available and accessible. Everyone has the right to receive education in public educational institutions where that education is reasonably practicable in the official language or languages of their choice. Recently in the case of *Afriforum and Another v Chairman of the Council of the University of the Free State and Others (A70/2016)[2016]ZAFSHC 130(21 July 2016)* concerning the language policy, the Court has made the ruling that in order to ensure the effective access to, and implementation of this right, the state must consider all reasonable educational alternatives, including capacitation of educators in curriculum implementation. Capacitated educators would be able to empower everyone who wants to develop himself/herself professionally in terms of lifelong learning, taking into account equity, practicability; and the need to redress the results of past racially discriminatory laws and practices. Everyone has the right to establish and maintain, at their own expense, independent educational institutions that do not discriminate on the basis of race; are registered with the state; and maintain standards that are not inferior to standards at comparable public educational institutions. Subsection (3) does not preclude state subsidies for independent educational institutions.



The constitution allows everyone who is empowered to establish independent (private) institution to capacitate educators for quality education. Currently there are many private schools in South Africa. Private schools generally have better facilities, smaller classes, capacitated educators and the culture of high performance, and hence have become an alternative for middle-income families wanting a better future for their children.

With teacher's trade unions opposing policies that might improve teacher quality, our minister of education seems paralyzed. Corruption often means that budgets are either unspent or spent inefficiently. Private schools

One possible factor for better performance in private schools than government schools is that independent schools provide principals and teachers with stronger incentives for good performance than in the public schools. The demand for private schooling is often driven by dissatisfaction with the quality of education available in the public schools due to teachers' incapacity.

Transformative interventions introduced to foster strengthening the capacity of educators  
The end of apartheid regime in 1994 was regarded as victory for democracy and human rights nationally and internationally. National laws and policies were introduced and aimed at redressing the past injustices and inequalities one of which is denial of access to quality education. It created unique opportunities and responsibilities to build the divided fragmented system of education and establish equality participatory democracy on which the Department of Education envisions as "South Africa which all people have equal access to lifelong education and training opportunities which will contribute towards improving the quality of life and build a peaceful, prosperous and democratic society" (The Department of Education 1996). It is pertinent to mention that access to quality education can be realized through capacitation of educators in curriculum implementation and effective implementation of various national laws and policies that were enacted to ensure quality education such as:

The white paper on education and training (1995)

The white paper on education and training gives directions to how South African education system must be provided. The paper's aim is to build a system of education and training that are founded on equity and non-discrimination and respect diversity, honour learning and strive for excellence.

The paper provides that for the first time in South Africa's history, a government has the mandate to plan the development of the education and training system for the benefit of the country as a whole and its entire people. The challenge the government faces is how to create a system that will fulfil the vision to open the doors of learning and culture to all. This paper suggests a just and equitable educational system which will give all learners of South Africa education of good quality. This is the first priority of the government under the "Reconstruction and Development Programme (RDP)." The main aim of the RDP is to make sure that the country's human resources are fully developed. Quality educational and training

can be used as a strong tool to empower people and to encourage them to participate actively in all process involving the democratic society which is free from any other form of discrimination.

#### The South African Schools Act (SASA) 1996

The SASA is aimed at doing away with the apartheid educational system and focuses on an equal and uniform high quality education. SASA also aims to empower schools and communities to make a difference. It provides that “subject to this Act and any applicable provincial law, every parent must cause every learner for whom he or she is responsible to attend a school from the first school day of the year in which such learner reaches the age of seven years until the last school day of the year in which such learner reaches the age of fifteen years or the ninth grade, whichever occurs first.” The Act further provides that “the State must fund public schools from public revenue on an equitable basis in order to ensure the proper exercise of the rights of learners to education and the redress of past inequalities in education provision.”

Section 58B (1) of SASA requires the Head of Department (HoD) to identify underperforming public schools. Annually, from the report contemplated in section 16A (1) (b) and from other relevant reports, the HoD must identify any public school that is underperforming in relation to any matter referred to in subsection (2) (a) (b) or (c). The HoD is further required to issue a written notice to the school contemplated in subsection (1) if he or she is satisfied that:

- The standard of performance of learners is below the standards prescribed by the National Curriculum Statement and is likely to remain so unless the HoD exercises his or her powers in terms of this Act.
- There has been a serious breakdown in the way the school is managed or governed which is prejudicing or likely to prejudice the standards of performance.
- The HoD must take all reasonable steps to assist a school identified in terms of subsection (1) in addressing the underperforming.

The Head of Department must identify underperforming schools in the Province with the intention of making stakeholders aware of status of performance in those schools. Announcement of underperforming schools by the HOD will compel the School Governing Board (SGB) to build capacity for incapacitated educators in those schools (underperforming schools) for access of quality education.

In terms of the functions of the SGB section 20 (1)(e) Subject to this Act, the governing body of a public school must:

Support the principal, educators, and other staff of the school in the performance of their professional functions;

Section 21(1) (c) further provides that:

Subject to this Act, a governing body may apply to the Head of Department in writing to be allocated the following function;

to purchase textbooks, educational materials or equipment for the school

In terms of allocated functions of governing bodies. This section empowers the SGB to capacitate educators in the realisation of access to quality education and to support them in their performance of their responsibilities.

#### Employment of Educators Act (EEA) 1998

In terms of schedule 1 section 1(1), one of the purposes of the EEA is to empower the employer to discharge an educator from service if an educator performs poorly. The employer can discharge an educator after following due processes regarding the applicable provisions of the Labour Relations Act 66 of 1995, schedule 8. In respect of poor work performance, the relevant employer must assess the incapacity of an educator by considering the extent to which the educator lacks the necessary skills to perform in accordance with the educator's job description, the nature of the educator's work and responsibilities and circumstances of the educator. The employer, who is the Head of the Department or Director-General of the Department of Education can discharge a poorly performing educator from service. Section 16 of the Act talks about incapable educators. The section makes provision for the Head of Department to assess the capacity of the educator if it is alleged that an educator is unfit for the duties attached to the educator's post or incapable of carrying out those duties effectively.

The HoD has to take action against the educator in accordance with the incapacity code of good practice and procedure for poor work performance as provided in schedule one of the Act. In applying this code and procedures, the HoD must assess the extent to which the incapacity impacts on the work of the public school. The HoD is empowered by this Act and expected to capacitate poor performing educators in the Province to improve their performance. The HoD will issue a written notice to the principals of the underperforming schools, declaring the schools underperforming. The HoD will advise the principals to identify root causes for underperformance and direct them to submit their plans for improving their academic performance of their schools.

If educators are capacitated, there is no way that schools can experience underperformance. If managers are supporting educators, providing resources, underperformance would be the issue of the past. The Act empowers the employer to identify underperforming educators and discharge them if they have been provided with skills but still are unable to perform up to the standard. In the case of *Grey v Education Labour Relations Council and others*, a high school educator was dismissed on the grounds of unprofessional conduct for contravening section 17(1)(c) of Employment of Educators Act.

#### The 2003 National Plan of Action

In 2003, the National Plan of Action which seeks to improve access to free and quality basic education for all was adopted by the department of education. The plan declares that "it is well on the way to attaining the provision of basic education that is compulsory for all children of school-going age that is of good quality and in which financial capacity is not a barrier for any child before 2015. This plan provides that "there is a need for free and quality education for all."

The government claims to provide compulsory, free and quality education up to grade 9. However, actually, the government does not monitor the provision of compulsory and free, let alone quality education. In addition, access to quality education is also not realized in black schools because of the incapacitation of educators.

The plan provides effective deployment of trained teachers. Teachers must be deployed based upon subject teaching needs and teachers' specialisation, priority are to given to schools in remote areas, as well as incomplete rural schools. The plan also emphasises the importance of improved quality of in-service training. The plan suggests that unqualified teachers need to be trained. It further emphasises training for effective management and supervision of schools.

#### Integrated Quality Management System (IQMS) for School-Based Educators

An agreement was reached in the Education Labour Relations Council (ELRC) Reolution 8 of 2003) to integrate existing programmes on quality management in education. The existing programmes were the Developmental Appraisal System (DAS) that came into being on 28 July 1998 (Resolution 4 of 2008), the Performance Measurement System that was agreed to on 10 April 2003 (Resolution 1 of 2003) and the Whole-School evaluation (WSE). The IQMS is an integrated quality management system that consists of three programmes, which are aimed at enhancing and monitoring performance of the education system. The IQMS is informed by Schedule 1 of the Employment of Educators Act, No 76 of 1998, "where the Minister is required to determine performance standards for educators in terms of which performance is to be evaluated.

These problems can be effectively addressed if principals can draw up a monitoring instrument which could direct the class visits. An Integrated Quality Management System programme should also be put in place. Structures such as school development teams and development support groups should be in place, effective and functional. The appraisal of educators should take place for educators to share their experiences and offer each other moral support (Badugela, 2012). Proper training of principals and SMTs is very important for effective and efficient implementation of IQMS. Robust advocacy of IQMS programmes will effectively address the problems of implementation. The purposes of IQMS are:

- "To identify specific needs of educators, schools and district offices for support and development;
- To provide support for continued growth;
- To promote accountability;
- To monitor an institutions overall effectiveness;
- Provide basis for paying salary progression, rewards and other incentives, and
- To evaluate an educator's performance

The implementation of the IQMS is guided by the following principle:

- The need to ensure fairness. For example, there can be no section against an educator in respect of his/her performance before providing meaningful opportunities for development."

Professional development of teachers is a cornerstone for the provision of quality teaching and learning in the education system of a country. Studies have shown that effective professional development programmes of teachers stand at the centre of the proposal for improving the quality of teaching and the transformation of education (Darling-Hammond, 2010). The integrated quality management system has been placed to develop the competencies of teachers in South Africa.

However, the implementation of the IQMS was hampered by a combination of factors, including the inadequate advocacy programme of the national Department of Education (DoE) in introducing IQMS to schools, poor training in some provinces, inadequate leadership by principals, and teachers' resistance to the process (Berger, 2015). Despite efforts to strengthen the implementation of the IQMS, schools have struggled to work with it (Berger, 2015). As a result, the DoE commissioned a review of its implementation in 2007. The review identified two main challenges which are a skewed emphasis during IQMS training on performance measurement for pay and level progression in order to get buy-in to the system by teachers, with the result that professional development was not understood as part of the process; and the lack of professional development opportunities for all teachers and a lack of quality assurance of development programmes (Berger, 2015).

In 2008, the DoE appointed external moderators in the provinces to monitor the implementation of the IQMS processes and procedures in the schools. Problems like inadequate training of both school teachers and education officials on IQMS processes were identified (Berger, 2015). The team found that "the professional development aspect of the IQMS has been neglected because schools have not had the time or skill to implement all the requirements" (Berger, 2015).

Similarly, a Ministerial Committee on the National Education and Evaluation Development Unit (NEEDU), which was established in 2008, reviewed the IQMS and identified fundamental problems (Berger, 2015). It found no evidence that the IQMS would be able to serve as an effective mechanism for accountability, because most teachers do not know how to conduct an effective analysis of teacher performance or how to prioritise teacher's development needs and the outcome are heavily weighted in favour of the teacher's self-assessment (Berger, 2015). It further noted that "the existing list of performance standards was cumbersome and time-consuming, generating considerable volumes of paperwork for heads of departments, and does not capture adequately the most important core function of schooling, namely the level of learning achieved by learners" (Berger, 2015).

A major problem in professional development programmes of teachers offered is that teacher competencies seem not to be improving as envisaged, mainly because of problems experienced in implementation. For example, challenges to the (IQMS) include a tendency to lose sight of the objectives and processes (Berger, 2015). The focal point in implementation becomes securing awards rather than improving the quality of teaching and learning, because the same instrument is used for development and performance management (Berger, 2015). Another challenge is that the IQMS policy does not directly encourage and motivate teachers to improve their morale as it focuses mainly on monitoring

school effectiveness. Shortage of adequately qualified staff and large learner-teacher ratios exacerbate the problem in the implementation of the policy.

A new system to strengthen teachers' development in the public sector has recently been introduced. In 2007, SACE was given the overall responsibility for the implementation, management and quality assurance of a Continuing Professional Teacher Development (CPTD) Management System. The aim is to enhance the quality of teaching in public schools through a process of recognising, supporting and tracking teachers' professional development. The SACE Council approved the CPTD implementation plan in November 2012 and it has subsequently been implemented on a phased-in basis, beginning with principals and deputy principals in January 2014.

The CPTD system requires public school educators to accumulate 150 professional development points in every three-year cycle. Points can be accumulated through three types of activity: teacher initiated activities, school-initiated activities, or externally-initiated activities by providers. Only the courses of a SACE-approved service provider will attract points. Educators must report their participation in professional development twice a year to SACE and maintain a Professional Development Portfolio according to SACE guidelines.

SACE has advised that for the first six years (from 2014 to 2019) no penalty will be imposed on teachers who do not achieve their 150 points target. The CPTD system is available to all teachers in South Africa but only compulsory for teachers in the public sector.

#### The Teacher Development Summit 2009

Continuous challenges with the implementation of the IQMS, among other issues, led to the two national departments, the Department of Higher Education and Training (DHET), calling a multi-stakeholder teacher development summit to examine all the challenges relating to teachers' development and propose strategies to address them (Berger, 2015). In terms of the IQMS specifically, the view taken was that it was not effective and had many problems and inconsistencies. Arguments were advanced for the separation of appraisal for development purposes from appraisal for remuneration purposes. It was argued that the IQMS assigns teachers as both referees and players, with no systems in place to monitor implementation. The Teacher Summit concluded that the linking of the IQMS with pay progression has "distorted its development purpose and value" (Berger, 2015).

The participants resolved that a new, strengthened, integrated national plan for the teacher development be developed to include a clear, coherent policy and regulatory environment for both teachers' appraisal and teachers' development. It was decided that the teacher development appraisal be delinked from issues of remuneration, the IQMS be streamlined and rebranded, and all standards and criteria around teacher competence and performance, and assessment instruments, should be reassessed to determine their relevance.

### Integrated Strategic Planning Framework for Teacher Education and Development in South Africa (2011-2025)

While the lead government departments have been identified in the previous paragraph, it is recognised that other stakeholders in education have an important role to play in ensuring that teachers have access to quality teacher education development opportunities. Teacher unions have a responsibility to promote teacher professionalism, the South African Council of Educator (SACE) aims to promote quality management and support the system by identifying and addressing teacher development needs, the universities have a responsibility to ensure that their programmes are accessible to teachers and ensures that its activities are directed towards the support of teachers to register for short courses or qualification programmes, supporting new teacher induction. The plan is strongly aligned with national imperatives that are currently in place which seeks to:

- Attract a new group of young, motivated and appropriately trained teachers into the teaching profession each year.
- Improve the professionalism, teaching skills, subject knowledge and computer literacy of teachers through their entire careers.
- Strive for a teaching workforce that is healthy and enjoys a sense of job satisfaction.

The DHET's Revised Strategic Plan (2010/11-2014/15), has among its strategic objectives the following:

- To monitor the production of initial teachers and the development of practising teachers through qualification programmes in order to inform planning and determine enrolment and graduation targets.
- To strengthen the capacity and capability for the provision of school teacher education in university in order to produce and develop sufficient quality teachers in line with Ministerial targets.

The plan advocates the creation of new structures, including a National Institute for Curriculum and Professional Development (NICPD), District Teacher Development Centre, Professional Learning Communities, Teacher Education Institution, and Teaching Schools and Professional Practice Schools, to provide teachers with support and access to development opportunities. It also formally delinks teacher appraisal for development from appraisal for remuneration and salary progression. The ELRC was tasked with the responsibility to streamline and rebrand the IQMS.

#### The Quality Management System

Accordingly, a new Quality Management System (QMS) was developed by a task team of the ELRC. The purpose of the QMS is to evaluate the performance levels of individual school-based educators in order to improve accountability and achieve high levels of school performance. It provides a mechanism for assessing educators, taking into account the context within which they operate, and is the basis for paying salary progression, rewards and other incentives.

The QMS places responsibility for implementation and management on the school management team (SMT) as well as on the principal, who is accountable for ensuring consistency of application in the school and verifying the appraisal processes. Circuit managers are responsible for evaluating principals' performance and the moderation of school appraisals. Grievance committees are also to be set up in schools and circuits (Berger, 2015).

#### Green Paper for Post-School Education and Training (2012)

The Department of Higher Education and Training (DHET) published a green paper that is aimed at improving educational system of South Africa. The paper provides that "the education system is still plagued by inequalities in terms of race, class and gender." The green paper is aimed at improving education system of South Africa, by ensuring that the educators are qualified and competent. The paper further provides that "education institutions in the historically black areas are still under-resourced and disadvantaged.

The post- school education and training envisaged by the DHET must be equitable, accessible and affordable to all sections of the population, including free education and training for the poor.

The green paper proposed that by 2030 the country should have a post-secondary school system that will change the face of education and training in the post-school sector by:

- Improving the quality of the FET colleges, developing innovative programmes and upgrading lecturers' qualifications.
- Establishing institutions which will provide a link between education, training and labour market."

The paper will ensure a continuing professional development for full-time staff in the post-schooling sector, and for the increasing numbers of part-time (e) tutors and (e) mentors, in appropriate resource-based and/or distance education approaches.

The paper further provides that teaching needs to be taken seriously and a great deal of effort put into improving its quality and supporting teachers at all levels of the post-school system. The DHET strategy must build, support and resource its expanded system.

The goal of attaining meaningful post schooling will be supported by the development and sharing of well-designed high quality learning resources that build on the expertise and experience of top quality scholars and educators.

#### The National Development Plan (NDP) 2030

The National Planning Commission published the NDP which provides that "although progress has been made in all subsectors of the education and training system since 1994, there are problems that must be solved to achieve the vision for education, training and innovation.



The NDP provides that “education, training and innovation are central to the South Africa’s long term development. They are the core elements and foundation of an equal society in eliminating poverty and reducing inequality. The quality of schooling system impacts significantly on further education, college, higher education and society’s ability to innovate.”

The NDP provides that “despite many positive changes since 1994, the legacy of low quality education in historically disadvantaged parts of the school system persists. This is hampering the education system’s ability to provide a way out of poverty for poor children.”

The NDP (2030) provides further that “although progress has been made in all subsections of education and training system, there are severe problems that must be solved to achieve the vision for education, training and innovation. Many parts of further education, training and skill development are severely underperforming. There are not enough public institutions providing leaning opportunities in this sector, despite the millions of young people who are eager to learn. Although there are some strong institutions, the college sector is small and weak.”

The NDP proposed that “the higher education system should be diverse so that institution can build on its strengths and expand area of specialization. However, differentiation need to take place in a context that takes account of social justice and equity imperatives; this means that historically disadvantaged institution must be given adequate support and incentives to develop their own area of excellence in both research and teaching” (Allais et al., 2011).

The NDP has good intention in terms of teacher’s capacity. Unfortunately, in historically disadvantaged black rural school’s teachers’ training and in- service training or skills development are not taking place. South Africa has good policies but it lacks implementation and monitoring. There are many programmes for teachers’ training but black school educators do not access these programmes due to poor capacity of some of the principals and Departmental officials. The ruling party which introduced these programmes does not even bother to monitor the implementation of these policies especially in rural areas. The level of corruption in the country is disadvantaging the implementation of the good policies. Due to corruption and nepotism administrators and officials who are responsible for allocation of resources do not consider capacitation of black school educators in black schools important.

## Conclusion

In South Africa, legislative intervention measures and frameworks for educators in ensuring the right of access to quality education are sufficiently developed. However, the challenge is lack of proper implementation and monitoring of these frameworks. It is imperative for the government to ensure that the enforcement of these legislative frameworks is compulsory. It is the responsibility of the government to ensure that educators are capacitated for successful delivery of their pedagogical responsibilities. The successful improvement of performance in black schools depends on capacitated educators. The leaders and stakeholders in the Department of Education are compelled to ensure full support and

compliance of implementation and monitoring of these policies and frameworks and to also promote teacher capacitation with the intention of improving performance South African schools, especially the black schools.

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