

**AN INVESTIGATION INTO  
THE MANAGEMENT OF IN-SERVICE  
EDUCATION AND TRAINING  
(INSET) IN THE NATAL-KWAZULU REGION**

by

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**GOVINDASAMI PATHER**

## DECLARATION

I declare that this thesis : "An Investigation into the Management of In-Service Education and Training (INSET) in the Natal KwaZulu Region" is my own original work.

Furthermore, this thesis was not submitted to any other University.

*Govindasami Pather*

GOVINDASAMI PATHER

FEBRUARY 1995

## DEDICATION

This thesis is dedicated to my *family*:

To my *parents, sisters* and *brothers* who loved me and helped me grow;

To my *wife* and our *children* who travelled life's journey so patiently with me and added a new dimension to my life;

To my *religious family* in many places who provided a fellowship of faith;

To the *family of educators* and *members of the Community* who have been a source of inspiration and encouragement to me.

## ABSTRACT

In any education system "no other single factor determines to such an extent the quality of education in a country as the quality of the corps of teachers, lecturers and instructors" (HSRC 1981 : 180). This factor is of greater significance in the context of the new South Africa that politicians and educationists are planning. In planning for a unitary system of education and provincial education departments, the study investigates the organizational aspects of management of In-Service Education and Training (INSET) mainly for teachers in the Natal-KwaZulu region.

The primary objectives of the study are:

1. To investigate on a macro-level the management of INSET in each of the former five education departments in Natal-KwaZulu region;
2. To establish whether:
  - (a) there is common ground in respect of INSET amongst the various former education departments in Natal-KwaZulu; and,
  - (b) the different control mechanisms act as a hampering factor in sharing of resources relating to INSET.
3. To make recommendations to the Natal-KwaZulu education authority so that primarily INSET for teachers may be improved.

As a background to the study, key terms were discussed and INSET models and methods reviewed. Brief reference was made to change and change strategies relating to INSET. This was followed by a discussion of national and regional strategies for INSET, agencies and locations for courses.

To obtain a better perspective of INSET a scan of INSET provision study involving England and Wales, Scotland and several Sub-Saharan countries was undertaken. A situational analysis of INSET in each of the former five education departments in Natal-KwaZulu was followed by an empirical study. Conclusions and recommendations were then suggested.

The major findings were as follows:

1. There was no structured, documented national or regional policy for INSET.
2. The funding formula for education discriminated against the Black, Indian and Coloured teachers. Funding for INSET was inadequate.
3. There was no co-ordination amongst the former five education departments as far as INSET was concerned.
4. Structures and staffing for INSET at Head Office were limited, resulting in an *ad hoc* provision of courses in most Departments. Valuable human resources at schools in the private sector INSET projects and at tertiary institutions were not used effectively. This was a management flaw.
5. The expertise of the inspectorate with respect to INSET was the only common ground that existed amongst the former five education departments. However, such expertise was not shared.
6. In view of the foregoing the management of INSET in most departments in Natal-KwaZulu was not very effective.

# ***TABLE OF CONTENTS***

	Page
Acknowledgements	i
Declaration	iii
Dedication	iv
Abstract	v
Tables	xvii
Figures	xix
Diagrams	xx
Map	xx
Acronyms Used in this Study	xxi
Clarification of Usage of Terms/Tenses	xxvi
Appendices	xx

## **CHAPTER ONE**

<b>1. INTRODUCTION TO THE STUDY</b>	<b>1</b>
1.1 BACKGROUND TO THE STUDY	1
1.2 PURPOSE OF THE STUDY	14
1.3 STRUCTURE OF THE STUDY	14
1.4 SUMMARY	16

## **CHAPTER TWO**

<b>2. THE CONCEPTUAL FRAMEWORK FOR THE MANAGEMENT OF INSET</b>	<b>18</b>
2.1 INTRODUCTION	18
2.2 INSET AND RELATED TERMS	19
2.3 THE MANAGEMENT OF INSET	35
2.4 THE OBJECTIVES OF INSET	42
2.5 SUMMARY	63

## CHAPTER THREE

<b>3.</b>	<b>A REVIEW OF SELECTED INSET MODELS, APPROACHES AND CHANGE STRATEGIES</b>	<b>64</b>
3.1	INTRODUCTION	64
3.2	INSET MODELS	65
3.2.1	THEORETICAL BACKGROUND TO INSET MODELS	65
3.2.2	A REVIEW OF INSET MODELS	73
3.2.2.1	The Traditional INSET MODEL	74
3.2.2.2	The Deficit INSET Model	78
3.2.2.3	The Life-Long Learning /Continuing Education INSET Model	79
3.2.2.4	The School-Focussed INSET Model	82
3.2.2.5	A Research-Based INSET Model	89
3.2.2.6	The Urban and Rural School Development INSET Model	91
3.2.2.7	A Concerns-Based Adoption Model	93
3.2.2.8	INSET through Whole School Review and Improvement INSET Model	97
3.2.3	COMPARISON OF INSET MODELS	102
<b>3.3</b>	<b>INSET APPROACHES</b>	<b>104</b>
3.3.1	INDUCTION	107
3.3.2	A RESEARCH-BASED INSET APPROACH	110
3.3.3	SECONDMENT SCHEME	113
3.3.4	THE INQUIRY, OBSERVATION AND FEEDBACK (IOF) INSET METHOD	116
3.3.5	DISTANCE EDUCATION INSET METHOD	118
<b>3.4</b>	<b>THE EFFECT OF THE CHANGE PARADIGM ON INSET MODELS AND STRATEGIES</b>	<b>123</b>

<b>3.5</b>	<b>COMMENT ON INSET MODELS, STRATEGIES, CHANGE AND MANAGEMENT OF INSET</b>	<b>136</b>
<b>3.6</b>	<b>SUMMARY</b>	<b>138</b>

## **CHAPTER FOUR**

<b>4.</b>	<b>AGENCIES, PROVIDERS OF AND LOCATIONS FOR INSET PROGRAMMES IN NATAL-KWAZULU</b>	<b>140</b>
<b>4.1</b>	<b>INTRODUCTION</b>	<b>140</b>
<b>4.2</b>	<b>GOVERNMENT AGENCIES</b>	<b>141</b>
	4.2.1 SCHOOLS	141
	4.2.2 COLLEGES OF EDUCATION	143
	4.2.3 TEACHERS' CENTRES	157
	4.2.4 UNIVERSITIES	163
	4.2.5 TECHNIKONS	169
<b>4.3</b>	<b>TEACHER ASSOCIATIONS AND UNIONS</b>	<b>170</b>
<b>4.4</b>	<b>CONSULTANTS</b>	<b>174</b>
<b>4.5</b>	<b>THE PRIVATE SECTOR</b>	<b>175</b>
	4.5.1 PROJECTS BASED ON UNIVERSITY CAMPUSES	183
	4.5.1.1 Link Africa	183
	4.5.1.2 Primary Science Programme (PSP)	184
	4.5.1.3 Centre for the Advancement of Science and Mathematics Education (CASME)	186
	4.5.1.4 Midlands Education Development Unit (MEDU)	188
	4.5.1.5 Science Curriculum Project (SCP)	191

4.5.1.6 Science Curriculum Initiative In South Africa (SCISA)	192
4.5.1.7 Teacher Opportunity Programmes (TOPS)	192
4.5.2 PROJECTS BASED ON CLOSE CO-OPERATION	194
4.5.2.1 Toyota Teach Primary Schools Project	194
4.5.2.2 The Centre for Cognitive Development (CCD)	196
4.5.2.3 The Read, Educate and Develop Project (READ)	196
4.5.3 AN INDEPENDENT PROJECT THAT NETWORKS WITH OTHER NGOS EDUCATION DEPARTMENTS AND A UNIVERSITY : ENGLISH LANGUAGE EDUCATION TRUST (ELET PROJECT)	198
4.5.4 PROJECT PROVIDING INSET FOR COLLEGE OF EDUCATION PERSONNEL : FULCRUM TEACHER EDUCATION PROJECT	200
<b>4.6 PRIVATE SECTOR INITIATIVES : ISSUES AND FUTURE DIRECTIONS</b>	<b>201</b>
<b>4.7 INSET LOCATIONS</b>	<b>205</b>
<b>4.8 SUMMARY</b>	<b>207</b>

## **CHAPTER FIVE**

<b>5. AN OVERVIEW OF THE MANAGEMENT OF INSET IN SELECTED COUNTRIES</b>	<b>208</b>
5.1 INTRODUCTION	208
5.2 INSET IN ENGLAND AND WALES : 1972-1987	209
5.3 INSET IN ENGLAND AND WALES : 1988-1990	212
5.4 THE MANAGEMENT OF INSET BY A FORMER LOCAL EDUCATION AUTHORITY	216
5.4.1 INTRODUCTION	216
5.4.2 ESTABLISHING OBJECTIVES	216

5.4.3	THE CONTEXT OF INSET	218
5.4.4	CONDITIONS OF SERVICE AND THE EFFECT ON INSET IN THE FORMER ILEA	219
5.4.5	TEACHER EVALUATION AND INSET IN THE FORMER ILEA	219
5.4.6	NATIONAL POLICY DIRECTIVES AND INSET	220
5.4.7	TEACHER ASSOCIATIONS AND INSET IN THE FORMER ILEA	221
5.4.8	TENSIONS BETWEEN NEEDS AND PROVISION OF INSET	221
5.4.9	INSET FOR THE DEVELOPMENT OF INSTITUTIONS	222
5.4.10	THE ORGANIZATION OF AN INSTITUTION-CENTRED APPROACH TO INSET	223
<b>5.5</b>	<b>INSET IN SCOTLAND</b>	<b>225</b>
<b>5.6</b>	<b>INSET : A SUB-SAHARAN PERSPECTIVE</b>	<b>228</b>
5.6.1	INSET IN ZIMBABWE	229
5.6.2	INSET IN LESOTHO	235
5.6.3	INSET IN SWAZILAND	239
<b>5.7</b>	<b>SUMMARY</b>	<b>242</b>

## **CHAPTER SIX**

<b>6.</b>	<b>A REVIEW OF THE PROVISION AND MANAGEMENT OF INSET BY EDUCATION DEPARTMENTS IN NATAL-KWAZULU</b>	<b>245</b>
6.1	INTRODUCTION	245
6.2	SOCIAL STRUCTURES IN EDUCATION SYSTEMS	247
6.3	NATIONAL EDUCATION STRUCTURES IN THE REPUBLIC OF SOUTH AFRICA	249

6.3.1	POLICY-MAKING	251
6.3.2	STRUCTURES : STATUTORY	253
6.3.3	FUNDING FOR EDUCATION	254
<b>6.4</b>	<b>INSET IN THE KWAZULU DEPARTMENT OF EDUCATION AND CULTURE (KZDEC)</b>	<b>256</b>
6.4.1	INTRODUCTION	256
6.4.2	POLICY FOR INSET MANAGEMENT	258
6.4.3	FINANCING OF INSET	260
6.4.4	THE ROLE OF MANAGEMENT STRUCTURES IN FORMAL AND NON-FORMAL INSET (EXECUTIVE LEVEL)	261
6.4.5	THE ROLE OF MIDDLE MANAGEMENT STRUCTURES IN NON-FORMAL INSET	262
6.4.6	KZDEC'S SUBJECT COMMITTEES AND NON-FORMAL INSET	271
6.4.7	PUBLICATIONS FOR PROMOTING NON-FORMAL INSET	272
6.4.8	RESEARCH-INITIATED NON-FORMAL INSET : PROJECT EFFECTIVE SCHOOL MANAGEMENT IN KWAZULU : ESMIK	273
6.4.9	OTHER NON-FORMAL INSET PROGRAMMES	274
6.4.10	CONCLUSION	276
<b>6.5</b>	<b>MANAGEMENT OF INSET IN THE DEPARTMENT OF EDUCATION AND TRAINING (DET)</b>	<b>278</b>
6.5.1	INTRODUCTION	278
6.5.2	POLICY FOR INSET MANAGEMENT	278
6.5.3	FINANCING OF INSET	279
6.5.4	THE ROLE OF MANAGEMENT STRUCTURES IN FORMAL AND NON-FORMAL INSET (NATIONAL EXECUTIVE LEVEL)	280

6.5.5	THE ROLE OF MIDDLE MANAGEMENT STRUCTURES IN NON-FORMAL INSET (REGIONAL LEVEL)	281
6.5.6	SUBJECT COMMITTEES AND NON-FORMAL INSET	281
6.5.7	NON-FORMAL INSET (GENERAL)	283
6.5.8	NON-FORMAL INSET : GUIDED WORKSHEET METHOD PROJECT	285
6.5.9	PUBLICATIONS FOR THE PROMOTION OF NON-FORMAL INSET	288
6.5.10	NON-FORMAL INSET PROVIDED BY THE PRIVATE SECTOR	288
6.5.11	PROVISION OF SENIOR CERTIFICATE TUITION FOR UNDERQUALIFIED TEACHERS	289
6.5.12	CONCLUSION : INSET IN THE DET	290
<b>6.6</b>	<b>MANAGEMENT OF INSET IN THE NATAL EDUCATION DEPARTMENT (NED)</b>	<b>291</b>
6.6.1	INTRODUCTION	291
6.6.2	POLICY FOR INSET MANAGEMENT	292
6.6.3	FINANCING OF INSET	294
6.6.4	THE ROLE OF MANAGEMENT STRUCTURES IN FORMAL AND NON-FORMAL INSET (EXECUTIVE AND MIDDLE MANAGEMENT LEVELS-NATAL)	295
6.6.5	SUBJECT COMMITTEES AND NON-FORMAL INSET	299
6.6.6	PUBLICATIONS FOR THE PROMOTION OF INSET	301
6.6.7	CONCLUSION : INSET IN THE NED	301
<b>6.7</b>	<b>MANAGEMENT OF INSET IN THE DEPARTMENT OF EDUCATION AND CULTURE : HOUSE OF DELEGATES (HOD)</b>	<b>303</b>
6.7.1	INTRODUCTION	303
6.7.2	POLICY FOR INSET MANAGEMENT	304
6.7.3	FINANCING OF INSET	307

6.7.4	THE ROLE OF MANAGEMENT STRUCTURES IN FORMAL AND NON-FORMAL INSET (EXECUTIVE LEVEL)	308
6.7.5	THE ROLE OF MANAGEMENT STRUCTURES IN NON-FORMAL INSET (MIDDLE MANAGEMENT LEVEL)	309
6.7.6	SUBJECT COMMITTEES AND NON-FORMAL INSET	311
6.7.7	NON-FORMAL INSET PROMOTED THROUGH PUBLICATIONS	312
6.7.8	NON-FORMAL INSET PROMOTED THROUGH CONFERENCES, EXHIBITIONS AND OTHER INFORMAL MEANS	313
6.7.9	CONCLUSION : INSET IN THE HOD	313
<b>6.8</b>	<b>INSET IN THE DEPARTMENT OF EDUCATION AND CULTURE : HOUSE OF REPRESENTATIVES (HOR)</b>	<b>316</b>
6.8.1	INTRODUCTION	316
6.8.2	POLICY FOR INSET MANAGEMENT	317
6.8.3	FINANCING OF INSET	317
6.8.4	THE ROLE OF MANAGEMENT STRUCTURES IN INSET (NATIONAL EXECUTIVE AND MIDDLE MANAGEMENT LEVELS)	318
6.8.5	THE ROLE OF MANAGEMENT STRUCTURES IN INSET AT REGIONAL LEVEL (NATAL-KWAZULU)	318
6.8.6	THE ROLE OF SUBJECT COMMITTEES IN PROMOTING INSET	320
6.8.7	PUBLICATIONS FOR PROMOTING NON-FORMAL INSET	320
6.8.8	CONCLUSION : INSET IN THE HOR	320
<b>6.9</b>	<b>CONCLUSION : INSET IN THE KZDEC, DET, NED, HOD AND HOR</b>	<b>321</b>
<b>6.10</b>	<b>SUMMARY</b>	<b>324</b>

## CHAPTER SEVEN

### 7. AN EMPIRICAL STUDY OF THE MANAGEMENT OF INSET

<b>IN NATAL-KWAZULU</b>	<b>327</b>
<b>7.1 INTRODUCTION</b>	<b>327</b>
<b>7.2 THE RESEARCH DESIGN</b>	<b>328</b>
7.2.1 BASIC ASSUMPTIONS	328
7.2.2 THE SAMPLE	328
7.2.3 CONCEPTUALISATION AND OPERATIONALISATION	330
7.2.4 DATA COLLECTION	335
7.2.4.1 Interviews	335
7.2.4.2 Questionnaires	337
7.2.5 DATA ANALYSES	339
<b>7.3 LIMITATIONS OF THE STUDY</b>	<b>340</b>
<b>7.4 ANALYSES OF FINDINGS</b>	<b>342</b>
7.4.1 POLICY FOR INSET	342
7.4.2 FUNDING FOR INSET	346
7.4.3 METHODS USED BY THE INSPECTORATE TO ASSESS THE INSET NEEDS OF TEACHERS	350
7.4.4 RELEASE TIME FOR INSET COURSES	354
7.4.5 DEPARTMENTAL SUPPORT FOR TEACHERS AND MANAGEMENT STAFF ATTENDING INSET COURSES	358
7.4.6 THE ROLE OF MATERIALS DEVELOPMENT AS AN ASPECT OF CURRICULUM DEVELOPMENT	361
7.4.7 INSET OBJECTIVES	369
7.4.8 INSET METHODS USED BY THE INSPECTORATE	374
7.4.9 CONSULTATION IN THE PLANNING OF INSET COURSES	378
7.4.10 THE EXTENT TO WHICH VARIOUS PERSONNEL ARE USED	

TO DELIVER INSET	381
7.4.11 METHODS USED BY THE INSPECTORATE TO MOTIVATE TEACHERS TO ATTEND INSET COURSES	385
7.4.12 METHODS USED TO DISSEMINATE INSET INFORMATION	390
7.4.13 EVALUATION OF INSET PROGRAMMES BY THE INSPECTORATE	394
7.4.14 THE ROLE OF THE PRIVATE SECTOR IN PROMOTING INSET	399
7.4.15 THE ROLE OF DEPARTMENTAL SUBJECT COMMITTEES IN PROMOTING INSET	405
7.4.16 THE ROLE OF TEACHERS AND SCHOOLS IN PROMOTING INSET	412
7.4.17 RESEARCH ON INSET	416
7.4.18 INSET FOR SPECIALIST GROUPS	419
<b>7.5 CONCLUSION</b>	<b>424</b>
<b>7.6 SUMMARY</b>	<b>425</b>

## **CHAPTER EIGHT**

### **CONCLUSIONS AND RECOMMENDATIONS**

<b>8.1 CONCLUSIONS</b>	<b>428</b>
<b>8.2 RECOMMENDATIONS</b>	<b>436</b>
8.2.1 TEACHER EDUCATION POLICY	436
8.2.1.1 Conceptual Framework for Policy Development	439
8.2.2 STRUCTURES FOR INSET MANAGEMENT	442
8.2.2.1 A Holistic Structure	445
8.2.2.2 Provincial Education Authority	448
8.2.2.3 Regional Education Authority	451

8.2.2.4 Local Education Authority	454
8.2.3 FINANCE	458
8.2.4 INSET MODELS AND METHODS	461
8.2.4.1 Distance Education	464
8.2.5 TEACHERS' CAREER AND GUIDANCE UNIT	466
<b>8.3 EPILOGUE</b>	<b>466</b>
<b>BIBLIOGRAPHY</b>	<b>467</b>
<b>APPENDICES</b>	<b>498</b>
<b>TABLES</b>	
Table 3.1 Ratio of Subject Advisers to Schools in Natal-KwaZulu	76
Table 6.1 Inspectors' Guidance Visits in the KwaZulu Department of Education and Culture	264
Table 6.2 Ratio of Inspectors to Teachers and Schools in a Sample of Circuits in the KwaZulu Department of Education and Culture	266
Table 6.3 Advisers' and Teachers' Perceptions of the Functions of the Advisory Service	299
Table 7.1 Response Rate to Questionnaires	339
Table 7.2 Inspectorate's Responses : INSET Policy of Education Departments	343
Table 7.3 Inspectorate's Responses : Funding for INSET	347
Table 7.4 General Education : Per Capita Expenditure (in Rands)	348
Table 7.5 Inspectorate's Responses : Methods Used to Assess Teachers' INSET needs	351
Table 7.6 Inspectorate's Responses : Release Time during	

	School-Hours	354
Table 7.7	Inspectorate's Responses : Release Time for INSET	355
Table 7.8	Inspectorate's Responses : Departmental Support for Teachers and Management Staff Who Attend INSET Courses	360
Table 7.9	Inspectorate's Responses : The Role of Curriculum Development in INSET	363
Table 7.10	Inspectorate's Responses : Training for Curriculum Development	364
Table 7.11	Inspectorate's Responses : Support for Curriculum Development	365
Table 7.12	Inspectorate's Responses : INSET Objectives	370
Table 7.13	Rank Order : INSET Objectives	371
Table 7.14	Inspectorate's Responses : Methods Used in INSET	376
Table 7.15	Inspectorate's Responses : Consulting Role of Others in Planning INSET	379
Table 7.16	Inspectorate's Responses : The Extent to which Various Personnel are Used to Deliver INSET	382
Table 7.17	Inspectorate's Responses : Motivating Teachers to Attend INSET Courses	386
Table 7.18	Inspectorate's Views about the Dissemination of INSET Information	391
Table 7.19	Inspectorate's Views of the Evaluation of INSET Programmes	395
Table 7.20	Inspectorate's Views : Private Sector Representation on Education Departmental Subject Committees	400
Table 7.21	Inspectorate's Responses : Co-ordination between the Private Sector and Education Departments when Planning INSET	401
Table 7.22	Inspectorate's Views : The Extent to which INSET Courses Offered by the Private Sector Fulfills Objectives Set by the Inspectorate	401

Table 7.23	Inspectorate's Responses : Comparison of INSET Courses Offered by the Private Sector and the Inspectorate	402
Table 7.24	The Extent to which the Inspectorate Use the INSET Courses Introduced by the Private Sector	403
Table 7.25	Inspectorate's Responses : The Establishment of Departmental Subject Committees	406
Table 7.26	Representation on Departmental Subject Committees	406
Table 7.27	Request for INSET Courses by Departmental Subject Committees	407
Table 7.28	Departmental Subject Committees Involvement in Planning, Designing, Offering and Evaluating INSET Courses	408
Table 7.29	Frequency of Meetings Held by Departmental Subject Committees	408
Table 7.30	Types of Voluntary INSET Activities Teachers and Schools Organize for Themselves	413
Table 7.31	The Extent to which Teachers and Schools are Involved in INSET Organized by Themselves	414
Table 7.32	Inspectorate's Responses : Research Undertaken by Each Education Department	417
Table 7.33	Inspectorate's Responses : INSET for Specialist Groups	420

## FIGURES

Figure 3.1	Burke's Induction Strategies	108
Figure 3.2	A Research-Based Process for INSET	112
Figure 3.3	A Method for Staff Development through Inquiry, Observation and Feedback	118
Figure 5.1	INSET Planning, Delivery and Evaluation Process Process in the ILEA	224
Figure 5.2	Delivery System within ZINTEC	234

Figure 7.1	Continuum of Mid-Career Types	423
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## DIAGRAMS

Diagram 6.1	The Four Categories of Social Structures of an Education System	247
Diagram 6.2	Structures Responsible for Education in South Africa, the Self-Governing and Independent States	250
Diagram 8.1	School Support Structure	447
Diagram 8.2	Provincial Executive Authority	450
Diagram 8.3	Regional Education Authority	453
Diagram 8.4	Local Education Authority	454

## MAP

KwaZulu-Natal	: Regional Education Authorities	452
---------------	----------------------------------	-----

## APPENDICES

Appendix 1.1	Senior Certificate Examination Results : Natal-KwaZulu Statistics	498
Appendix 2.1	Classification of Teacher Qualifications in South Africa	499
Appendix 6.1	Discussion and Correspondence with Experts in INSET	500
Appendix 6.2	List of Interviewees : Senior Education Departmental Officials	502
Appendix 6.3	Interview : Covering Letter and Interview Schedules	506
Appendix 7.1	Covering Letter Attached to Questionnaires	509
Appendix 7.2	Questionnaires : Management of INSET in Education Departments	510

## ACRONYMS USED IN THIS STUDY

ACIT	:	Advisory Committees for In-Service Training
ANC	:	African National Congress
ACSET	:	Advisory Committee on the Supply and Education of Teachers
APEID	:	Asian Programme for Educational Innovation and Development
APEK	:	Association of Professional Educators in KwaZulu-Natal
ASCD	:	Association for Supervision and Curriculum Development
ATASA	:	African Teachers' Association of South Africa
B.A.	:	Bachelor of Arts
B.COM.	:	Bachelor of Commerce
B.ED	:	Bachelor of Education
B.PAED.	:	Bachelor of Paedogogics
CASME	:	Centre for the Advancement of Science and Mathematics Education
CBAM	:	Concerns-Based Adoption Model
CCD	:	Centre for Cognitive Development
CEH	:	Committee of Education Heads
CEMT	:	Certificate for English Medium Teachers
CERI	:	Centre for Educational Research and Innovation
CES	:	Committees for Education Structures
CF	:	Change Facilitator
CHED	:	Committee of Heads of Education Departments
CIC	:	Central In-Service Committee

CORDTEK	:	Council of Rectors and Deans of Teacher Education in KwaZulu-Natal
COSATU	:	Congress of South African Trade Unions
COTE	:	Certificate for Teachers of English
D.ED	:	Doctor of Education
DES	:	Department of Education and Science
DET	:	Department of Education and Training
DNE	:	Department of National Education
DOTE	:	Diploma for Overseas Teachers of Education
EELT	:	Examination for English Language Teachers
ELET	:	English Language Education Trust
EQUIP	:	Education Quality Improvement Programme
ESMIK	:	Effective School Management in KwaZulu
FDE	:	Further Diploma in Education
FITMAST	:	Further In-Service Training of Mathematics and Science Teachers
HDE	:	Higher Diploma in Education
HOA	:	House of Assembly
HOD	:	House of Delegates
HOR	:	House of Representatives
HMI	:	Her Majesty's Inspectorate

HMSO	:	Her Majesty's Stationery Office
HSRC	:	Human Sciences Research Council
IDT	:	Independent Development Trust
ILEA	:	Inner London Education Authority
IOF	:	Inquiry, Observation and Feedback
INSET	:	In-Service Education and Training
JET	:	Joint Education Trust
KZDEC	:	KwaZulu Department of Education and Culture
LEA	:	Local Education Authority
LIET	:	Lesotho In-Service Education for Teachers Programme
M+1	:	Matriculation plus one-year teaching qualification
M+2	:	Matriculation plus two-years teaching qualification
M+3	:	Matriculation plus three-years teaching qualification
M+4	:	Matriculation plus four-years teaching qualification
M.ED.	:	Master of Education
MEDU	:	Midlands Education Development Unit
MEP	:	Micro-Electronics Programmes
NAPTOSA	:	National Professional Teachers Organizations of South Africa

NATU	:	Natal African Teachers' Union
NEB	:	Natal Education Board
NECC	:	National Education Co-ordinating Committee
NFER	:	National Foundation for Educational Research
NGO	:	Non-Governmental Organization
NOU	:	Natalse Ondersysersunie
NTS	:	Natal Teachers' Society
NUT	:	National Union of Teachers
OECD	:	Organization for Economic Co-operation and Development
OUP	:	Oxford University Press
PETRA	:	Primary English Teaching in Rural Areas
Ph.D	:	Doctor of Philosophy
PRESET	:	Pre-Service Education and Training
PSP	:	Primary Science Programme
RADMAST	:	Research and Development in Mathematics, Science and Technology
RD&D	:	Research, Development and Diffusion
READ	:	Read, Educate and Develop
RECES	:	Research Committee for Education Structures
SABC	:	South African Broadcasting Corporation

SACE	:	South African Council for Education
SACHED	:	South African Council for Higher Education
SADTU	:	South African Democratic Teachers' Union
SANEP	:	South African National Education Policy
SCC	:	School Community Councils
SCP	:	Science Curriculum Project
SCISA	:	Science Curriculum Initiative in South Africa
SEP	:	Science Education Project
SONAT	:	Society of Natal Teachers
TASA	:	Teachers' Association of South Africa
TOPS	:	Teacher Opportunity Programmes
TREE	:	Training and Resources for Early Education
TUATA	:	Transvaal United African Teachers' Association
UED	:	University Education Diploma
UNESCO	:	United Nations Educational, Scientific and Cultural Organization
UNICEF	:	United Nations International Children's Education Fund
UNISA	:	University of South Africa
USA	:	United States of America
USAID	:	United States Agency for International Development
UTAC	:	University and Technikon Advisory Council
UTASA	:	Union of Teachers' Association of South Africa
ZINTEC	:	Zimbabwe Integrated National Teacher Education Course

## CLARIFICATION OF USAGE OF TERMS/TENSES

### 1. NATAL-KWAZULU/KWAZULU-NATAL

The current, correct appellation for this province of Natal is KwaZulu-Natal. When the topic was registered several years ago Natal was also referred to as Natal-KwaZulu or KwaZulu-Natal. The writer chose the former and retained it in the study for consistency.

### 2. BLACKS

In this study Blacks refer to the population group other than Whites (Europeans/Caucasians), Indians, Asiatics or Coloureds.

### 3. BLACKS, COLOUREDS, INDIANS, WHITES

Since the Group Areas Act was abrogated these terms are not in official use. To differentiate between the INSET provision in the pre-Apartheid era the writer retained these ethnic labels.

### 4. UNQUALIFIED AND UNDERQUALIFIED TEACHERS

Wherever "unqualified" or "underqualified" is used the reference is to professionally unqualified or underqualified teachers.

### 5. KZDEC/NED/DET/HOD/HOR

These Education Departments are currently referred to as, e.g., Ex-KZDEC. For ease of writing and reading the writer refers to KZDEC, NED, DET, HOD and HOR.

## 6. INSPECTORATE

As from April 1994 until the completion of the up-dating of this research in November 1994, the five education departments in Natal-KwaZulu were in the transition stage to becoming a single education authority. Though in official communication each department is referred to, e.g., ex-HOD or ex-HOR, the writer retained the original nomenclature for convenience.

In terms of a national ruling by the Commission for Administration the nomenclature for subject advisers, inspectors of education, superintendents of education and education planners changed and a new post Director : Education was created to bridge the gap between the Chief Director and Chief Education Planner or Chief Superintendent of Education. The posts are (the old designation is shown within brackets): Director : Education-Level 8, Chief Education Specialist-Level 7, (Chief Education Planner/Chief Inspector of Education/Chief Superintendent of Education), Senior Deputy Chief Education Specialist-Level 6 (Principal Education Planner, Circuit Inspector, Superintendent of Education, Principal Subject Adviser), Deputy Chief Education Specialist -\*Level 5 (Senior Education Planner, Senior Subject Adviser), Assistant Chief Education Specialist-Level 4 (Education Planner, Subject Adviser). Thereafter there are three lower level posts (1st Education Specialist : Level 3, Senior Education Specialist : Level 2 and Education Specialist : Level 1). The entry level into the education departments is normally Level 4 (DNE 1994 : 8).

\* In some Departments Circuit Inspectors are either on Level 5 or 6.

All Education Departments did not use the nomenclature decided by the Commission for Administration's Office. Some departments retained the old nomenclature. Other departments used both titles. Therefore in this report it may seem that there is no consistency. In Chapter 7 the term "inspectorate" is used to refer to "subject advisers"/"circuit inspectors"/"superintendents of education".

## 7. APPENDICES

Appendices have been labelled according to the Chapter in which they first appear, e.g., Senior Certificate Examination Results - Appendix 1.1.

## 8. TENSES

During the transition stage (1994-5) between the old system in which ethnic departments existed and the creation of a single provincial education authority, several INSET services or provisions have ceased to exist. There were mergers at only the executive-level. Therefore the past tense was used in some cases.

The single education authority is expected to function from 1 April 1995.

## 9. MANAGEMENT

The nature and scope of the study prevented the researcher to investigate all the aspects or processes relating to management. In the main, the organizational aspects of INSET have been investigated. For consistency the term management has been used throughout the study.

## CHAPTER 1

### INTRODUCTION TO THE STUDY

#### 1.1 BACKGROUND TO THE STUDY

Leavitt and Klassen (1978 : 8) writing, on teacher education maintain that:

"Educators throughout the world are aware that in a dynamic and changing society, education institutions and educators cannot remain static. They must respond to the needs of society and new directions for society mean new directions for teacher education."

The political developments in the Republic of South Africa from 1976, when students in Soweto rioted in protest against the use of Afrikaans as a medium of instruction, until the unbanning of the African National Congress (ANC) and other political parties, the removal from the statute books of all Apartheid related laws and the election of a democratic government are, among others, positive indications of the rapid changes occurring in our society. These developments, together with rapid technological changes, the high rate of urbanization, unemployment, reduction of staff in Indian, Coloured and White education departments during 1991-1992, the critical shortage of adequately qualified staff in other education departments, the unrest in Black townships and the high rate of inflation have serious implications for education in general and, in particular, for the in-service education and training (INSET) of teachers, especially those who are either unqualified or underqualified to cope with current educational demands.

The ability of the education system in South Africa to cope with problems is

hampered by the uniqueness of its political and educational structures that existed prior to April 1994. There were eighteen separate departments controlled by separate administrations with separate value systems and separate political and cultural identities. Funding, core curriculum and examination requirements were determined at a national level. The funding formula as indicated on pages 253-256 was created ostensibly to address the backlog in education provision, but failed to do so. The national education policy makes no reference to INSET (DNE 1991 : 3). As a result of the absence of a national INSET policy, lack of specific funding for INSET and the absence of co-ordinated efforts and limited teacher support at school levels, the various education departments find it extremely difficult to cope with most INSET needs. Some of these problems are also prevalent in other countries.

Leavitt (1991 : 325) writing about world-wide issues and problems in teacher education states that INSET was listed as a critical issue in sixteen countries. The following difficulties were identified: the problem of co-ordinating pre-service and INSET "as well as providing coherence to countless programmes organized by countless institutions" to satisfy a variety of goals; financial crisis that resulted in the reduction of INSET programmes and the emphasis on practice-oriented programmes without reference to theory. Leavitt (ibid) concludes that "issues and problems in teacher education at least in general terms are remarkably similar the world over despite the differences among countries."

In England, for example, the Education Reform Act of 1988 made many positive changes, some of which have given INSET major support. This is also true of the

United States of America (USA) which responded to criticisms made by the report "A Nation at Risk" (National Commission on Excellence in Education 1983). Third World countries, like Zimbabwe and Swaziland, have developed national education policies. Unlike South Africa, these countries were able to cope with their problems by a unified thrust. However, they also face problems such as resistance to change. But their advantage lies in possessing a unified perspective and delivery system that are not splintered by political, economic and education divisions as was the case in the Republic of South Africa.

The problems confronting the South African education system are most clearly visible in the sub-systems that were responsible for Black education in this country. The sub-systems in turn were the result of historical forces. Kambule (1983 : 9), for example, notes that the evolution of Black education in this country may be demarcated into three phases:

1. Missionary education in 18th Century;
2. Verwoerd's era of Bantu Education, beginning in 1953; and,
3. Post 1976 Soweto student uprising.

The present study focusses on what may be described as the fourth phase concerned with political, social and educational reconstruction. Having conceded that it had neglected Black education for a protracted period, the State has, in the last six years, shown indications of a sincere concern to address problems in Black education.

In 1988, the Minister of National Education introduced a 10-Year Plan for

"achieving a greater parity in education for all South Africans" (The Natal Mercury 1988). The strategy, however, was firmly located within the Apartheid system of separate education departments. As a result Blacks rejected the plan. It was felt that additional funding alone, without the removal of statutory laws relating to separate development, and focussing on a fundamental improvement in housing, health and welfare provisions for Blacks would have only a marginal effect on educational problems.

The criticism has a valid basis. Van den Berg (1983 : 6), for example, argues that education is "only one facet of the fabric of the total society." Improvements in education are likely to succeed only if they are accompanied by simultaneous, wide ranging changes in the larger society. Other academics, such as Hartshorne (1985 : 41) and Ward (1985 : 5), have similar views. Within the narrow field of education itself, changes in the funding of education, an expanded building programme and a removal of bureaucratic pressures cannot, in themselves, be expected to move the system into a phase of positive development. INSET of Black teachers is one of the elements in planning for an education system that can successfully lead us into a new South Africa.

The escalation of school boycotts, social discord and political instability prompted the State to appoint, in June 1980, the Human Sciences Research Council (HSRC) to conduct an in-depth investigation into all facets of education in the Republic of South Africa and to make recommendations to the State President. The "Report of the Main Committee of the Human Sciences Research Council's Investigation into

Education" states:

"Without a corps of well-trained and talented teachers, any endeavour aimed at a system of education by means of which the potential of the country's inhabitants is to be realised, economic growth promoted, the quality of life of the inhabitants improved and education of quality provided for everyone, cannot be successful"

(HSRC 1981 : 59).

In the same Report the importance of the "teacher workforce" is emphasised by the statement that:

"...no other single factor determines to such an extent the quality of education in a country as the quality of the corps of teachers, lecturers and instructors"

(HSRC 1981 : 180).

In support of the teachers, Hartshorne (1982 : 12) stresses that:

"...if a new spirit and approach is to be achieved in education, urgent and immediate attention should be given to.... his professional training and his further development during his teaching career. "

This is true of fundamental efforts to improve any education system. Referring to major reports such as "A Nation at Risk" (National Commission on Excellence in Education 1983) and the James Report (DES 1972), Daresh (1987 : 3) underscores the point that:

"...staff development and INSET may no longer be viewed as frills in which schools might engage if and when some extra money becomes available. It is indeed, an essential that needs be addressed on an on-going basis in all schools."

The contributions that INSET is making to the quality of education in the United

Kingdom was discussed fully by Taylor (1992) who addressed educationists in Durban. Focusing on the same topic in the USA, Clinton (1985 : 47-49) examines the changes that are leading to a re-organization of teacher education in that country and highlights the fact that the development of an effective continuing INSET programme is intertwined with the goals of the education system. He notes that INSET of teaching staff is one of the solutions that is central to education reform in the USA.

Indeed, internationally there has been a great emphasis on the provision of INSET. In his study, Daresh (1987 : 3-11), e.g., reviewed 507 doctoral dissertations that had been completed between 1977 and 1984 by experts in the USA, England and Wales and Australia. He found that the majority of the studies examined the role of the classroom teacher, the content of staff development and the procedures for INSET and not the management of the service. Bagwandeem (1991 : 115-116), in his research on INSET, also comments that very little attention was given to researching the management of INSET at macro-level.

In the African sub-continent, there are several projects and reports that identify the centrality of INSET as part of a national education policy. Some of these are:

"Zintec Project" in Zimbabwe;

"In-Service Training of Primary School Teachers" in Swaziland; and the,

"In-Service Training of Teachers" in Lesotho.

These projects review how INSET is organized at a macro-level.

In researching INSET in the Republic of South Africa, Bot (1986) located twenty-seven curriculum-related INSET projects, seventeen INSET projects for new roles in schools and sixty-six programmes for the upgrading of under- and -unqualified teachers. The number and spread of these in-service education related programmes clearly suggest that all the education departments in the country are mindful of the significance of INSET in the provision of education, but little mention is made of the management of INSET at macro-level.

The provision of INSET is also underscored by several conferences held in Natal-KwaZulu to highlight issues concerning teacher education and INSET, e.g., "Teacher Education in KwaZulu-Natal and the Future" organized by the Council of Rectors and Deans of Teacher Education in KwaZulu-Natal (August 1988); "A Window on the Nineties" : a conference on the professional growth and development of teachers organized by the Teacher Education Association of Natal (January 1989); "Education Planning for a Winning Nation" organized by the KwaZulu Department of Education and Culture (KZDEC) (March 1990). In its draft education policy document, the ANC identifies the problem of "unqualified and poorly trained teachers" as one of the eleven causes of the crisis in education in the Republic of South Africa (ANC 1991 : 6).

The critical relevance of INSET as a national and sub-system priority is repeatedly emphasised in South African literature. Hartshorne (1986 : 17), e.g., writes:

"Quality in the first place is dependent upon the quality of the teacher - his qualifications, experience, competency in the classroom, professional competence and commitment. In all these areas the Black teacher is under siege and fighting for survival."

The need for a carefully co-ordinated policy of INSET in the various education systems is suggested by the following statistics:

In 1982, 8% of the teaching force in the Republic of South Africa was professionally unqualified. Six years later the improvement was marginal as the percentage decrease was only 1,1%. (Du Plessis et al. 1988 : 18).

The educational consequences of under- and -unqualified teachers are suggested by the performances in the Senior Certificate examination written by Black pupils (*Vide* Appendix 1.1). The average failure calculated over a five year period (1988-1992) is as follows:

Department of Education and Training (DET) (53%),

KwaZulu Department of Education and Culture (KZDEC) (57%).

The 1976 student uprising highlighted the serious weaknesses in the Black education system and the problems created by Verwoerd's Bantu Education Act of 1953 (Kambule 1983 : 8). Among other points raised by the rebellious students, "teacher" problems were pin-pointed as one of the critical issues. Within the broad category of dissatisfaction with teachers, students studying in the Johannesburg area gave the following, in order of priority, as some reasons for the school boycotts:

Lack of good teachers	:	22%
Lack of teacher effort	:	11%
Irregular behaviour	:	7%

Bad teaching methods : 6%

Authoritarianism :: 3%

(Boschieter & Cullinan 1983 : 10)

From the above it can be inferred that 39% of the responses were management-related issues that INSET could assist to solve. The problem of underqualified Black teachers has been a matter of continuing concern to several regional and national education committees. This is evident from the following:

1. The HSRC "Report of the Work Committee : Recruitment and Training of Teachers" underscores this concern:

"The most critical shortage of teachers, both in terms of quantity and quality is to be found in the schools of the black and Coloured peoples"

(HSRC 1981a : 16).

2. The Buthelezi Commission (1982 : 301-306) emphasises that:

"There is a dire need for a massive programme (possibly supported financially by the private sector) for upgrading the academic qualifications of serving teachers to the standard 10 "level." Furthermore "the majority of teachers in Natal-KwaZulu are professionally underqualified."

The report recommends various "strategies that could be undertaken to improve the efficiency and qualifications of the existing teaching force if funds are available"

(ibid).

3. The report by the HSRC Investigation : "Co-operation and Co-ordination of

Teacher Education in Natal-KwaZulu" recommends that:

"It is necessary first to promote the effectiveness of classroom teachers and so to make more satisfactory the quality of education offered to learners, particularly in Black schools, who along with their Coloured counterparts have increasingly come to challenge the relevance of the education offered to them"

(HSRC 1983 : 25).

4. The report of the HSRC INSET Sub-Committee : "The In-Service Education and Training of Teachers" highlights the following:

"In commenting upon the different systems for the provision of in-service education, the then Work Committee noted that the greatest needs were experienced in the systems of education for Black and Coloured communities"

(HSRC 1985 : 1).

5. The final report of the KwaZulu-Natal Indaba Education Committee states in its recommendation on teacher training and the in-service education of teachers that:

"...both are fundamental priorities for quality of a system of education which cannot be raised unless the effectiveness of practising teachers is improved"

(KwaZulu-Natal Indaba : 1986 : 21).

However, despite the recommendations made since 1981 by various work committees, research groups, commissions, conferences and interested parties for greater attention

to be given to the promotion of INSET there has been limited progress in this direction. Several reasons may be advanced for this. The major one being the absence of a national policy for INSET. Another reason could be the apparent poor management of INSET at a macro-level.

In-depth interviews with senior officials in the five education departments in Natal-KwaZulu (*Vide* Annexure 6.1) together with literature surveys undertaken in the areas noted above, led the researcher to identify several specific problems pertinent to this study. Black and Coloured education departments are faced with several problems. They have to ensure that the large number of teachers who are under- and -unqualified acquire a Senior Certificate. Opportunities have to be provided for the upgrading of the qualifications of teachers. Adequate support services to promote non-formal INSET have to be developed. Special attention has to be given to the needs of teachers in the rural areas and on farm schools. The need for sustained INSET programmes for Science, Mathematics and English teachers to promote their professional growth has to be satisfied. Ineffective INSET models can be a hindrance to satisfying these needs.

The bureaucratic, centralised systems of education adopt, as a rule, the power-coercive "top-down" model of INSET for the majority of their in-service courses (*ibid*). Such courses often referred to as the "road show" depend on one representative from each school meeting the inspectorate for lectures, workshops or seminars. The HSRC's (1985 : 15) report on INSET criticises this method, as case histories revealed that the approach "has had limited effectiveness in modifying

practice and bringing out the qualitative improvement in education."

In effect the criticism can be levelled at poor management. The centralised provision of INSET has also limited the range of INSET methods used by the inspectorate. This is discussed further in paragraph 7.4.8 page 374.

Poor management may also be attributed to the lack of co-ordination between education departments and private sector INSET programmes. During the last few years the private sector and overseas donors have funded short-term projects aimed at improving teaching skills and the upgrading of qualifications (Le Roux 1983 : 28). Some of these projects have been based at universities. However, there is little evidence of provisioning by the education departments of sustained system-wide and school level support for INSET programmes initiated by the private sector.

Noting this fact, in a survey of such programmes, the University of Natal Indicator Project recommends that there should be greater co-operation between the various providers of INSET, especially because of the fragmented educational structures in this country (Bot 1986 : 6). There is also limited interaction between education departments and several of the five teachers' associations in Natal-KwaZulu. The subject societies of these associations offer INSET programmes.

Failure by the providers of INSET to acknowledge that INSET concerns innovation and change can affect the service. Hord et al. (1987 : v) in their writings on change state that:

"One of the most common and serious mistakes made by both the administrators and leaders of a change process is to presume that once an innovation has been introduced and initial training has been completed the intended users will put the innovation into practice."

Bureaucratic management styles do not generally create a climate and an environment that support and nurture change. As education departments are essentially bureaucracies, problems that arise at macro-management levels can have serious effects on changes that INSET programmes are designed to achieve.

From the foregoing, two points emerge. First, there is the widespread recognition of the fact that a key component in keeping the education system vitally adaptive to changes in the larger society is the existence of a system of INSET for educators. However, what is also evident is that the emphasis seems to be on the description, implementation or evaluation of individual programmes in addressing individual issues. Very limited attention has been given to an examination of the management of INSET at the macro-system level, that analyses the role of education departments in planning, financing and implementing centrally initiated programmes both independently and in partnership with other INSET agencies and encouraging school-focused INSET so that a maximum number of teachers may benefit from programmes directed at on-going professional growth. Secondly, the crisis of an acute shortage of adequately qualified Black teachers in the Republic of South Africa calls for an urgent examination and evaluation of system level management of INSET in this country.

## 1.2 PURPOSE OF THE STUDY

As a result of the problems discussed earlier, indications are that, in managing INSET, programmes are neither offered on a structured basis nor co-ordinated effectively to reach the majority of teachers. The range of INSET delivery systems available to planners and the inspectorate are possibly not utilised fully by education departments. This applies also to INSET courses offered by subject associations established by organizations and the private sector. This may be due to poor management or "absence of a national policy statement and development plan concerning the needs, priorities, means and resources in INSET and teacher education in general" (Hofmeyer 1988 : 75).

This study therefore was undertaken with the view to investigate, on a macro-level, the management of INSET within each education system in the Natal-KwaZulu region and to establish, in respect of INSET, whether there was common ground amongst the five education departments in Natal-KwaZulu and whether the existence of separate education departments, operating with different control structures, was a hampering factor in the sharing of resources relating to INSET.

## 1.3 STRUCTURE OF THE STUDY

This study is divided into eight chapters. Chapter One provides the background to the study. Chapter Two is critical to the study as it presents a conceptual framework. A clarification of the term INSET is followed by a discussion of management,

educational management and a delineated framework for the organizational aspects of the management of INSET. The last section of Chapter Two is devoted to a discussion of INSET objectives.

A review of INSET models and approaches relating to INSET constitutes the main subject matter of Chapter Three. The penultimate section of this Chapter includes a discussion on change and change strategies. Such a discussion is relevant to successful implementation of INSET models and approaches.

As the effective management of INSET is dependent on a range of agencies and providers, co-ordination or co-operation between such providers and suitable locations for courses are essential. Chapter Four outlines these aspects.

In Chapter Five a survey in the form of a scan of INSET in selected countries is undertaken. Developments, at the macro-level, in England and Wales, Scotland and several Sub-Saharan countries are considered. Such an exposition is intended to provide a better understanding of INSET provision in Natal-KwaZulu.

In Chapter Six situational analyses of the provision and management of INSET in the five education departments in Natal-KwaZulu are undertaken. The analyses include an examination of national, head office and regional structures, policy, finance and formal and non-formal INSET provision.

The results of an empirical investigation through a detailed questionnaire filled in by

senior officials at the head offices of the five education departments in Natal-KwaZulu are presented and discussed in Chapter Seven.

On the basis of literature survey, study of official reports and files, interviews and questionnaire analyses conclusions and recommendations are presented in Chapter Eight.

#### 1.4 SUMMARY

This Chapter provided an introduction to the study in three parts. In the first subsection, the study was placed in its proper context. Problems in teacher education and INSET were, according to the literature survey, not peculiar to the Republic of South Africa or Natal-KwaZulu but were regarded as a world-wide issue. The difference in this country was the effects of a fragmented approach to education through a proliferation of education departments, an unequal funding system and the absence of national and regional policy directives for INSET. Furthermore, the historical imbalances created by legislation impacted severely on Black and Coloured education. The highest percentage of unqualified and underqualified teachers are in Black education.

National Commissions, work committees, teacher education and education reports, journal articles, research and conferences concur on the need for a better-qualified teaching corps and a better managed INSET system. Interviews with senior officials in the five education departments in Natal-KwaZulu also confirmed the need for

research into the management of INSET.

In reviewing research reports, it was found that most efforts were directed at evaluation and descriptive studies and not the management of INSET especially at macro-level. The value of such research, it was established, would be of immense value to system managers and policy-makers.

In the next sub-section the purpose of the study, viz., to investigate at macro-level, the management of INSET in Natal-KwaZulu and to establish whether there was common ground amongst the five education departments in the provision of INSET was outlined.

The third sub-section outlined the structure of the study.

## CHAPTER TWO

### CONCEPTUAL FRAMEWORK FOR THE MANAGEMENT OF INSET

#### 2.1 INTRODUCTION

In the previous Chapter brief reference was made to the emphasis that is being placed in the Republic of South Africa and abroad on INSET to improve the professional competence of teachers and the quality of education. Van den Berg (1983 : 10), in his report on INSET in the Republic of South Africa, confirms this and also refers to "the growing commitment to the need and value of INSET" in a considerable number of countries.

Such support for INSET is not new. In 1957, The National Society for the Study of Education in the USA devoted its 56th yearbook to "in-service education for teachers, supervisors and administrators" (Henry 1957). In England and Wales, in 1972, the James Report made a range of recommendations to improve INSET (DES 1972). In 1980, the HSRC's "Investigation into the Provision of Education" also made significant recommendations to improve INSET. In 1985, the International Bureau of Education in Europe devoted its "59th Annual Bulletin" to INSET (International Bureau of Education : 1985).

Bolam (1978 : 11) gives as his reason the growing governmental commitment to INSET :

"First, it is inherently important that teachers of all people, should continue with their personal and professional education; second, the rapid, extensive and fundamental nature of present day change - technological, economic, cultural, social, political - makes it imperative for the education system in general and teachers in particular to review and modify teaching methods and curricula"

(Bolam 1978 : 11; see also Van den Berg 1983 : 10).

The support for INSET comes primarily from changes taking place in a society (social, political, scientific and technological), changes and growth in knowledge and their effect on the school curriculum and teaching methods and changes to teachers during their forty-year career (Watkins 1973 : 12-18). The initial qualifications gained by a teacher will not be adequate to enable him to cope with complex, demanding and changing needs of education.

Viewed against this background INSET should relate to all forms of activities, both formal and non-formal, in which teachers should participate on a continuing basis, in order to improve their professional competence and the quality of education. However, a wide range of terms are used to refer to INSET.

## 2.2 INSET AND RELATED TERMS

Of significance to the effective management of INSET is the wide range of terms used to refer to in-service education and training (INSET). The writer comments on this in research undertaken on the professional development of teachers:

"The review of literature reveals that in-service education and training (INSET), in-service training, in-service education, professional development and teacher development are often used interchangeably for all the activities

that contribute to the continuing education programme of professional personnel in the field of education"

(Pather 1984 : 19).

Neil (1986 : 58) commenting on this "broad terminological spectrum" identifies the following terms which he extracted from a review of research: "In-service development, curriculum innovation and implementation, organisation renewal, personal education and continuing education."

Some writers debate extensively the differences between terms to make a case for their own particular preferences. Among them are Sergiovanni and Starratt (1979 : 2901-1) and Dale (1982 : 31) who explain the differences between *staff development* and *in-service education* in order to support their own choice of terms.

Other writers also refer to differences in the interpretations of INSET. Hofmeyer (1988 : 3) and Joyce (1980 : 23) observe that the field of INSET suffers from a lack of agreed definitions and nomenclature. An analysis of definitions offered by a selection of noted experts in teacher education also confirms this (Bolam 1980 : 86). Johnston (1971 : 9) highlights the confusion that exists amongst members of the teaching profession and among school administrators when they were pressed for a definition of INSET. In commenting on the use of a range of terms related to INSET, Yarger (1977 : 20) maintains that it results "in a near state of fuzziness." However, he is of the opinion that the use of a range of synonymous terms for INSET by educationists may be a sincere effort to promote what he calls the development of a professional language that will not "raise hackles" each time it is used, even though a person may not communicate precisely.

A review of the more popular terms relating to INSET may throw more light on whether the divergence in definitions and interpretations will seriously affect the setting of objectives and provision of INSET or the quality of programmes. Whilst a definition may not be all embracing it should contain as many of the following elements : objectives, clients, providers, locations, modalities, time-scales and the principle of life-long education.

Cane (1969 : x) defines *in-service training* as all those courses in which a serving teacher may participate for the purpose of extending his professional knowledge, interest or skill. Preparation for a degree, diploma or other qualification subsequent to initial training is included in this definition. In using the term *in-service training*, Henderson (1978 : 12) refers to training as "structured activities exclusively or primarily to improve professional performance." Both Cane and Henderson have omitted *education* from their definition. Henderson's reason for such omission is that the goals of education are diffuse and long term and hence inappropriate in the definition. According to Morant (1981 : 3), Henderson justifies his choice on the basis that training implies a more direct link between learning and action and is therefore easier to measure: the results of training being more readily usable in bringing about practical improvement. Cane offers no reason for omitting education from his definition. Despite the fact that INSET includes informal and non-informal activities also, he restricts the term to courses. Henderson's definition is also limited by the inclusion of only "structured activities." Both Cane and Henderson do not refer to in-service training as being part of the process of life-long education.

The term *in-service training* is limited in scope. Triggs (1987 : 104) rejects the term because it is characterised by the learning of "performative skills and involves teaching by demonstration." The learning process is an intricate one and learning of skills is only one element of this process. Hence the term *in-service training* does not fully justify the wide range of professional development activities that a teacher should be involved in, from the induction phase until he retires. In view of this limitation it is necessary to examine other definitions.

Morant (1981 : 3) who acknowledges the limitation of the term *in-service training*, offers a broader concept, viz., *in-service education*, which he regards as a teacher's academic and personal development through a whole series of study experiences and activities, of which training is but one aspect. While he accepts the close connection between *education and training*, he rejects the acronym INSET, arguing that it indicates a false parallel between the two aspects. Morant's apprehension is not wholly justified because there is a clear distinction between the broad principles of education and that of training. Training which refers to the acquiring of skills is only one aspect of education.

In contrast, Johnston (1971 : 9) defines *in-service education* as either carefully planned, sustained work over a lengthy period leading to further qualification in the form of an advanced certificate, diploma or higher degree or casual study pursued irregularly in the evenings or during vacation, and in no sense leading to measurable recognition for purposes of salary or promotion. This definition is limited in its scope and far less comprehensive than Morant's concept which includes personal

development and training and the professional growth of teachers.

Another view is offered by Neil (1985 : 22) who regards *in-service education* as a programme of study and work that takes place after certification with the mutual efforts of teachers, administrators, university personnel and government agencies. In comparison with the previous definitions, this incorporates INSET providers. However, Neil omits elements such as professional and personal development, training and life-long education. Nevertheless, this is an improvement over the previous definitions.

Sergiovanni and Starratt (1979 : 290) acknowledge that *in-service education* has a long history but criticise the main shortcomings in current American practice. They maintain that in-service education programmes are often too formal, bureaucratic and centralised and are negatively affected by a high degree of dysfunctional administrative planning and scheduling. Their major criticism is that activities are selected and developed for uniform dissemination, without serious consideration of the purposes of such activities and the needs of individual teachers. Despite these criticisms the writers do not advocate the total abandonment of centrally directed activities, but recommend a drastic curtailment of central decision-making and the extension of staff development approaches and programmes and activities based on collegial or joint decision-making. This allows for preliminary discussions and consultations between the providers of INSET programmes and the potential participants whereby decisions are taken on the basis of consensus. The observation and recommendations of Sergiovanni and Starratt highlight how managers and

planners of INSET can adopt practices which have shortcomings. Definitions alone, therefore, are only a starting point for effective management of INSET. Clear conceptual understanding and well-thought out objectives are also essential requirements.

South African educationists, Cawood and Gibbon (1981 : 17), state that *in-service education* promotes "the professional growth of teachers so that they may teach more effectively and be exposed and respond to educational change and innovation." Of significance in this definition is the inclusion of change and innovation, two important elements in most INSET activities.

The reference to and analysis of the definitions of in-service education by Morant (1981), Johnston (1971), Neil (1985), Sergiovanni and Starratt (1979) and Cawood and Gibbon (1981) reveal variance. Despite the variance in the definitions there is sufficient scope for providers of programmes to ensure that the teacher improves his competencies in the classroom.

Professional development is another popular term used by writers. Hoyle (1981 : 42) defines *professional development* as "the process by which teachers acquire the knowledge and skills essential to good professional practice at each stage of a teaching career." He expands this definition with the observation that "professional development of teachers implies a process whereby teachers may be helped to become more professional" (ibid). The concept of life-long education is implied in the latter part of the definition which is very concise. "Knowledge and skills" may be obtained

through formal certificated courses or non-formal means.

Cawood and Gibbon (1981 : 17) regard *professional development* as "all attempts made by educational leaders to promote personal and professional growth of the staff." They refer to development as an "experiential involvement by a teacher in a process of growing up" - a continuous and never-ending developmental activity (ibid). The term "educational leaders" is restrictive as there is a range of INSET providers available to teachers. "All attempts" refer to both formal and non-formal courses or INSET activities.

Taylor (1980 : 380) argues that *professional development* is not just a matter of arranging courses and conferences, designing school-focussed and school-based activities or making induction work for the teacher, but the recognition that his primary responsibility for professional growth is to himself. Against this background he defines *professional development* as:

"...all the means available for the teacher to become a better educated person, to develop judgements and skills, and to keep in touch with ideas and innovations in his or her own cognate fields through active participation in the planning and design of what is offered."

While he has omitted *personal development* from this definition, he presents a very strong case that *professional development* and *personal development* are one and the same in his discussion on the subject (Taylor 1980 : 339). Furthermore, he maintains that *professional development* courses are bound to fail if there is no commitment on the part of the teacher and regards this as the single most important factor in teacher education. Commitment to the concept of life-long education is also a key factor to

the success of INSET.

In contrast with Taylor's definition, Hopes (1980) in a paper on education management programmes offered in Germany, defines *professional development* as:

"...any activity which is directly related to improve the competence of a person by giving him or her opportunity to come to terms with a new set of responsibilities which are other than those for which he or she was originally trained."

"New set of responsibilities" can be misinterpreted as restrictive as it does not include curricular changes and new teaching technology. A comparison of the definitions of *professional development* by the various writers reveals very little concurrence. Hoyle (1981) regards *professional development* as a *process*, Taylor (1980) refers to *means*, Hopes states that it is *any activity* and Cawood and Gibbon (1981) regard it as *all attempts*. There are also differences in the objectives that each writer advances for involving teachers in professional development activities. These range from *acquiring knowledge and skills* to *promoting personal and professional growth*. A more comprehensive definition is likely to be a composite of all the main points made by various writers.

As in the case of *professional development*, staff development is also used extensively by writers. Dale (1982 : 31) defines *staff development* :

"...as the totality of educational and personal experiences that contribute toward an individual's being more competent and satisfied in an assigned professional role."

He argues that *in-service education* is but one of the several functions of staff

development and that the two terms should not be used interchangeably. The definition is broad and can be supported by specific objectives to give INSET programmes more directive for effective management.

Writing about the same subject, Howey (1985 : 59) acknowledges the distinction between *staff development*, *in-service education* and *professional development* but maintains that all the terms essentially describe the continuing education of teachers. He is correct about the distinction but all writers do not include continuing education of teachers in their definitions. *Staff development* is broadly defined by him as activities pursued by teachers, either individually or in groups, to enhance their capacity as professionals after they have qualified and commenced professional practice. To clarify his definition, he outlines the following five purposes of staff development:

"...continuing pedagogical development, continuing understanding and discovery of self, continuing theoretical development, continuing professional development and continuing career development"

(Howey 1985 : 59).

Howey's definition is broader in scope than others previously discussed. He emphasises the continuing or life-long education process and includes a wider range of INSET activities under all encompassing terms.

Gough (1985 : 35) acknowledges that *staff development*, *INSET*, *in-service training* and *in-service education* are used synonymously and, where terms are completely interchangeable, there is little point in having different ones. However, he criticises

specifically the term *in-service education* and develops his article on the concept *staff development*, which he regards as central to teachers' continuing education needs.

Sergiovanni and Starratt (1979 : 290) also prefer the term *staff development* because, conceptually, it is not what the school does to the teacher but something the teacher does for himself. Basically the concept is concerned with growth. It does not assume a deficiency in the teacher, rather it stresses a need for professionals to grow and develop on the job. The element of life-long or continuing education is included in the definition.

Reflecting on practices in some American states, Dillon-Peterson (1981 : 3) defines *staff development* as a process designed to foster personal and professional growth for individuals within a respectful, supportive, positive, organizational climate, having as its ultimate aim better learning for pupils and continuous responsibility for self-renewal by educators and schools. The best *staff development* programmes may lead to nought if the school climate is not conducive to promoting professional growth. There, Dillon-Peterson makes a strong case for both *staff development* and organization development (the process undertaken by an organization to meet changing self-improvement objectives) to be treated as complementary entities. In comparison with the other writers Dillon-Peterson makes a very significant point. In presenting the various definitions of INSET, writers most probably assumed that school principals and their management staff will ensure that on the teachers' return from attending courses the necessary support will be given. Managers of INSET have to make provision in planning programmes to train principals in organization

development.

In contrast, Long and Slater (1983 : 7) offer the following definition which is somewhat limited in scope:

"...staff development are those processes which help teachers develop or improve present performance, realise potential, understand, redefine present roles and prepare for further responsibility."

In comparison with other definitions of *staff development*, as discussed by several writers, Dillon-Peterson (1981 : 3) has more to offer in so far as determining objectives, processes and time-scales and incorporating the concept of life-long education.

As in the case of *professional development* and *staff development*, the term INSET is very popular in current teacher education literature.

Bolam (1980 : 86), then head of the Centre for Educational Research and Innovation (CERI) in England and Wales, defines INSET as "those education and training activities engaged in by teachers, after their initial certification." He expands the definition by stating that it also includes induction, short courses, school-based training and university award-bearing activities. Two years later, Bolam (1982 : 3) revises his definition as follows:

"...those education and training activities engaged in by primary and secondary school teachers and principals, following their initial professional certification, and intended mainly or exclusively to improve their professional knowledge, skills and attitudes in order that they can educate children more effectively."

According to Hofmeyer, (1988 : 3) this definition does not meet with complete consensus in member countries of the Organization for Economic Co-operation and Development (OECD). However, it does define the areas of greatest consensus, viz., improving professional knowledge, skills and attitudes and the objective of improving learning. Again, the concept of life-long education is omitted from the definition.

Another British authority on teacher education, Stephens (1975 : 37) regards INSET as the development of the individual through a whole range of events and activities that enable serving teachers to extend their personal, academic or practical education, their professional competence and their understanding of educational principles and methods. In her discussion on INSET, Stephens emphasises the needs of the individual teacher in his particular school. Such needs may not be the same in a neighbouring school. Thompson (1981 : 4-5) defines INSET rather more broadly as:

"...the whole range of activities by which serving teachers and other categories of educationalists, within formal school systems, may extend and develop their personal education, professional competence and general understanding of the role which they and the schools are expected to play in their changing societies. INSET further includes the means whereby a teacher's personal needs and aspirations may be met, as well as those of the system in which he or she serves."

The essential difference between Stephens' and Thompson's definitions is that the latter includes both the individual and system needs in his approach. However, Thompson also restricts his definition to the formal school system. Hartshorne (1985 : 9) recommends that Thompson's definition, if amended by omitting the phrase "within formal school systems", could allow for "some flexibility" and "provide a starting point for further discussion." Hartshorne should have also considered including the term "on a continuing basis" after "personal education." With these

adjustments, Thompson's interpretation can serve as a working definition for this study.

From the Mid-fifties to the Sixties the terms *in-service education and in-service training* were popular. From the 1970's educationists strove for true professional status (Howsam 1976 : 94-96). Hence terms such as *professional growth* and *professional development* were used to strengthen their case. In the event that writers found terms restrictive, they used more comprehensive ones. *Staff development* is used extensively in American literature (Long and Slater 1983 ; Dillon-Peterson 1981; Sergiovanni and Starratt 1979). In contrast, *in-service education and training* (INSET) is the most popular term in literature on teacher education in England and Wales and the Republic of South Africa (Bolam 1980; Hofmeyer 1988; Stephens 1975; Hartshorne 1985). Bagwandeem (1991 : 49), in his research on INSET in Indian education, concludes that a single definition would not satisfy every need and facet. The determination of such a definition is a complex and formidable task. It is the absence of consensus and conformity on the definition of INSET that can lead to paradigm shifts. Depending on their own assumptions, the variety of INSET providers can transmit different signals to the same group of clients as to what INSET is. This can result in affecting the management of INSET.

The analysis of various definitions indicates that, while the writers' intentions are basically the same, viz., the involvement of teachers in INSET activities to improve their teaching competencies and skills, the objectives vary and terms they use are not the same. Furthermore, the definitions of the terms are either broad or restrictive.

Despite the variations in definitions, INSET is of international concern to those responsible for education (Leavitt and Klassen 1978: 8; International Bureau of Education 1985 : 8; Leavitt 1991 : 323-331).

The debate about a suitable terminology to describe the activities in which a teacher is involved in improving his professional competence has been going on for several decades. Goddu et al. (1977 : 24) raise the question as to whether "teacher preparation, staff development and in-service education" are the same. Hofmeyer (1988 : 3) writes that "INSET means different things to different people." As a result this can affect the development of a coherent policy and the setting of explicit goals. There is some justification in these statements as the priorities for INSET objectives can differ on the basis of definitions used by different providers ranging from inspectors/subject advisers to school principals. Some of these priorities may not satisfy teachers' needs. In the absence of a co-ordinated approach to INSET all teachers may not benefit from the limited objectives set by each provider.

One solution is for all concerned (teacher educators, education departments and private sector initiatives in INSET) to accept a common terminology, e.g., INSET. This was tried by countries that belonged to the OECD group in Europe. As stated earlier, the definition developed by Bolam (1982 : 3) did not satisfy all member countries. Though INSET is a popular term in South Africa, staff development and professional development are also used by educationists. In the absence of concurrence and in the interest of excellence in education, measures have to be determined to work within the different definitions and ensure a *cultis corporis* that

would contribute to the effective management of INSET. Goddu et al. (1977 : 25) recommend thorough and intensive planning as one solution to satisfy several definitions. This can succeed provided that teacher needs and improvement to the quality of learning are built in as key objectives.

Any solution to overcome the absence of consensus in definitions will require a conceptual framework for INSET. If the starting point for INSET is life-long education, all activities, courses and programmes must be seen as a single continuum between PRESET and in-service education. Some writers go further by referring to the "Triple-I" continuum which refers to the initial, induction and INSET phases of teacher education (Bolam 1978 : 16; see also CERI 1978 : 16).

Within this continuum there are two distinctive key components : the personal and professional education of teachers. The distinction between the personal and professional needs of a teacher can lead to conflicts in the provision of INSET. Employers can concentrate on the professional needs of teachers on the basis of the needs of the broader community and the economy of the country. An example of this is the provision of INSET in technical and vocational fields, Educare, English, Mathematics and Sciences. Other courses are curriculum related. Such courses offered by employers are mandatory in the main.

The personal needs of teachers can be categorised as "job-related" (becoming more effective in the classroom, achieving job satisfaction or preparing for specialised roles), "career-orientated" (preparing teachers for promotion) and "qualification-

orientated" (preparing teachers for a change in direction from their original specialisation in teaching) (Keast 1984 : 4; see also Morant 1981 : 7). The personal needs of teachers can therefore be satisfied by attending certificated courses at tertiary institutions, through voluntary attendance of courses, seminars, conferences and workshops offered at teachers' centres or by teacher associations and subject societies. Personal needs can also be satisfied through professional reading.

The framework which includes life-long education (a part of the "Triple-I" continuum) can be extended by establishing attainable, explicit goals encompassing objectives, regulations, infrastructure, types of providers, facilities, support and provisions for evaluation.

Conceptual clarity can be obtained by setting the following general objectives : the improvement of the competencies (job performance) of individual teachers (including headmasters) and whole school staff, extending the experience of individual teachers for career development or promotion purposes, developing the professional knowledge and understanding of each teacher and extending the personal or general education of a teacher (Bolam 1982 : 3). Specific objectives are discussed in par. 2.4, page 42. Achieving such objectives depend on a supportive environment and the understanding of the principles of change. Setting objectives alone does not guarantee that every teacher will benefit from INSET. Critical to the achievement of objectives will be the management of INSET.

### 2.3 THE MANAGEMENT OF INSET

Donnelly (1978 : 1) concludes that the unsettled nature of the discipline (management) reflects not only its complexity, but its relative newness with regard to scholarly interest. Glatter (1989 : xi) points out that an increasing emphasis on understanding management issues in education began only in the 1980's. Thereafter there has been a surge in interest in the field of management resulting in a burgeoning of journal articles, books, seminars, workshops and institutions offering educational management courses. From these sources emanate various definitions of management.

The field of study termed management is concerned with the processes by which resources, including manpower, finance, equipment and facilities, are provided and co-ordinated effectively to achieve predetermined goals (Donnelly 1978 : 1). Steiss (1982 : 2), who concurs with Donnelly (1978), regards management as the process by which managers ensure that resources are obtained and used efficiently in the accomplishment of the organization's objectives. Resources refer both to the fiscal and human aspects and the processes may be bound by hierarchical control and directed by goals and strategic planning.

Bush (1988 : 13) regards management as "essentially a practical activity involving the determination of aims, the allocation of resources and the evaluation of effectiveness." Drucker (1988 : 14), who defines management as tasks and a discipline, emphasises that it also involves people as managers developing people. Other writers emphasise the central role of human resources in management. According to Donnelly (1978 : 1), Cuthbert (1984 : 2), Everard (1986 : 221), Drucker (1988 : 22) and Styan (1989

: 26) management is getting things done through other people within organizations. Paisey (1987 : 10) also emphasises the point that an organization is people and not *things* and management is a practical activity undertaken for real purposes with real people.

The key elements in the definitions of management are objectives, resources, people and processes. Hence it may be summed up that management can be regarded as a process through which an organization's objectives are achieved, by the effective use of all the available resources, in a co-ordinated manner. Central to the process is the development of human resources within an organization.

Some of the definitions discussed above may refer to the business sphere. Here the objective of effective management is to make the maximum profit. One of the objectives of managing an education department or INSET is the improvement of learning by ensuring that teachers are competent throughout their career. Whilst it is easy to evaluate whether an objective of a business venture has been successful, it is more difficult to do so in an education system. Discussion of educational management may throw more light on the matter.

As the management of INSET is central to this study, it is essential to examine next the definitions of educational management. This will enable the writer to establish a framework for the management of INSET.

In defining *educational management* as a field of study and practice concerned with

the operation of educational organizations, Bush (1988 : 1) observes that there is no single generally accepted definition of the subject because its development has drawn heavily on several more firmly established disciplines including Sociology, Political Science and Economics. He criticises the many definitions of educational management as "partial because they reflect the particular stance of the author." Hoyle (1981 : 8) an educationist, is self-critical when he describes his own broad definition as being bland:

"Educational management is a continuous process through which members of an organization seek to co-ordinate their activities and utilise their resources in order to fulfil the various tasks of the organization as efficiently as possible."

Bush (1988 : 1-2) reviews Glatter's (1979) and Brodie's (1979) discussions on educational management, which support Hoyle's self-criticism.

Glatter (1979 : 16) identifies the scope of the subject when he argues that educational management is concerned not only with the internal operation of educational institutions, but also with the relationships with their environment, that is, the communities in which they operate and the governing bodies to which they are formally responsible. In doing so he "delineates the boundaries of educational management" but neglects the nature of the subject (Bush 1988 : 2). Brodie (1979 : 1) states that educational management is concerned with the primary managerial functions of ensuring the optimum use of resources, determining the direction and adaptability of an organization in a changing environment and relating aims and objectives to the needs of a society. He draws attention to the needs of those in managerial roles to share the responsibility not only for one's own work but for the

work of others. Gray (1979 : 12) suggests that educational management should be concerned with helping the member of an organization to attain individual as well as organizational objectives within the changing environment of the organization. Central to the definitions of the educational management are the co-ordinated and effective use of resources to satisfy objectives.

While writers on educational management concur on the effective utilisation of resources, some do not emphasise the development of human resources which is an important requirement for effective management (Drucker 1988 : 22; Paisey 1987 : 10). Such development which is related to change is also central to INSET.

Management is a practical activity which involves various processes that range from policy-making, setting objectives, regulating, commanding, co-ordinating, controlling and evaluating (Paisey 1987 : 95). Paisey simplifies some of these processes with a series of questions as follows:

PURPOSE	What is done? Why is it done? What else might be done? What should be done?
PLACE	Where is it done? Why is it done there? Where else might it be done? Where should it be done?
SEQUENCE	When is it done? Why is it done then? When might it be done? When should it be done?
PERSON	Who does it? Why does that person do it? Who else might do it?

These questions are applicable more to the organizational aspects of management which is a more precise term. Therefore when the term management of INSET is used hereafter, emphasis will be on the organization of the service as provided by the education departments. In applying the questions the starting point will be the policy on teacher education (pre-service education and training : PRESET and INSET). Thereafter clear objectives for INSET are set and needs assessment (*why is it done?*) conducted. Rules and regulations (*regulating*) are necessary for consistency and procedures concerning application for funds, utilization of funds, target groups and other related matters. Norms for funding from the general education budget and the apportioning of funds to the various providers of INSET have to be determined and communicated. In addition, organizational structures have to be determined, facilities provided, staff selected and inducted and motivated, powers delegated and clear communication lines established (*organizing and leading*). In addition, INSET models and methods should be researched and advocated (*means*). Of importance also is the determination of suitable locations or venues for teachers to meet (*place*), deciding on the timing of course, that is, during or after school hours (*sequence*), assessing and measuring progress that course leaders are making and success participants are deriving from INSET, checking on targets and standards, applying corrective measures, adjusting plans, reporting and recommending changes (*controlling and evaluating*). In addition to these processes *advancing* which refers to the ensuring of development of the service, investigating new projects, developing new concepts and identifying future directions is an essential component of managing

INSET.

All these processes relate to structured INSET activities. The informal and non-formal activities range from professional reading, membership of professional organizations, attending conferences on educational matters, and discussions in the staffroom. The processes discussed above not only provide greater clarity to a framework for the organizational aspects of the management of INSET but also strive to resolve the problems created by the variations in INSET definitions.

The processes discussed can apply to any organization. As stated earlier it will be easier to apply the processes of management to commercial organizations which manage by objectives, the primary aim being profit maximisation. The objectives of education departments, in comparison, may not be clear-cut. In this regard Bush (1988 : 5) states that schools are "expected to develop the personal capacities of individuals, to look after children...and prepare pupils for the next stage of education, for employment or increasingly for unemployment." Considering the various roles of a teacher, that range from being *in loco parentis* to that of developing the child's capacity to learn, Bush (ibid) regards the objectives of education as being ambiguous and in conflict. Of concern here is the ordering of priorities for education which can vary from manager to manager. Since this study is about the management of INSET, the field is narrower than education. This, however, does not reduce the gravity of the problem.

Most of the processes discussed are not as complicated as evaluation. In commercial

organizations success is measured in production of units, sales and profits. In INSET this is not easy except through short-term summative evaluation at the end of the course or after a period to enable teachers to try what they learned. For any assessment to be useful it has to be long term to allow for the educational process to take effect. Even this is problematic as there are no acceptable bases for evaluation of the success of education. For example, how much time should one allow after formal schooling and in the work-place before evaluating an individual? Moreover, what are the criteria for such measurement? Such drawbacks inevitably lead to using senior certificate examinations as a form of assessment. Here a pupils' performance in communication (literacy) and Mathematics (numeracy) is assessed against the value of INSET. The tendency for managers is to study the percentage passed in these subjects.

The danger in such evaluation is that pupils are seen as outputs of schools, similar to production units in a factory. This is not acceptable as each child is unique and his rate of development varies. Bush (1988 : 6) states that "this human variability reinforces the problem of measurement." Serious management problems can be created by the absence of acceptable bases for evaluation.

In the final analysis, without clear and consensual objectives and an effective evaluation system for INSET, the allocation of adequate financial and human resources and the determination of priorities when there are other education services to consider, a management problem can arise in education departments. One solution to such a problem is to establish clear objectives as part of a framework for

INSET. After a review of the objectives of INSET a conceptual framework for INSET will be finalised.

#### 2.4 THE OBJECTIVES OF INSET

For the effective management of INSET general and specific types of objectives (discussed on page 34), have to be established and communicated to all involved in the planning of programmes. According to Hicks (1979 : 1) the "ultimate aim of in-service training is to improve the quality of learning of pupils." He also mentions the following proximate aims:

"...the introduction of new aspects of knowledge or new developments in teaching techniques; the raising of the level of professional awareness amongst teachers and the provision of means by which teachers may obtain social and pastoral support."

Saville (1980 : 124) also refers to INSET programmes as being directed at improving the lot of children. Morant (1981 : 3) maintains that INSET aims "to widen and deepen teachers' knowledge, understanding and expertise in respect of their professional work by means of activities designed to attain this purpose." He also regards the advancing of one's career as an aim of INSET. While Morant does not refer to the improvement of the quality of learning by pupils, it is nevertheless implied that a better equipped teacher would be a more effective manager of learning systems.

Murphy (1985 : 11), in his evaluation of the Teacher Opportunity Programmes (TOPS), an INSET project for Blacks in the Republic of South Africa, discusses in

depth the following six INSET aims:

"to integrate experience with theory;  
to fulfil legal requirements;  
to provide for upward mobility;  
to supply teachers for the needs of the system;  
to combat teacher stress;  
to adjust to changing conditions in society."

A study of these six aims reveals a distinct difference in focus from the aims outlined by writers cited earlier in this section. Murphy draws attention to three new aims, viz, INSET to satisfy legal requirements, to provide upward mobility and to combat teacher stress.

While most of these objectives are applicable to First and Third World countries, the priority for teachers in Black education seems to be the attainment of a matriculation or senior certificate and an M + 3 teacher qualification. Though attention is being given to such priorities which includes programmes that can improve the learning of pupils, there is limited time for satisfying the general aims of INSET as enunciated by Hicks (1979 : 1) at the beginning of paragraph 2.4, page 42. Generally the inspectorate offers non -formal INSET relating to changing curricula and improved teaching techniques. These are two of the proximate aims that Hicks discusses. The third, viz., the raising of professional awareness, can be achieved through membership of teacher organizations and subject associations.

An objective that is sometimes given a lower priority by some managers is the improvement of school organization. Writers refer to this as organization development. A sound management strategy is to establish INSET needs through

various means as a base for meaningful objectives. Several factors create a need for INSET. These are curricula changes, shortage of adequately qualified teachers and improving the management skills of principals. In the 1990s, INSET needs are intensified by the rapid technological, scientific, social and political changes encountered by all educational systems in the Republic of South Africa. The need to up-date knowledge has been a constant factor in determining INSET objectives in all countries.

INSET can promote the development of a positive attitude to life-long learning. For the teacher, the implication of life-long learning is that he needs to engage in a process of personal up-dating and renewal through INSET. This will involve learning to learn, learning to share knowledge, learning to evaluate oneself and developing skills to improve professional competence throughout one's career.

"If education is to flourish and if schools are to be a vital force in society, it is necessary to rebuild the school into a life-long learning laboratory not only for the children but also for the teachers" (Joyce 1981 : 117). INSET can play a key role in the achievement of this goal. In developing his theme on life-long learning, Joyce (ibid) criticises *ad hoc* INSET programmes and recommends generating a rich environment in which every educationist becomes a student and works continuously to improve his repertoire of teaching skills. Failure to do so, he states, would lead to atrophy. However, he warns that converting schools into "learning laboratories", instead of serving the objective of rote-learning and passing examinations, will be a long and slow process which can only be realised successfully through a firm

commitment from effectively and clearly communicated INSET policy and guidelines by the education departments. In support of his viewpoint Joyce (1981 : 118) lists the following aims of INSET that would promote life-long learning:

"...to enrich the lives of teachers and administrators so that they expand their general education on a continuous basis; (in doing so their understanding of children improves); to generate continuous efforts to improve schools in order to acquire the knowledge and skills necessary to bring about such improvements; to create conditions which enable professional skill development on a continuous basis, each professional needs to study alternative approaches to schooling and teaching when problems are encountered; to select those aims which will expand their (teachers) capabilities and to acquire the understanding and skills necessary to make fresh alternatives a part of their on-going repertoire or professional competence."

Though the list of aims drawn up by Joyce are for American schools they are equally applicable to Natal-KwaZulu. If these aims are to be achieved, INSET managers should develop INSET programmes with the guidelines provided by Joyce.

Bolam (1982 : 301), writing about the life-long education of teachers, distinguishes between five types of continuing education programmes for teachers on the basis of the following objectives:

"Improving the job performance skills of the whole school, teachers or of groups of staff members (e.g. a school-focused INSET programme); improving the job performance skills of an individual teacher (e.g. an induction programme for the beginning teacher); extending the experience of an individual teacher for career development or promotion purposes (e.g. leadership training courses); developing the professional knowledge and understanding of an individual teacher (further studies , e.g. master's degree in education); extending the personal or general education of an individual teacher (e.g. further diploma or master's degree in a subject-related field)."

Both Joyce (1981 : 117) and Bolam (1982 : 301) discuss the aims of INSET and the strategies to achieve them. All these aims and activities can contribute to the

process of life-long education. In developing a positive attitude to life-long learning the inspectorate and principals should create the necessary conditions, infrastructure and support for teacher. In the absence of a positive attitude to life-long education teachers may respond to INSET sporadically or whenever they feel they have the time.

Murphy (1985 : 14-17) examines the means by which INSET programmes could fulfil legal requirements set by employer departments. In the United Kingdom teachers are required by law to complete a compulsory probationary year. Final qualification and certification are granted only on the basis of satisfactory completion of this requirement.

In the USA the legal requirements for certification vary from state to state (McClellan 1983 : 37). In many states teachers have to attend INSET courses during the first year or two of their service. Such attendance is mandatory. In some states teachers in possession of a four-year university teaching degree, are required to follow a fifth year of study or complete a master's degree. As each state has autonomy in teacher certification, teachers moving from one region to another often experience difficulty in satisfying legal requirements in states outside where they received their initial certification. In such cases INSET becomes a necessity to qualify for relocation. Courses completed in other states are evaluated and teachers are requested to complete additional courses or repeat those not acceptable to the local education boards.

According to McClean (ibid) "the most persuasive and significant factor that gave an incentive to teachers to do in-service training in the USA was the provisional qualification system." In most states, teachers are appointed for a limited period at the end of which they have to attend a prescribed number of hours of INSET courses in areas in which they do not perform well in the classroom, and also satisfy other service conditions.

In the Republic of South Africa, the first year of teaching is the mandatory probation period during which teachers are inducted. The period may be extended if the supervisor is not satisfied with the performance of the teacher. Regulations also provide for up-grading. An M+3 qualification or a degree are minimum requirements for promotion to certain posts. Many teachers improve their qualifications for salary purposes. Such improvements are governed by regulations.

The urgent need to train large numbers of teachers to address the shortage, especially in Black education, may be regarded as an INSET objective. Murphy (1985 : 24-28) highlights a basic problem facing education systems in developing countries, viz., the high population growth rate and a serious shortage of adequately qualified teachers. In 1988, in Natal-KwaZulu, 23% of teachers were unqualified and 29% underqualified. In 1993, the position in the DET and KZDEC was as follows : unqualified 22%; underqualified 70%. At the present rate of training, the shortfall of teachers in the year 2 000 will be 15 103 (Pelser 1992 : 27). The shortage of teachers and classrooms has resulted in the following teacher-pupil ratio: 1 : 54 (primary school), 1 : 40 (secondary school) (Vermaak and Du Plessis 1990 : 18).

The limited financial resources, training facilities and time (a three and four years' teacher education period) are factors that prevent the training of teachers on a large scale. A solution to this problem is that the three-year period of initial training should be shortened, so that teachers start teaching earlier and continue to improve their qualifications through INSET courses. The Zimbabwe Integrated National Teacher Education Course (ZINTEC) programme in Zimbabwe has adopted this method. This solution is supported by a panel of well-known British educationists, who concluded that long periods of initial training were questionable as far as expense is concerned and doubted whether they were necessary at all (Murphy 1985 : 25). The writer concurs, as a minimum of two years is an adequate base providing it is mandatory for teachers to improve their qualifications through INSET.

Davis and Zaret (1984 : 18-22) recommend a similar approach to INSET, which they regard as an ongoing developmental process. Their model adopts a short pre-service period of training followed by sustained INSET phases for the application of teaching skills, the bridging of theory with practice and final certification during the first two year of teaching. If such a model is adopted in Natal-KwaZulu, the needs of education departments can be satisfied. Hence the INSET component of such a model may be regarded as an aim.

Bolam (1982 : 301) discusses the advancement of teachers' careers as one of the aims of INSET. Howey (1977 : 45), who discusses the alternate benefits of taking part in INSET, stresses the importance of career development as an aim. Mertens and Yarger (1988 : 33) discuss "career ladders", a system whereby the most capable

teachers could rise to positions of increasing responsibility, leadership and prestige within a school and without upsetting the existing promotion posts, e.g., deputy principal. Career ladders distinguish between hierarchical levels of teaching in a career and also provide for differentiated salaries according to degrees of accomplishment.

In a three step ladder to reach the top, the career professional will require a doctoral degree. This system which has been introduced in several states in the USA is considered an antidote to the traditional flat structure of teaching wherein most teachers have essentially the same type and scope of responsibilities. In the "career ladder" system additional posts of heads of department and deputy principals are created. To qualify for these posts teachers have to improve their qualifications and display competence. It may be worth considering such a system for South African schools where there is limited mobility for teachers seeking promotion. Training in management and leadership courses will also be required for heads of department and deputy principals to enable them to qualify for these posts. Hartshorne (1987 : 6) observes that "there is considerable evidence to show that the potential effects of much INSET are being negated by the lack of understanding and experience by those in leadership positions in schools as to how to manage new ideas, change and innovation." Managers of INSET in schools should acknowledge this deficiency and plan accordingly.

Van den Berg (1983 : 31) strongly recommends that INSET should promote the personal growth of the teacher as an individual human being so that his potential is

maximised. Promoting teachers on improved qualification alone could lead to "a paper chase" and lowering of standards. Though the national requirements for promotion for school posts are M + 3 and M + 4, the HOD (1991) in its 1991 circular for promotion awarded additional points to applicants for vacant posts, who possessed the master's degree. Holding such high qualifications does not necessarily make an effective teacher. The Department realised this and changed the rule in 1992.

Hartshorne (1987 : 4) writing about the career profile of teachers, states that initiatives lie in the individual's own hands but "both opportunities and facilities for further professional education and training have to be made available to him." At this level, in the Republic of South Africa, these facilities are centred mainly but not exclusively, in the universities, technikons and colleges of education.

As far as the mobility of teachers' promotion in Natal-KwaZulu is concerned there are two distinct groups divided by the level of professional qualifications, viz., the Blacks as against the Whites and Indians. The Blacks in the main are underqualified and hence mobility for them is limited. According to Van den Berg (1983 : 30) the disparities that exist within the present teacher workforce make it extremely difficult to construct a "normal career profile" for Black South African teachers. The ethnic separation of colleges of education precludes a concerted effort being made to address the problem of upgrading a larger number of teachers. Many Black teachers are precluded from applying for promotion to management posts as they do not have the minimum qualification (M +3). In the KZDEC the post of deputy principal was

created in 1991. This is a management issue that can be solved in a unitary system of education. Where teachers have the minimum qualification, formal INSET is offered to improve their competencies. In the process they may qualify for merit notches awarded for excellence in the classroom.

A much neglected aspect of INSET is the objective of satisfying needs of teachers, for example coping with stress, and the problems of improving poor or inadequate qualifications. Shanker (1979 : 4) expresses concern that, as a result of their working conditions in the USA, teachers undergo severe stress. Corrigan (1982 : 26-32) regards teaching as one of the most stressful occupations, well ahead of the vocation of air control officers. Because INSET concentrates on curriculum and management issues, little attention is given to the reduction of stress.

Campbell (1979 : 111-113) compares the initiate, with the experienced teacher. The latter, he states begins his career with a high energy level and a display of genuine care but gradually allows professional disillusionment to get the better of him. Such retrogression may reach its peak in mid-career when fear, insecurity and anxiety often replace the joys of teaching (ibid). When a teacher's dreams turn into nightmares he may be tempted to "bail out" or he "coasts along" and participates less and less in the corporate life of the school (Evans 1989 : 10). Thereafter, he may become overly rigid, unfair, unfriendly, unsympathetic, dictatorial and irritable and adopt a defeatist attitude. Once such a teacher lapses into a situation where teaching becomes a ritualistic routine it is difficult to rescue him or her. Furthermore, a conflict situation may arise between the teacher and the management staff. Such situations

in many cases are reported to the education departments' inspectorate and ensuing "investigations" increase the stress.

Evans (1989 : 10-15) comments on stress as a mid-career problem of the American teacher and its implications for INSET. Low salaries, inadequate classroom support, lack of recognition of the teaching profession, deteriorating conditions in the school as a workplace, reduced career opportunities, loss of challenge of the occupation, the negative attitude of children, greater responsibility for children from poor social backgrounds, minority groups and single parent families, have a collective impact on teachers in general and on the mid-career professional in particular. Kyriacou and Sutcliffe (1977 : 299) add role conflict or role ambiguity to this list. The compounded effect of all these factors may result in teacher stress and burn-out.

In the Natal-KwaZulu context there are additional problems that contribute to stress, e.g., endemic violence in several Black townships and settlements, inadequate housing, lack of specialist facilities, insufficient teaching resources and very large, unmanageable class numbers. Some teachers are also caught in the cross-fire of ethnic and political differences.

INSET programmes tend to concentrate on curriculum-related issues, and little attention is given to the reduction of stress through various strategies, e.g., stress management, inter- and -intrapersonal relationships in the school, conflict resolution and methods of coping with various communities (urban, township, rural) in the post-apartheid society.

An objective that is a priority in the DET and KZDEC schools is the upgrading of the under- and -unqualified teacher. In 1988, there were 42 163 teachers in Natal-KwaZulu schools. Of this number, 8 006 teachers were professionally unqualified. Of significance is that 98% of unqualified teachers served in the DET and KZDEC departments. Underqualified (teachers with Standard Six or Eight qualification and who are not graded M+3) number 4 353 (DET 1994). The regulation change by the Department of National Education in 1983 to make the M + 3 (matriculation + 3 years professional training) the minimum qualification to enter the profession or to be considered for promotion created serious problems for teacher upgrading and INSET. In that year 80% of teachers, who possessed a Standard Eight qualification plus two years professional training, fell into category "aa" and were regarded as lowly or underqualified. (An explanation of classification and categories appears in Appendix 2.1)

In response to this change, the Transvaal United African Teachers' Association (TUATA) reacted thus to the Director-General of the DET:

"By the stroke of a pen, thousands of teachers who actually attended departmental training colleges and were certified as duly qualified by the Department were suddenly underqualified"

(TUATA 1983 : 27).

The implications for this change were many, not only for the upgrading of qualifications and INSET, but also for the quality of education which may have deteriorated as a result of highly demotivated teachers. There was disillusionment, as the Education Department did not consult the organized teaching bodies before the decision was taken. Moreover, teachers were not given adequate notice and a period

of grace to improve their professional qualification. To most an added burden was the completion of the senior certificate which is a minimum requirement to register for a two-year teaching diploma. The major implication for 80% of underqualified teachers is that they have to study for several years to attain category "C" status with a matriculation plus three years qualification. As far as Black teachers with a senior certificate are concerned, they have to follow a two-year correspondence course, through Umlazi College for Further Education, Natal College of Education, Springfield College of Education or Vista University, in order to advance from category "A" to "B" (matriculation plus two years professional training). Van den Berg (1983 : 30) states that to achieve category "B" it would take a teacher with a Standard Eight Certificate at least four years. Thereafter another two years will be needed to complete the M + 3 Diploma (matriculation plus three years professional training) on a part-time or correspondence basis.

Hence the teacher with a Standard Eight qualification will have to spend between six to eight years to attain the M + 3 level to qualify for promotion to certain posts within the school system and to earn a better salary.

Another objective of INSET is the provision of special programmes for pre-primary school teachers and for teachers of technical and vocational subjects. As the Government does not subsidise pre-primary education, community-based organizations funded by the private sector and parents, are responsible for this phase of education.

In many Natal Indian schools, nursery-school teacher-aides are used as full-time

teachers of children between the ages of three and five. The type of training such teachers receive prepares them specifically to assist professionally qualified pre-primary school teachers. The shortage of the latter has resulted in school boards appointing teacher-aides to undertake the responsibilities of professionally qualified teachers.

Because of limited funds, specialist teachers have not been appointed to teach media education (School Library Science) and promote school guidance and remedial services. Such subjects are entrusted to teachers who show some interest in these specialist fields. These teachers have to be given the necessary background through INSET. Through regular programmes they can gain a better insight into the curriculum and teaching strategies.

A major problem in all education departments in Natal-KwaZulu is the staffing of rural schools. There is strong resistance and reluctance to teach in such schools because of the lack of housing and inadequate facilities in rural areas. Many teachers have to manage up to three standards in one class. As the PRESET curriculum does not cater for the management of such groups, teachers require INSET.

Fuller (1986 : 63) comments that one of the factors that contributes to excellence in schools' high achievement by pupils in industrialised countries is teacher quality. In his opinion, verbal competence is the hallmark of a high level of performance. Louw's (1988) research into the upgrading of Black teachers in the Republic of South Africa also highlighted the need to improve the language ability in the medium of

instruction (English) and the understanding of terminology in school subjects such as Mathematics, Science, Electronics and Computer Science.

In his paper on the "The Teacher : Change Preparation and Role", White (1982 : 88) comments on Black teachers' poor command of English. Hartshorne (1985/6 : 24) also regards the competency of Black teachers in using English as the medium of instruction in standards three to five as one of the major issues that warrants attention. The decline in standards in English at the matriculation level since 1978 is the result of teacher incompetency in the subject (Hartshorne 1983 : 43).

An INSET objective that should be given more attention is the training of trainers. Bolam (1982 : 224) and Morris and Tabb (1987 : 23-38) raise the question of who "trains those who offer the INSET." Bolam (ibid) provides positive arguments for training INSET trainers in the school system in England and Wales. He maintains that few trainers are equipped with adequate knowledge and skills in clinical supervision (a collegial, refined type) or organization development. Organization development is the process undertaken by an organization to define and meet changing self-improvement objectives. In a study of fourteen local authorities in England and Wales some attention was given to the training of local authority advisers, most of whom spent a great deal of their time providing INSET. Less than 15% percent had received any specific training while almost 70% of local authorities recommended that advisers should receive specific training.

The training of teacher educators in both pre-service and INSET sectors is crucial to

the success of INSET in Natal-KwaZulu. Whilst those who provide INSET may have the expertise and skills as far as curriculum content and methodology are concerned, there is little evidence in the literature surveyed that they have adequate grounding in special skills such as andragogy (the concept of adult learning) organization development and interpersonal relationships.

"The increasing momentum of technological change which has brought revolutionary developments in electronics, telecommunications and automation" has a bearing on INSET (Megarry 1980 : 10). Such changes and developments still continue at a rapid pace. The implications of these changes for employment, education and the life-styles of people exercise the minds of education planners in all First World countries. Megarry (ibid) refers to the 1963 Yearbook of Education which was prescient on the subject of the microelectronic revolution. It was prophesied that the new teaching devices would replace teachers as a major source of information and that concepts of classroom instruction would be revolutionised. Whilst the microelectronics revolution has reached high levels of sophistication and affordability, teachers have not been replaced by technology. Moreover, education planners and administrators have no intention of replacing teachers with computers or television, though it is widely acknowledged that such equipment can play a significant role in teacher up-grading (Syncom 1986 : 27).

In the USA computers are commonplace in schools. Since 1981, Britain had introduced the Micro-Electronics Programme (MEP). A "Talmis" survey in 1986 found that 88% of school districts in the USA were considering the use of the new

technology (computers) for academic instruction (Perskill 1988 : 25). This indicated a shift from using computers primarily for teaching computer literacy and programming.

Nearly half of the "Talmis" survey respondents stated that they faced several problems and felt that intensive training of teachers would encourage effective use of computers. Several education departments in Natal-KwaZulu, which have introduced computers into schools, may be facing similar problems. Schools have been provided with computers for computer literacy, computer studies, computer-aided instruction and school administration. One of the objectives of INSET is the training of all teachers who are not computer literate. Initially teachers themselves have to receive training to become computer literate. Training has to be given also to teachers who intend to teach computer studies or integrate computer aided-instruction into the curriculum. These subjects were introduced into several colleges of education curriculum only several years ago.

The Reconstruction and Development Programme of the new government of national unity expects to provide electricity to Black schools. Education technology may then play an important role in the teaching and learning process. Teachers will require training in the use of overhead projectors and sophisticated copier duplicators (a new printing technology that has virtually replaced the old stencil method of duplicating notes).

Educational television is also being used currently to promote Literacy, Mathematics,

Physical Science and English in the classrooms. Only a limited number of schools benefit from this service offered by the South African Broadcasting Corporation (SABC). As proper facilities and equipment are made available on a large scale to schools, teachers will require training to make optimum usage of the technology. Without training education television could deteriorate into a passive learning medium or mere recreation.

Technological changes have also brought in its wake modifications and additions to the school curriculum, e.g., Technika Electrical, Technika Electronics and Information Technology. Such changes require INSET to up-date teachers. Hartshorne (1985 : 30) affirms that curriculum-related INSET has to be a crucial part of any overall strategy to improve the quality of education.

The emphasis on vocational education has increased the number of technical secondary and vocational schools and technical colleges. The shortage of specialists resulted in appointing professionally unqualified teachers from commerce and industry. Such personnel require INSET.

Satisfying the needs to up-date knowledge is an INSET objective. Corey (1957 : 21), Rubin (1971 : 289), and Flowers (1983 : 1) comment on the exponential growth of knowledge and the need for teachers to keep abreast of the content of their teaching subjects. Such a growth also results in curriculum changes and methodologies which have to be brought to the attention of teachers through INSET courses. Rubin (1979 : 289) commenting on the " continuous modernisation of knowledge" warns about the

danger of teachers who create misconceptions in the minds of pupils as a result of not updating themselves.

As much has been written about the school being the ideal place for INSET, the role of the principal in instructional leadership and school change and improvement becomes a major one (HMI 1984; Dennison and Shenton 1987 : 33; Wideen and Andrews 1988 : 30). Without the necessary INSET, principals may concentrate more on administrative matters than a host of factors relating to INSET and school improvement. With the appointment of senior deputy principals, deputies and heads of department there is a tendency for principals in several education departments to delegate the functions of INSET and school improvement. Murgatroyd and Gray (1984 : 39) state that for effective schools to respond to individual pupil and staff needs and to the changing face of the community in which it is placed, dynamic leadership is required.

It is through an understanding and support for change, the adoption of collaborative leadership styles, sharing visions and mission, facilitating, inspiring and nurturing staff productivity and focussing on teachers' professional growth on a sustained basis that, principals can transform practices and norms and aim for excellence in education.

Objectives more relevant to Natal-KwaZulu have been discussed. Objectives can change and priorities re-ordered depending on finance, regional educational needs, adequacy of the infrastructure and support services.

INSET can only be effectively managed if there is sufficient homogeneity in the core assumptions of what? why? by whom? for whom? where? how? and when? of this service. It is only when the different goals and objectives of INSET are explicit and acknowledged by both the provider and the client can evaluation of programmes be undertaken so that modification of practice and further development could take place.

There is consensus that the quality of an educational service depends on, *inter alia*, the quality of its teachers. Allied to this is the assumption that no matter how thorough or systematic PRESET education is it cannot prepare a teacher to respond successfully to all the demands and changes he will encounter during a career spanning forty odd years. Therefore INSET, which includes staff development and professional development, if properly managed, can through a range of activities and programmes improve the competence and quality of teachers and prepare them to respond positively to change. It is acknowledged that this can only occur in an environment that is supportive of change. Hence organization development is also included in the concept of INSET. Fundamental to all this is that the teacher, through continuous critical self-reflection, monitoring of practice and commitment to professional renewal, can improve the quality of the educational experience of each pupil in his care.

Though the preceding discussion on objectives offers more scope to finalise the framework for the organizational aspects management of INSET, it is not possible to remove some of the blurred boundaries that may result as conflicting realities of the what? why? by whom? for whom? where? how and when? of INSET exist in different

paradigms set in isolation by education departments, inspectors, principals, heads of department, teachers, tertiary institutions, consultants and the private sector.

Those who are concerned with education may concur that schools are never static when viewed against constant change and society's expectations. In doing so, the career-long development of professional competence aiming at effective pupil learning becomes a shared tenet.

From this tenet, the framework for the organizational aspects management of INSET can be inclusive and summarised as follows: Arising from a policy, INSET objectives can encompass the changing needs of education and the personal and professional needs of teachers. To satisfy these objectives, co-ordinated efforts of all providers of INSET is essential. A wide range of models and tested methods offered in school and at other suitable and accessible venues can contribute to achieving objectives. Moral support for the teacher and resources back-up including extrinsic and intrinsic motivation are elements that contribute to the success of programmes. On-going feedback from INSET participants and evaluation are critical to effective management of the service. The support of research findings on improved teaching methods, classroom organization, remedial and enrichment programmes and change strategies is vital to the success of INSET programmes and must be included in the framework. The paradigm will be limited if attention is not given to INSET for principals as managers and facilitators of change and to the training of INSET trainers. Within this framework the management or organization of INSET involves all the processes through which education departments and schools may achieve clearly enunciated

objectives of INSET by using all available resources in a co-ordinated manner.

## 2.5 SUMMARY

This Chapter opened with references to the international support and commitment to INSET as a result of changes in society and the need for teachers to be responsive to such changes.

In order to ensure that teachers are always professionally competent to improve learning and the quality of education, the point of departure is consensus as to what INSET is. Therefore the definition of INSET and related terms such as in-service training, in-service education, staff development and professional development were discussed. As there was limited consensus amongst writers a framework for INSET was established.

This was followed by a discussion of management and educational management. As a well-delineated framework for the organizational aspects management of INSET depends on clear, explicable objectives that both providers and clients should be aware of, the next sub-section set out to discuss these. Thereafter, using Paisey's (1987 : 95) criteria (discussed on page 38) the conceptual framework for the organizational aspects management of INSET was finalised.

The next Chapter is devoted to a discussion of select INSET methods, approaches and change strategies.

## CHAPTER THREE

### A REVIEW OF SELECTED INSET MODELS, APPROACHES AND CHANGE STRATEGIES

#### 3.1 INTRODUCTION

Those who manage INSET should have a thorough grounding in the theory of model construction, a knowledge of the conceptual models as well as a working knowledge of various models extant in the field. Such knowledge will enable the providers of INSET to ensure that the most suitable models are used to serve both the needs of the education system as well as the needs of the individual teacher.

In their responses to a question on the INSET methods used in Natal-KwaZulu, school inspectors indicated that they utilized only a limited range of INSET approaches (these responses are discussed in par. 7.4.8, page 374). This may be regarded as a management problem. Therefore alternative approaches are reviewed. It is the writer's view that a wider range of approaches can ensure that the needs of a broader section of teachers, e.g., the beginner and the mid-career teacher, are satisfied. Models and approaches that principals and teachers could use in the school are also essential to improve the management of INSET. A sound theoretical knowledge of INSET models and approaches can also ensure a more effective management of INSET.

Following upon a discussion on INSET models and approaches, a section is devoted to

a discussion on change and change strategies. Van den Berg (1987 : 16) highlights such strategies, when he discusses the basic assumptions that underpin INSET methods. When education managers or the inspectorate fail to recognize that the design and implementation of INSET methods are dependent on change strategies they face the risk of failure to achieve the objectives of INSET courses. This leads to a waste of valuable resources and results in ineffective management (Van den Berg 1987 : 16).

### 3.2 INSET MODELS

As a background to the discussion of specific models it will be necessary to analyse the construction of models for INSET, the structural problems in constructing models and the development of models. Thereafter two predominant conceptual models are analysed and this section concludes with a review of selected models.

#### 3.2.1 THEORETICAL BACKGROUND TO INSET MODELS

Joyce (1980 : 32), a leading American authority on teacher education, forecasts that, in the near future, it is unlikely that a model which is both comprehensive and specific enough to be useful, could be designed for any education system or school. It is almost a decade since this statement was made. Since then there has been much research, development, evaluation and improvement of INSET methods, leading to more refined models but not the construction of new models.

There are several reasons for the lack of development of new models, viz., the absence of concurrence amongst teacher educators when referring to terminology relating to INSET, the difficulty in constructing models and the lack of funds to promote research for this purpose.

There are several problems in structuring INSET models. These are the divergence in INSET terminologies, difficulties in the interaction of sub-systems within a model, some inadequacies in the PRESET education phase and extraneous factors.

The construction of models is complicated by the problems created by the absence of a common language base. Writers like Joyce, Howey and Yarger (1980) point out the difficulties writers have in formulating definitions for INSET. They base their conclusion on extensive analyses of position papers and interviews, which reveal the use of a wide range of terminology to describe the term INSET. In their opinion such divergence has seriously affected the development of INSET models. This has implications for the effective management of INSET, as poorly developed models can reduce the types and range of INSET methods used by the inspectorate and others.

For any model to be successful, the various elements or sub-systems that form its structure must positively and productively interact with one another. According to Joyce (1980 : 31) any weakness in one INSET element will weaken other dimensions. In structuring any INSET model, the following four sub-systems should be developed: the "Governance System" which is concerned with decision-making; the "Substantive System" which refers to what is learned and how it is learned; the "Delivery System" which provides INSET

through staff and facilities; and the "Modal System" or INSET methodology.

Central to the management of any INSET model is the "Governance System". This involves decision-making which considers the various INSET processes, viz., content, finance, staff, facilities, methods and evaluation. Though managers may ensure that all the sub-systems are properly structured and interactive so that INSET programmes are successful, they have limited or no control over factors such as teacher attitudes to INSET, adequate support for change or innovations, incentives and motivation. Such limitations are serious drawbacks for managers who structure or revise INSET models.

Joyce (1980 : 31) is of the opinion that in many local education authorities in the USA, one of the problems in INSET is a structural one. Authorities, he states, tend to change part or parts of the structure of INSET instead of all the four sub-systems discussed. To ensure success, planners of INSET should acknowledge that the four complex interlocking systems are catered for in the models used. For example, when examining incentives for INSET, the what? how? and why? and under what "Governance System"? have to be answered.

In constructing models, the other structural problem may be caused by two factors related to PRESET education, viz., the irrelevance of some aspects of teacher education to the roles which teachers play at the "coal face" of the classroom and the different teaching ideologies adopted by education systems.

Taylor (1980 : 332) traces such irrelevance to the "pressure of pre-service education."

Through demands from pressure groups in the USA and certain minority interest groups, he states, more time than necessary was given to child development, moral education and multi-cultural education, resulting in excessive fragmentation of the curriculum and loss of programme coherence.

In addition to impediments in the PRESET phase there are two major factors that managers and planners of INSET have to acknowledge as problematic in the construction of models. First, it should be acknowledged that more collaborative decision-making structures for INSET will ensure that teachers will be provided with an on-going support system without which it will be difficult for one to successfully implement ideas discussed at courses. Support can range from the provision of resources to empathy from management staff. Collaboration refers not only to co-operation or goodwill but consensus amongst all those in head office and the school, who have vested interests in the education process.

Burrello's and Orbaugh's (1982 : 385) research on INSET has proved that collaborative approaches to INSET programmes are the most effective. Other writers, such as Agne & Ducharme (1977), Joyce (1980), Binko & Newbert (1984), Weil (1985) and Clinton (1985), stress the need for all participants in INSET, viz., programme planners, designers, course leaders, evaluators and teachers, to work together at all stages in order to increase motivation and achieve course objectives. Whilst planners may include models in the provision for collaborative decision-making, there are no guarantees that those involved in INSET will ensure that this requirement will be satisfied.

Secondly, institutions differ as each school develops its own eco-system and ethos in response to the patterns that are both culturally determined and organically related to the socio-economic environment (Joyce 1980 : 39; Evans 1989 : 10-15). Within such an environment there are problems that are beyond the scope of INSET models. Varying management styles, the hidden curriculum, bureaucratic constraints and teacher attitudes are some of the factors that are beyond the control of those structuring and determining INSET models. The various problems are of concern to those who manage INSET and an awareness of their existence can help to overcome these in the planning and provision of INSET programmes.

Research may be used to overcome some of the problems discussed. Joyce (1980 : 33) recommends that, by analysing the results of research conducted into the PRESET and INSET of teachers, administrators can design, refine and test INSET models and related programmes or improve existing models. In the construction or refinement of any model for INSET five basic elements have to be taken into consideration for research purposes. For teachers to undertake educational experiment in their work, they ought to be accorded a high degree of autonomy in the classroom (Elliott and Adelman 1976 : 7). They should also be treated as professionals.

INSET model developers must acknowledge that the teacher is an adult learner (Wilsey & Killion 1982 : 37; Jarvis 1983 : 80; Main 1985 : 92; Gough 1985 : 37). For INSET to be successful, managers of programmes should acknowledge that adult learners differ from children in many ways. In doing so, the principles of androgogy should be clearly defined in programme objectives and applied in the training. Androgogy requires that the

learning environment be highly structured. There have to be choices in content and presentation. Learners should be given opportunities to participate in the planning and delivering of INSET programmes. It is only in an environment that allows adults to set their own standards and work at a pace determined jointly by course-leader and participant, can INSET be successful.

Researchers view the school, in its totality as the key unit to bringing about constructive changes (Gough 1985 : 39; Blum et al. 1987 : 15-17; Oldroyd & Hall 1988 : 10). When a school has strong leadership striving to achieve excellence and the management staff creates a supportive environment for INSET promotion, pupil learning becomes more effective. This, coupled with a clear statement of intent acceptable to the staff, may create an atmosphere conducive to teaching and learning. The building of staff morale, and motivation through promoting collegiality and co-operative decision-making, can establish a common set of norms, beliefs and principles to which the whole school can commit itself for improvement.

Gerdes et al. (1988 : 428) and Kathrada (1989 : 153) regard the teacher as a change agent. Teachers must be seen not only as recipients of change but also as initiators. In research undertaken by Kathrada (ibid), only 50 percent of Indian teachers in the Republic of South Africa responded that superintendents encouraged teachers to initiate change.

If teachers are recipients of change only there is no guarantee that change will take place in a school because the subject-adviser, as course-leader, is not always present to ensure

the programmes' objectives are being achieved. When teachers are regarded as initiators of change there is long-term commitment to improve teaching and learning. The effects of the change paradigm are discussed in greater detail in par. 3.4, page 123.

The nature of teaching, teacher and pupil interaction are also key elements in INSET research: there is a need to investigate the effectiveness of the various teaching methods that are introduced at the colleges of education and those that are used in schools. Such investigations and research can, if directed at issues such as effective teaching methods, throw more light on teacher-pupil interaction and the learning process.

Most INSET approaches may be categorised into two conceptual models, viz., The Cult of Efficiency Model, and The Individual Constructionism Model.

To understand INSET models better and to select the most suitable ones to serve specific objectives it is necessary to review the development of such conceptual models. Campbell (1981 : 149-163) examines these two models for INSET through the sociological concept of control. The Cult of Efficiency Model is highly instrumental and easily adaptable to the needs of the school system. In contrast the Individual Constructionism Model refers to an individual's continuing education which is included in the framework for the management of INSET.

In the Cult of Efficiency Model Campbell (1981) refers to the *positional control* of INSET and, as a point of departure, uses Bernstein's (1971) theory of analysis of control. This analysis raised a number of fundamental questions, not only about the nature of change

in education, but also about different forms of socialization through the education system. In his discussion, Campbell uses the contrasting forms of curriculum, viz., *collection* and *integrated codes of knowledge*. The curriculum referred to as *collection* is characterised by closed relationships between subjects, hierarchical forms of authority and an early clear-cut identity for the learners who, until fully initiated, are regarded as of low status and therefore as having few rights, especially in terms of offering their own definition of knowledge or being actively involved in the process of learning. The latter (*integrated codes of knowledge*) refers to open boundaries between subjects, fewer assumptions about the length of education life, authority relationships based more on interpersonal relations and less on traditional knowledge or expert base, and therefore learners are seen as having their own knowledge to contribute to the process of learning (Campbell 1981 : 150). In the integrated codes of knowledge, teachers are also viewed as learners.

In his analysis of Bernstein's theory, Campbell (ibid) explains that the dichotomy in the forms of curriculum is applied not only to the form of knowledge but to the assumptions of power and the right of groups to control learners, through monopolising definitions of what counts as "learning." When those in authority (inspectors or administrators) define curricular aims for INSET, allocate different status to various curricula offered through INSET and make assumptions about the rights and status of participants of INSET courses, they are assuming *positional control* and validate their actions in terms of assumptions linked to the Cult of Efficiency Model.

In contrast, the characteristics of the Individual Constructionism Model are antagonistic to the "top-down" management techniques in INSET, and the emphasis on the needs of

the system. Instead, the emphasis is on the individually defined needs of teachers, which form the basis for course identification, collaboration, definition, development and final institution. Courses are practical and orientated to specific problems faced by teachers in the classroom.

According to Campbell (1981 : 153), INSET must eventually be judged not only by teacher efficiency but in terms of the improved learning on the part of the child. This not only confirms the primary aim of INSET which was discussed in Chapter Two, but is a part of the framework for the management of INSET.

In practical terms the Cult of Efficiency Model is committed to management techniques emanating from the practices and criteria of business and emphasises cost efficiency and value for money. The school, or the relevant education department determines the needs of the system and offers courses that will enable schools to respond to social and cultural changes or to demands from the business and commercial sectors. Such courses, referred to as "traditional" INSET, will be discussed below.

### 3.2.2 A REVIEW OF INSET MODELS

Campbell's analysis of Bernstein's concept offers a strong theoretical basis for two distinct categories of models, viz., the Traditional and Deficit INSET Models through which courses are determined and run by head office staff and other models, such as school-focussed INSET, through which a range of courses are offered in response to needs identified by teachers. These and other models, that are used in the USA, England and

Wales, are also reviewed. It must be emphasized again that one of the problems in sound INSET management is the limitation of models to one type of provider, the inspector.

### 3.2.2.1 THE TRADITIONAL INSET MODEL

This model used by DET, HOD, HOR, NED and KZDEC, refers to curriculum-related courses in which education department officials explain syllabus changes, teaching methods and organizational changes in the school (Hartshorne 1985 : 74; Hofmeyer 1988 : 5). Groups of teachers meet on a regional basis in a lecture or workshop situation in schools or teachers' centres. The model is based on Campbell's and Bernstein's concept of the "Cult of Efficiency" as outlined above in par. 3.2.1, page 71.

Hartshorne (1985 : 14-15) refers to the "detached courses" that this model generates, i.e., detached from the realities of the individual South African school contexts from which the participants come. "Detachment" occurs when superintendents of education offer solutions without taking into consideration that the problems may not be the same in all schools. Even when a common problem is addressed by an INSET course, the conditions, facilities, resources, qualifications and experience of teachers participating in a programme vary from school to school.

Van den Berg (1983 : 37), writing about the Traditional INSET Model used overseas and in the Republic of South Africa, comments on current criticism which indicates that this model is becoming increasingly problematic as inadequate account is taken of the different school contexts in which it is offered. There are two major reasons for this : first, there

is no match between the needs of the teachers and the course content; secondly, the effects of the model on learning in the school situation can be minimal, because there is limited, or no follow-up support.

Henderson and Perry (1981 : 21), writing about INSET in England and Wales refer to the existence of mismatch between the needs of a teacher and the course content. Teachers are generally identified for INSET attendance by the principal or the members of the inspectorate. Selection depends on which teacher can be released from his classroom duties. When courses are held during the school day some principals in Natal-KwaZulu do not release teachers of matriculation classes. When superintendents of education in Natal-KwaZulu schools send out circulars, they request that either the head of department or a representative from a section, e.g., the junior primary phase, be sent to a course. The problem arises when the selection is made on the needs of a school only instead of individual needs. Therefore attendance may not necessarily satisfy the teacher's own needs, as the Traditional INSET Model is concerned basically with curricular changes and not remediation as far as teachers coping with the syllabus is concerned.

There is also the question of selective perception on the part of the course participants. When a teacher returns to school he may disseminate what he regards as important. Peer group acceptance and the credibility of the teacher attending the course can also affect the extent of dissemination. Finally, the support which the change or innovation receives from the school management staff is a vital factor for the success of INSET (Ward 1985 : 54). Such support may vary from school to school.

The demands from those attending INSET courses can vary from timetable reorganization to requests for additional periods for specific subjects, special teaching or learning aids, reference books and requests to print large numbers of work-sheets and test or question papers. Where INSET makes heavy demands on management staff of their time, there can be a tendency to limit support for recommendations made at courses. Conservatism amongst principals and heads of department is another factor that can reduce support for those who return after participating in INSET programmes.

Another major draw-back of the model is that the numbers at INSET courses are kept small. Hence most courses are offered to only one representative per school. The short staffed inspectorate, especially in KZDEC, does not find adequate time for follow-up and support. In the five education departments in Natal-KwaZulu, the following data (Table 3.1) in respect of the limited number of superintendents of education (academic) or subject advisers per compulsory subject and Mathematics and Science, indicate such staff shortage.

TABLE 3.1  
RATIO OF SUBJECT ADVISERS TO SCHOOLS IN NATAL-KWAZULU

	HOD (385)	KEDEC (3197)	NED (401)	FOR (67)	DET (1229)
English	1	1	3	1	2
Afrikaans	2	1	3	-	1
Mathematics	2	1	3	1	2
Biology	1	1	1	1	5
Physical Science	2	1	1	-	1

(DEC : KwaZulu Government Service 1993; DET 1994; Dorkin 1994; Interview; NED 1993; HOD 1993 a)  
The number of schools is indicated within brackets.

NOTE: In several Departments the staff was increased during 1993.

Considering the various duties that the inspectorate is responsible for in an academic year of 200 days, it is impractical to visit the very large number of schools that fall under his control. The KZDEC which has the largest number of schools, has the least number of advisers for English, Afrikaans and Physical Science.

Daresh (1987 : 8), who analysed 507 doctoral theses and 33 journals, concluded that "INSET is viewed as more effective when it is part of training that continues over an extended period of time" as against traditional INSET which uses short-term "one-shot" type of courses that were viewed as having limitations. Hartshorne (1985 : 34) referring to the inadequacy of "one-shot" type INSET, recommends on-going supportive programmes and teacher-led projects, as against teachers being only "passive recipients of training." The criticism against the traditional INSET programmes is that course members have minimum communication with programme leaders after they return to their schools. This does not allow for much development and can minimise change both in the individual and the school.

Despite criticisms and drawbacks the Traditional INSET Model has certain merits. Teachers from different backgrounds, in meeting outside their school environment, can become more aware of problems in education, and identify or redefine their further needs. They can also evaluate their own work and the status of the subject in their schools in an atmosphere of professional co-operation. Teacher isolation can also be reduced through such meetings.

If the Traditional INSET Model has to make a greater impact by facilitating change, both

in the teacher and the school, managers of programmes have to ensure proper needs assessment, homogeneous grouping of participants, follow-up and on-site support. The survey-type needs assessment can assist in identifying specific areas or problems that require attention and those teachers who should attend INSET courses. Adequate time should be allowed for teachers to try new ideas so that follow-up could be undertaken. For success of the programmes, on-site support in the form of resource back-up and guidance to heads of department is essential. Sustained programmes are necessary and managers should acknowledge that other INSET models can also be used.

#### 3.2.2.2 THE DEFICIT INSET MODEL

The Deficit INSET Model assumes that problems in the school have to do with inadequacies or deficiencies in the teacher. These may range from incorrect and inadequate teaching skills to outdated information or changes in curricular content. On this assumption, subject advisers and inspectors/superintendents of education, on the basis of their job description, provide information, skills and apply remedial measures for teachers, so that they will become more effective in the classroom. The Deficit INSET Model uses INSET approaches such as lectures, seminars and workshops which are planned and delivered in a series to reach all schools within a short period. Follow-up is done, incidentally, when members of the inspectorate visit schools on other matters such as subject guidance.

When goals of an institution are determined by an education department which evaluates teachers through its inspectorate, measures are taken to remedy perceived malfunctions.

The members of the inspectorate also undertake such measures. Generally these are short-term steps which fall under the Deficit INSET Model. Donoghue (1981 : 10) refers to this as "topping up here and there". Therefore the Deficit INSET Model, used without the support of other models, may be rejected as ineffective.

### 3.2.2.3 THE LIFE-LONG LEARNING/CONTINUING EDUCATION INSET MODEL

Life-long learning or continuing education through INSET, may be defined as the means through which teachers can elevate themselves to being true professionals, so that they can adjust to changes. For life-long learning to be successful the teacher has to accept that he is a learner throughout his career. Therefore, he has to adopt an attitude of critical questioning, a keenness to keep abreast of developments in education and to participate voluntarily in professional activities.

Neil (1986 : 60-64) and Campbell (1981 : 149-163) express the view that two broad principles have historically undergirded all in-service teacher education programmes. These are the voluntary, continuing or life-long education of teachers, and the improved efficiency of school systems by education authorities. Voluntary life-long education of teachers, as an INSET aim, arises from a developmental perspective of education, while the improved efficiency of systems reflects a remedial perspective which is related to the Deficit INSET Model, discussed in the previous paragraph 3.2.2.2, page 78.

One alternative or a supplement to the Deficit Model is life-long education. For the latter

to be successful, the concept should be introduced as early as possible. It is during the pre-service training that students should be exposed to the principles and importance of continuing education. Acceptance of such principles may encourage practising teachers to re-establish or re-define their own needs, after critically analysing their competencies on a regular basis. Voluntary attendance by teachers at INSET courses, in response to such analyses, can assist to develop in them the necessary background for life-long education. Cropley (1981:58) advises that for life-long education to be successful "it must be carried out by individual people in response to their own perceived needs at their own speed." These are also requirements for a successful INSET programme.

There is a misconception amongst some that life-long education refers only to the acquiring of further qualifications which, in themselves, may not necessarily lead to improved competence in the classroom. Hartshorne (1985 : 72) draws attention to a point made earlier in this research: "the dangers inherent in the chase after formal qualifications, at its worst characterised as the paper chase." Though critical, he concedes that there is a need for adequate formal qualifications.

In addition to obtaining further formal qualifications, teachers should respond to informal INSET programmes, e.g., reading professional journals, attending seminars and conferences and becoming active members of subject societies. These are important aspects of the processes of life-long learning.

Through a high level of acceptance of activities such as group learning, group evaluation and independent learning and the acknowledgement that teacher education is a continuation

of initial (PRESET), induction and INSET activities, the groundwork for life-long education is laid. This, according to Howsam (1980 : 94-96), would encourage teachers to reject the Deficit INSET Model in its limited form and improve their competence and responsibilities through long-term goals and the acceptance of professional responsibility.

Joyce and Clift (1984 : 5-18) aver that continuing education demands a change in the culture of teacher education itself, especially when obtaining a diploma is seen as the end of training. Much has been written about the concept of life-long learning being entrenched in the PRESET curriculum, but it seems that teacher educators could be paying only "lip service" to the need. Moreover, there is much more to the model under discussion, as it is not simple to develop an attitude to life-long education during the pre-service period.

In this regard Goad (1984 : 173-174) records some of the changes taking place on a wide scale in teacher education in ten countries (Australia, El Salvador, France, India, Ivory Coast, Jordan, Lesotho, Mexico, Phillipines and Poland) and recommends certain changes. First, he advises that attention should be given by the authorities for a move away from a relatively narrowly defined skill training producing the "complete" teacher, to a more humanistic type of education to produce the "starter" teacher dedicated to life-long education. Secondly, the content of teacher education should extend from subject-based and skill orientated courses to a person-centred process, emphasising attendance at INSET courses. Thirdly, the teaching and learning strategies should be transformed from one in which the teacher's role as the dispenser of information and

"solution giver" changes to that of a manager and facilitator of learning, so that children develop skills to solve problems. Goad's (1984) recommendations echo what writers such as Hartshorne (1985), Howsam (1980) and Cropley (1981) have been pleading for decades, but the realisation of such objectives are not easy.

In contrast to the Deficit INSET Model, the Continuing Education INSET Model views INSET as more effective when it is a part of training that continues over an extended period of time. Whereas the Deficit INSET Model seeks short term solutions, the Continuing Education INSET Model ensures that teacher education is a life-long developmental process. Despite the problems relating to the Continuing Education Model, managers of INSET should consider promoting the concept and using INSET methods relating to it.

#### 3.2.2.4 THE SCHOOL-FOCUSSED INSET MODEL

Hicks (1979), Baker (1980), Bolam (1982a) and Wideen (1987), in writing about INSET, have commented on the popularity of the School-focussed INSET Model, especially in developed countries. Bolam (1982 : 219) in a review of educational thinking and practice in the OECD (Organization for Economic Co-operation and Development) countries concluded that, notwithstanding their traditional approach to promoting innovations, a number of education departments are beginning to recognize weaknesses in the centre-periphery or "top-down" models. Education planners are also becoming increasingly concerned with the problems that teachers encounter in coping with innovations and change in the schools. One of the solutions to this problem is the

introduction of school-focussed INSET.

In contrast with the "top-down" approaches used by the Traditional and Deficit INSET Models, the School-focussed INSET Model encourages collaboration and collegiality in the school. Through such interaction, based on acknowledged individual and group needs, school-focussed INSET has become more popular than the other models, especially in education systems operating in First World conditions. This model can also strengthen the concept of life-long learning.

As the terms school-based and school-focussed INSET are sometimes used interchangeably it is necessary to clarify the former before discussing school-focussed INSET. Traditionally INSET courses in England and Wales and the USA are offered in teachers' centres, on the campuses of colleges of education and universities and other locations which are off-school sites. School-based courses, according to Morant (1981 : 40) are also gaining popularity. Organizers of such courses use the facilities of a school (laboratory, workshops) and invite teachers from a group of schools. School-based INSET also refers to programmes offered on-site to satisfy the needs of the staff. Such courses are offered by the same staff. By drawing exclusively from its own staff and resources there is a risk in teachers becoming "insular in their attitudes and outlook" (Morant 1981 : 41). The practical constraint is that there will not be adequate expertise to meet the requirements of all staff members.

Bolam (1982a : 217) defines school-focussed INSET as "all the strategies employed by trainers and teachers in partnership to direct training programmes in such a way as to meet

the identified needs of teaching and learning in the classroom." Perry (1981 : 42) also used a similar definition in a key-note address on school-focussed INSET.

Oldroyd et al. (1984 : 14) define school-focussed INSET as "those activities planned and practised within schools by and for the staff of schools, primarily to improve their professional knowledge and skills." The authors extend their definition by referring to the essential feature of this model as "the employment of talent, resources and goodwill from within the school to cater for the identified needs of individuals, groups and the school as a whole." Reference is also made to the role of outside support and the need for teacher initiative and concurrence in determining who the external consultants should be.

There is some common-ground between Bolam's (1982a) and Oldroyd's (1984) definitions, especially as far as identified needs and partnership are concerned. In comparison with Bolam's definition Oldroyd offers greater clarity, especially with reference to the providers of INSET, viz., the teachers within the school and consultants from outside.

School-focussed INSET works best if the needs of teachers, both individually and in groups, are satisfied through co-operative planning and undertaking, preferably located in the school itself although other suitable venues may be used.

Though school-focussed INSET primarily depends on the school's human resources, the need for external assistance is acknowledged by all the writers. This external assistance or consultancy comes in various forms, e.g., the staff of teachers' centres, subject advisers

and members of the inspectorate. Such human resources may, depending on the type of INSET, be closely involved in the planning and implementation of activities. For the success of such activities, the initiative should come from the teachers and there has to be collaboration between the school, the teachers and the external INSET providers to determine the location, times and format of the courses. Weindling and Reid (1981 : 43) recommend that consultants such as lecturers from colleges of education, universities and specialists from commerce and industry should also be used as external INSET providers. Consultants are used to a limited extent in Natal-KwaZulu schools or by education departments. Inadequate finance to engage consultants may be the main reason for this.

Oldroyd et al. (1984 : 74) list the following aims of school-focussed INSET : to provide continuous development of the professional knowledge, skills and commitment of staff, to clarify through documentation the staff's awareness of the school's philosophy, aims and objectives and to assist teachers to implement these effectively and improve the education of pupils through a range of activities, e.g., workshops, discussions and buzz sessions.

The systematic manner in which this model provides for all teachers to discuss and determine a major part of their collective INSET needs, on an on-going basis within the context of their institutions, strengthens the concept of life-long learning. Oldroyd et al. (1984 : 74) have also incorporated the ultimate aim of INSET, viz., the improvement of the quality of learning of pupils.

The second aim mentioned by Oldroyd et al. (ibid), viz., providing schools with

documents on their philosophy, aims and objectives is an important one. Very few schools under the control of the HOD, HOR, KZDEC and DET have such documents. This is due to a lack of policy directive from the Departments. A similar position exists in other education departments. It is not mandatory for schools to draw up their mission. The absence of such documentation in the majority of Natal-KwaZulu schools can prevent the planning of effective INSET programmes. The issue of INSET policy of each education department will be discussed in Chapter Six, in which situational analyses are undertaken and expanded in the empirical study in Chapter Seven.

INSET activities for teachers may take place in school (on-site) or in teachers' centres (off-site) and conducted by staff members or external agencies, such as college or university lecturers and specialists from commerce and industry (Weindling and Reid 1981 : 90). This is in accordance with Oldroyd et al's. (1984 : 14) definition. Morant (1981 : 43) raises the question as to whether a school-focussed programme determined by teachers should be located in their school. By virtue of the definition of school-focussed INSET, the school should utilise all resources irrespective of whether they are available on-site or elsewhere. What is important is the appropriateness of the resources and the suitability of the location.

An advantage of the model under discussion is that by planning the activities in response to the changing needs of teachers, a sense of ownership by the participants is encouraged. Such ownership ensures the success of INSET. As a rule the INSET activities generated by this model are job-related. This together with the "ownership concept" contributes to greater commitment to INSET by the staff.

Developments such as multi-cultural classes, mixed ability grouping, computer technology and home-school liaison require withdrawal of teachers, on a large scale, to attend INSET. This is neither practical nor advisable. Pupils will lose valuable lesson time if teachers are withdrawn too often. One of the solutions is school-focussed INSET. Much of the INSET, concerning the developments outlined above, can be offered in school during the afternoons.

Bell and Peightel (1976 : 10-14) state that school-focussed INSET programmes, designed to emphasise self-development by teachers, have a strong record of effectiveness. The writers maintain that any review of INSET models and strategies should recognise teachers' preferences for field-based approaches and individualised help over more traditional activities pre-planned for large groups and offered outside the school.

There is justification for this statement as courses, offered by those who use the Traditional INSET Model, are designed generally for large groups of teachers, whose needs may not be exactly the same. Such teachers may prefer programmes designed in response to their needs and offered in their own schools. However, teachers who attend traditional INSET courses require support (teaching/learning resources) specific to their needs in the classrooms, because course leaders generally develop strategies to suit a specific environment. Some teachers may find modifying resources too time-consuming.

The disadvantages are that school-focussed INSET makes greater demands on teachers, as compared with attending courses provided by the inspectorate or teachers' centres. That there are these demands, is pointed out by Morant (1981 : 43) who writes that

teachers will be required to establish a definitive policy and a lower level derivative policy for a multiplicity of educational and other needs to be provided; they will also have to introduce the concept through an organic structure (committees and subject departments) and establish inter-relationships within this framework; establish procedures and instruments to implement policies (methods of communication, chain of command in committee meetings, phases of development and implementation); collect information and finally monitor, evaluate and review the activities.

Such procedures are essential, if the model is to be introduced successfully by principals. Strong leadership at school management level is also required to direct an INSET programme through the various processes and phases identified by Morant (1981 : 43). Pressure of work and limited time may prevent principals from strictly following Morant's procedures. The majority of the small schools in the KZDEC do not have deputy principals. Therefore, the principals have to carry the burden of this type of INSET alone. The problem may be overcome if the programmes are prioritised.

Another problem is that, in times of economic recession, education departments may reduce spending on INSET. Therefore the choice could be formal INSET to upgrade teacher qualifications, especially in Black education. In the long term such a decision will be counter-productive for both the individual and the education departments. There is a need for a balance in the provision of formal and non-formal INSET.

### 3.2.2.5 A RESEARCH-BASED INSET MODEL

The starting point for this INSET model is the need to introduce to schools instructional methodology, that has been researched and found to be effective (Richards 1980 : 120). Research into classroom practice, including methodology, is either commissioned or a team from the inspectorate study pertinent research, findings of which are of utility value to schools. Depending on recommendations and the needs of teachers, an INSET programme is drawn up. Of significance is that the model recognises teachers' needs and advisers' expectations of INSET courses.

In phase one of this model a programme is structured by the advisers or course leaders, on the basis of previous general teacher evaluation and observation of lessons. The programme is designed to develop skills aimed at enhancing the teachers' ability to recognise and articulate issues, such as developing lively, inquiring minds. To ensure success, the course is practical in nature. Simulation exercises, based on research evidence, on which the programme is based, are recommended by the course leaders. Such exercises reinforce a sense of reality when school and classroom issues are dealt with.

The first phase of the model may last for four days at a local teachers' centre or other suitable venue. The programme, for this phase, is designed to commence with the course leaders raising issues, arising from teachers' (course participants') evaluation and observation. In doing so, course leaders and participants interact with one another in workshop sessions to benefit from the various perceptions, skills and specialised

knowledge. The appointment of an external evaluator of the project, who should be present for the whole course, is a necessity. The evaluator's objective assessment of the whole exercise is required to enable both course leaders and teachers to benefit. This is done through a project report, presented by the evaluator at the end of the course.

The second phase develops from the first, but the location changes from the teachers' centre to the school. Each course member is given the option of undertaking a study of some aspect of his work, e.g., the testing and development of curriculum materials. This is based on the utilisation of the knowledge gained in the course and applied in the classroom. The report is presented through any medium, chosen by the participant.

The third phase takes place approximately three months after phase one. This allows adequate time for practical work and study. A one-day meeting permits course members to present and discuss their own studies undertaken in their respective schools. Verbal reports are permitted, but generally papers are presented and supported, where necessary, with audio or video tapes. The report of the external evaluator is discussed after teachers present their reports. Following upon the project reports of individual teachers and that of the external evaluator, specific issues, such as inadequate time, teacher attitudes to change and lack of support from principals, may be discussed.

The value of this model is that projects are determined by teachers for personal or school usefulness and not as an academic exercise. Moreover, teachers recognise the value of researching their own problems and, at the same time, producing data and information on problems and identifying constraints to their solution.

### 3.2.2.6 THE URBAN AND RURAL SCHOOL DEVELOPMENT INSET MODEL

This model, which is specific to twenty five extremely poor urban and rural schools in the North-Eastern USA, adopts a collaborative approach (Joyce 1980 : 21-45). The project's primary objective is to involve community members (representatives from the private sector, church and Parents-Teachers' Association) and teachers in joint decision-making to improve the quality of education through INSET activities. The programme is funded by the state education authority.

The secondary objective is to improve the quality of life of a community through collaborative effort and equal community and state educational decision-making. The model was developed as school administrators were concerned about the alienation between the school and the community. Research showed that differences were caused by misconceptions as a result of which parents and teachers did not understand each other's positions. By providing effective communication channels and arranging for regular meetings, it was hoped to reduce such alienation. The programmes allow for increased contact, exchange of ideas, drawing up of a statement of intent for education and the holding of discussions on problems, solutions and failures in the classroom and school organization.

To direct the project, a School-Community Council (SCC), comprising an equal number of professionals (education) and members of the community, is established for each project school. Members are elected by the staff of each school and the community the school serves. Equal numbers of representatives from the school staff and the community are

involved in decision-making. Both parties are responsible for determining INSET activities to improve school practices. Both also undertake to organize all activities pertinent to INSET. The School-Community Council engages staff which include a project manager, community co-ordinator and curriculum specialists.

The first task of the project was the conducting of a needs survey, which was followed by the planning of INSET programmes. In most of the schools the emphasis is on cultural pluralism because of the ethnic/cultural mix. When schools encounter problems in integrating children from different racial or ethnic backgrounds, programmes are developed to assist teachers to relate more effectively to children and parents from different cultures.

To cater for diverse school and community needs a wide range of INSET methods is used. All activities are evaluated on a continuous basis through various phases of the project. The local education authorities are very positive about the model. The School-Community Councils are of the opinion that the greater the interaction between the school and the community, the more successful the INSET programmes are. Similarly, the more the participants in the INSET courses are engaged in the planning process of each course, the greater is the co-operation. Evaluators commented that the model reduced alienation between the school and the community considerably.

In Natal-KwaZulu, state-controlled schools, especially in the Black, Coloured and Indian communities, seem to work far too independently of the community. Historically the head offices of education departments have been the decision-makers. This could have

resulted in alienation between some education departments, schools, and communities. The model discussed may be used to advantage to strengthen bonds between communities and schools.

### 3.2.2.7 A CONCERNS-BASED ADOPTION MODEL

A major research undertaken in the USA in 1986 by the National Institute of Education throws more light on an INSET model designed to cope with change in schools. Developments leading to the research can be traced to the late 1950's when the Russians launched Sputnik. This led to a major examination and assessment of schools in the USA. As a result, vast amounts of funding, energy and time were given to the development of new curriculum in Mathematics and Science. The developers assumed that, if the curriculum was appealing and attractively packaged and offered to teachers at short orientation courses, success would be guaranteed (Hord et al. 1987 : 27). Unfortunately the frustration that teachers felt in attempting to introduce a radical approach to methodology, within a short period, caused many teachers to return to the old but familiar ways to teach Mathematics and Science.

Without establishing the reasons for teacher rejection, a new inquiry-orientated Science curriculum was introduced into schools. In doing so education planners realised that teachers needed more than a "packaged curriculum." As a result, the National Science Foundation conducted an experiment to provide INSET through various institutes. Through training in the use of materials and equipment it was expected that the new Science programmes would be more successful in schools.

A year after the INSET programmes were offered, an evaluation of pupils learning revealed that there was no significant improvement in test scores. The conclusion drawn from the results was that the programme was not suitable. For the third time a new curriculum was introduced, thus starting another annual cycle of INSET, with similar results. It was then realised, at a national level, that it might not be the curriculum which was a problem but the processes being used to effect changes in schools. Therefore, the Federal Government decided to ask the National Institute of Education to investigate educational change and improvement processes in schools.

The researchers in the investigation referred to above used a Concerns-Based Adoption Model (CBAM) in their investigation. Central to the project is a Change Facilitator (CF) who could be anyone in an education system, e.g., the officer in charge of INSET at head office, subject specialists, superintendents of education or curriculum co-ordinators. At the schools facilitators could be the principal, heads of department and teachers' centre heads. The Change Facilitator interacts between a resource system (the back-up for innovation) and the user system, e.g., the school. To ensure that an innovation is successfully introduced and used by teachers, the following five processes were developed as a part of the model: probing, intervention, innovation configuration, stages of concern and levels of use.

During the probing stage, the facilitator undertakes a situational analysis of the school, gathers information on teaching strengths and weaknesses, studies tests and examination results and examines the profiles of the staff. These are processed and ideas generated as solution to problems and for satisfying teacher needs. Teachers are consulted on these

activities.

Intervention takes place when INSET is introduced after consultation with the teachers. Thereafter, an instrument referred to as the "Innovation Configuration", is used as a focal point of the model. This comprises several check lists that are used both by the facilitator and teachers to identify and describe the various operational patterns of innovations that are introduced to a class. Check lists are also used to direct teachers on how to introduce, communicate, monitor and implement an innovation.

Another instrument that the CBAM uses is one that focusses on the concerns that teachers experience or express during change efforts. Seven stages of concern are provided on a check-list for the teacher to fill in. Some of these are "awareness, informational, collaboration and refocussing" (Hord et al. 1987 : 31). To supplement the check list, questionnaires, one-to-one conferences and a technique referred to as "open-ended" are used. The technique uses open-ended questions to which a group of teachers have to respond.

A diagnostic tool to determine levels of utilisation of a new teaching practice is also used. The tool can identify those still in the process of experiment with an innovation or those who have abandoned recommendations.

The researchers discovered that teachers naturally relate to change or improvement in terms of what it will mean to them or how it will affect their classroom practice. Teachers also want to know what changes in their own or their pupils' values, beliefs and

behaviour and how much preparation time will be required. Therefore, by addressing these concerns or questions in concrete, practical terms, facilitators communicated more effectively with teachers and reduced resistance to change.

The focus of facilitators was on individuals, innovations and the context in which change took place. The researchers established that school improvement was seen by many in terms of a new package. But after using the CBAM it was concluded by the majority that only people can effect change by altering their behaviour. Furthermore, it was established that effective change facilitators work with teachers in an adaptive and systematic way, designing interventions for their specific needs.

It was also clear that such needs exist in specific contexts and settings. Of interest is that if there is intervention in one aspect of a school it may produce unexpected results in another. Therefore, INSET programmes should, in addition to assisting individual teachers, consider the school in a holistic manner. In this regard managers of education should note that "individual development" through INSET and organization (school) development, both concerned with change, are seldom discrete but rather "dependable correlates" (Dillon-Peterson 1981 : 3). If each development operates in isolation the potential for significant change can materially decrease.

The final conclusion of the CBAM project was that teachers involved in the change process, from the planning stages, appeared to express or demonstrate an appreciable growth in terms of their skills. The point that is emphasised is that INSET course leaders should work with teachers and not "on them."

### 3.2.2.8 INSET THROUGH WHOLE SCHOOL REVIEW AND IMPROVEMENT INSET MODEL

Much has been written about one-shot or *ad hoc* type of INSET courses. Marland (1982 : x) in a foreword to "school-focussed INSET training" stated that "hitherto, in-service provision for teachers has been loosely matched to the needs of the profession and very rarely to the varied needs of schools." He concludes with the comment that school-focussed INSET shifts the emphasis from others determining teacher needs and individual offerings of programmes to an integrated approach through which the staff develops evaluation, planning and the provision of professional growth activities of the school. These are regarded as radical changes from the *ad hoc* courses offered by the inspectorate or teachers' centres.

Since teaching and learning take place at schools where teaching techniques are developed and problems relating to curricular matters arise it is in this context that all teachers should share the responsibility of continuous INSET and school improvement. The James Report (DES 1972 : par. 2.21, p. 11) avers that:

"...an active school is constantly reviewing and re-assessing its effectiveness and is ready to consider new methods, new forms of organization and new ways of dealing with the problems that arise."

Since the release of the James Report various studies, articles and books have reflected the need for whole school review, improvement and development. Strategies to satisfy such needs are offered by several writers : an action model or school-directed programmes (Morant 1981 : 51), management of school improvement (Glatter 1989 : 124), INSET

activities for the whole school (Bolam 1982 : 66) and new management techniques for creating excellent schools (Beare et al. 1989 : 252). These discussions point to whole school review and criteria for improving teaching and learning through new management techniques, organization development, better leadership, enhanced learning environment, school-based review, principals becoming change agents, external INSET support continuous evaluation and self-renewal and the development of teacher attitudes to life-long learning.

All these criteria, if included in a policy for school improvement can, through regular school review, contribute to structured on-going professional growth and development for teachers. This in turn could result in a better learning environment that may contribute to sound and well rounded education in what can be referred to as excellent schools.

Beare et al. (1989 : 252) pose the following fundamental questions that managers should ask when attempting to develop excellent schools: What constitutes an excellent school? In what ways can school principals and school communities act to enhance the learning environment of pupils? What responsibilities belong to system administrators and to government? What qualities, attitudes and values are necessary in principals and head teachers? What operational mechanisms and procedures can be adopted by schools to increase excellence in ways which are pertinent and appropriate for individual pupils and families?

Under a new government of national unity and the introduction of greater autonomy in educational decision-making at provincial government level one expects a profound shift

in the way communities will conceive school systems. Community pressure may lead to greater emphasis on whole school review, changing patterns in leadership and management styles and the planning, provision and evaluation of INSET programmes. To ensure that schools are responsive to such pressure, planned changes have to be effected through school-focussed INSET with external resource support. According to Morant (1981 : 51) the basis of planning any change affecting the work of a school revolves around four main questions: "Where are you? Where do you want to go? How are you going to get there? How will you know when you have got there?" Such planned change may be regarded as a generic term which includes innovation as well as renovation of existing practices.

From these questions a framework for a whole school review and improvement through INSET can be drawn up. Before drawing up aims and objectives ("where do you want to go?") a situational analysis ("where are you in a school") should be undertaken. These may include the identification of curriculum/organization problems, needs, opportunities and requirements. According to Morant (1981 : 55) these include the existing aspects of school organization and learning environment as well as the wider social milieu of the school and the teacher.

Skilbeck (1976 : 21-22) recommends a checklist, based on internal and external factors, to undertake a situational analysis. The internal factors include pupils, teachers, school ethos and political structures, existing curriculum and organization and material resources. The external factors are the education department, local education authority, school boards, other educational bodies, the local community, family and the needs of employers.

On the basis of the situational analysis conducted by a team comprising the principal or his deputy and volunteers from the staff the aims and objectives for the planned changes can be drawn up. This could be in the form of a statement outlining the content of the changes setting priorities, recommending strategies and procedures and offering a tentative time-table for action. Thereafter, resources necessary to achieve the objectives set have to be identified, developed or assembled. The availability of resources will determine the INSET activity.

After finalising the resources, the INSET activity is initiated. Morant (1981 : 57) who refers to this as the implementation stage draws attention to the difficulties that INSET organizers have in forecasting problems that may arise. Clear lines of communication may reduce some problems. Continuous feedback both from teachers and pupils also assists in correcting deficiencies and effecting modifications during this stage. It is only during the period of consolidation that the revisions to the programme can be minimised.

In the final stage of the model an evaluation of the INSET programmes is undertaken by acquiring and processing data or information. Essentially teachers should undertake the evaluation themselves since the programmes are designed for them. However, certain aspects of programme or types of INSET courses may require the services of independent evaluators from other sources.

Both formative and summative evaluation can be undertaken. The formative evaluation can commence during the development and implementation phases. This could be informal when course leaders meet during coffee or lunch breaks. Meetings could be

called specifically to review and assess progress (formal evaluation) during the implementation phase or after it. Formative evaluation provides a monitoring function to identify and strengths and weaknesses and prevent problems during the course of the INSET programme. Summative evaluation is done after the implementation phase and applies to all aspects of the INSET programme.

The following techniques may be used by teachers to collect information : interviews, questionnaires, observations, maintaining records and diaries and studying documents relating to the INSET activities (handouts, reading lists, correspondence between tutors and teachers and literature advertising courses).

The use of the whole-school review model may not be the panacea to all educational ills. It needs strong leadership and the ability to motivate staff to participate in INSET on a voluntary basis. Teachers need to sacrifice time and effort to develop partnerships in exercises that would improve their competencies.

In the whole school review process a school's immediate, medium and long-term INSET needs can be identified and prioritised. Thereafter depending on the resources available individual, personal, group and organizational needs can be satisfied. The process generated by the review model can "enrich the lives of teachers and school administrators so that they continuously expand their general education, their emotional range, and their understanding of children" (Joyce 1981 : 118). Hence a professional growth-oriented culture can develop side by side with the development of the school as an organization. Through self-renewal processes generated by the Whole School Review and Improvement

INSET Model can schools of excellence develop and be sustained.

However, there are several limitations that those who use this model can encounter. Finance and time are the two major ones. Attending courses in other venues can be expensive. So is the cost of engaging consultants. Visiting lecturers have to be paid travel and subsistence allowances. There is also the time constraint. If teachers are released during working hours to attend longer courses, classes will be unattended. The cost of the course increases when replacement teachers are appointed. Many courses will require other resources ranging from laboratories to Domestic Science centres. Most Black schools do not have such facilities. Despite the limitations, the Whole School Review and Improvement INSET Model has much to offer towards the effective management of INSET.

### 3.2.3 COMPARISON OF INSET MODELS

The models discussed belong to two categories: Traditional and Life-long Education Models. Campbell (1981 : 149-163) provides the relevant theoretical base for the two categories. The Traditional INSET and Deficit INSET Models are the least effective in contributing to desired changes in the school. According to Campbell (ibid) these models strongly emphasise remediation and large scale improvements to the system. The models neglect a holistic and developmental approach to individual teacher needs.

The major flaw in both the Models is that generally consultation is minimal in planning and offering INSET. The other problem is that the members of the inspectorate and not

the teacher assumes the role of change facilitator. This he does either through several classroom observations, examination of pupils' written work, teachers' records, senior certificate examination results or national curricula changes.

In order to disseminate change to all schools within a short period of time the members of the inspectorate offer courses to a limited number of representatives from each school. In the large group lecture-type courses teachers can be passive recipients. Van den Berg (1987 : 24-25) pointedly argues that the teacher, as the ultimate consumer, also holds the veto over the innovation product. Depending on the management support and motivation at school, the type of culture or ethos that supports innovation or change, the teacher may merely adopt but not implement suggestions from the inspectorate. This results in superficial changes that benefit no one. Where teachers are content with conventional or successfully tried methods they may accept the change and respond positively to the content aspect of the curriculum but not the suggested methodology. Such selectivity indicates that changes of this nature can be superficial and temporary.

The models which generally adopt the centre periphery and power-coercive approaches to effect change are unlikely to succeed as the innovations which the inspectorate devises and develops are introduced on the assumption that teachers are rational beings. As such it is assumed that they will accept whatever is offered at courses if it can be seen as a rational solution to their problems (Van den Berg 1987 : 16-17; see also, Bagwandeem 1991 : 145; Chin & Benne 1969 : 34). The effect of the change paradigm on INSET models will be discussed in greater depth in paragraph 3.4, page 123 .

The rest of the models ranging from the school-focussed type to the whole school review and improvement ensure that the processes involving INSET are more democratic, teachers articulate their needs and that their efforts are collaborative. Teacher needs are examined in the context (school and classroom) where problems exist. INSET approaches that suit the models reviewed are field-based and more individualised or applicable to homogeneous groupings. This is not always so with the Traditional or Deficit INSET Models which limit INSET methods to lectures and workshops. The other models reviewed draw attention to several INSET methods that can satisfy a wide range of teacher needs. If INSET is to be managed effectively, planners need to research and test the models reviewed and others for suitability or modification for local use.

### 3.3 INSET APPROACHES

In the absence of a sound data base upon which to determine INSET needs, programme developers tend to employ a variety of relatively simplistic staff development techniques to respond to current pressures for school improvement (Dillon-Peterson 1981 : 5). Surveys and questionnaires are some of the instruments that may be used to assess INSET needs. As they are expensive, time-consuming to administer and not very reliable, INSET planners have only limited statistical information upon which to devise effective teacher development programmes. Hence the criticism from Dillon-Peterson (*ibid*).

The lack of statistical information on teacher needs may be one of the reasons for course organizers limiting the INSET methods employed to lectures which are similar to large

group college-type of courses. In analysing INSET strategies in the USA, Dillon-Peterson (ibid) concludes that the leader-directed lecture presentation is the norm for staff development. She criticizes those using this strategy as they are seeking instant solutions to long-term problems that emanate from classrooms. A similar situation exists with some of the inspectorate in Natal-KwaZulu. Limited time and the shortage of funds dictate that large groups of teachers are met at central venues for INSET courses.

This sub-section reviews several INSET strategies which managers may use to supplement the popular lecture selective method. The conceptual framework for INSET discussed in the previous Chapter referred to the "Triple-I" continuum. The review begins with induction which links PRESET and INSET programmes and provides a valuable foundation for future on-going professional development.

The next method is selected to draw attention to the value of using research finding to ensure a change in teacher behaviour and improvement in pupil learning. Valuable educational research findings generally collect dust on library shelves. Elliott (1980 : 308) strongly supports action research which necessitates dialogue with the teacher. In doing so, such research involves him as a participant in the research process. The "Research-based INSET Approach" adopts an action-research paradigm.

The third method (secondment scheme) allows for dual objectives to be achieved. Outstanding teachers in the mid-career phase who may be demotivated as a result of limited promotion possibilities are not only given a new lease of life by being seconded to work with other experts and subject advisers in offering INSET to teachers but have

sufficient time to improve their qualifications. Though a limited number of teachers can be seconded every year, there is scope for a large number of teachers benefiting from INSET programmes.

A fair percentage of the time of the inspectorate is devoted to the supervision and evaluation of teachers who regard these visits negatively. To counteract this the "Inquiry, Observation and Feedback INSET Method" is included in the review. A wide range of techniques are used through interaction between the supervisor and teacher so that effective INSET could be offered.

Distance education is the last INSET method discussed. Facilities and resources are not adequate to provide contact tuition to over 12 000 teachers who require to improve their qualifications to attain the M + 3 status. Distance education supported by contact tuition is expected to play a significant role in both formal and non-formal INSET. The neglect of distance education to promote non-formal INSET by the inspectorate may be regarded as poor management.

The nature of this research restricts discussion to the above strategies only. Considering the various INSET objectives to satisfy a wide range of teacher needs other strategies such as coaching can be reviewed and tested by INSET providers and researchers. By using the most suitable method INSET providers can ensure greater success in achieving their objectives. A wider range of methods also means that the pool of human resources is increased and supports the limited staff in the inspectorate.

### 3.3.1 INDUCTION

Despite extensive support for induction, financial constraints and, in some cases, the absence of policy direction have prevented education departments in the Republic of South Africa and elsewhere from giving this approach the attention it deserves (DES 1972 : 50; Boyce 1981 : 18-20; Hartshorne 1985 : 14; Neil 1986 : 58-67; Rossetto & Grosenick 1987 : 50-52).

In 1972 Lord James, the Chairman of the Committee of Enquiry into Teacher Education and Training in England and Wales, recommended that teachers, in their first year of teaching, should be given substantial opportunities for further education and training (DES 1972 : 67-68). His statement continued that there should be a period of systematic induction with proper supervision and support, reduced teaching load, time for visits to "professional centres" and time for reflection and study.

The James Report (DES 1972 : 67-68) also recommended that positive attitudes to life-long learning and the need to up-date oneself through INSET activities should be developed and entrenched in the first year of teaching. If this is promoted efficiently teachers will not rely only on knowledge and training gained in the PRESET period.

Wesencraft (1982 : 142) maintains that induction is a part of staff development and the foundation for subsequent INSET. The provision of induction programmes prevents the sharp break that tends to exist between initial training and the first year of teaching when a young teacher has to contend with a host of didactical and pedagogical problems on his

own and also has to respond to departmental requirements, a full teaching load (twenty two and half hours per week in South African schools) and a host of extra-curricular duties. His position, in certain schools in this country, is further exacerbated when he has to teach in a hostile environment, especially in socio-economically depressed areas and Black townships, which are caught up in endemic violence.

In contrast in England and Wales, in the mid-Seventies, teacher tutors were appointed by some education authorities to offer INSET to the beginner teacher. However, financial stringencies restricted such appointments to a few schools.

Singh (1988 : 137), in his research into the induction of beginning teachers in the House of Delegates, concluded that there were no systematic school or system-based (departmental) activities for the induction of the beginning teacher. Neither was a policy for the implementation of an induction programme available in the Education Department or in the schools; nor was training given to heads of department to undertake induction programmes.

Writing about induction strategies, Burke (1987 : vii-xi) rejects one-day workshops or "one-shot" programmes as a narrow view of support for probationers who need sustained assistance over a long period. He recommends an induction - renewal - redirection approach (Figure 3.1)

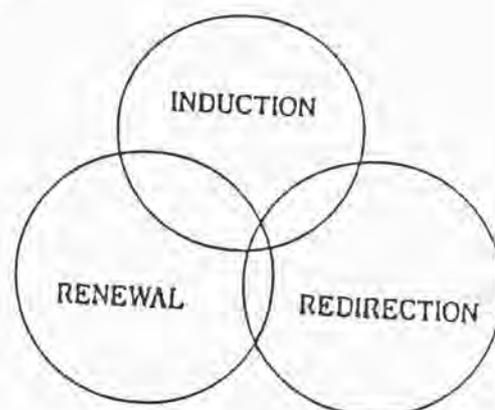


FIGURE 3.1 BURKE'S INDUCTION STRATEGIES  
(Burke 1987 : ix)

Burke (1987 : viii) defines induction as a sum total of all the INSET activities and experiences appropriate to the new expectations and opportunities continuously confronting professionals in education. Hence, as a continuous process induction becomes an intensive developmental effort.

The experiences in the induction phase can be directed observations of classroom situations, unique experiences inside and outside the school, the transferring of the different locations of teaching and learning, as well as observing educators with different responsibilities and discussing, planning and adopting new curricula materials.

Renewal involves a complexity of processes essential to programme vitality and a guarantee that improvement will be a continuing process and an individual realisation. Redirection is a teaching technique to meet the need for change by an individual to fit a mould that may be a norm in society. According to Burke (1987 : ix), redirection stimulates self-reliance, vitalises confidence in creative ability and gives the assurance that improvement through development is the benchmark of excellence for educational personnel and programmes.

In conclusion, Burke states that it is reinforcement and interaction of the three thrusts, viz., induction, renewal and redirection, that make teacher development the appropriate designation of continuing improvement.

Burke's strategy ensures the structuring of a firm foundation, in the probationary year, for life-long learning. The empathy, motivation and support for a young teacher in the first

year of teaching, contributes much to developing a positive attitude to continuing education and self-development later in his teaching career.

### 3.3.2 A RESEARCH-BASED INSET APPROACH

The State of California, e.g., has successfully used a research-based INSET method to provide for collaborative professional growth. The method allowed teachers to share their concerns and knowledge. During the INSET sessions, adequate time was allowed for reflection and experimentation in a positive, supportive environment (Mohlman et al. 1982 : 16-20). The goal of the method was to change teacher behaviour in the classroom through research findings. Such changes were intended to improve pupil learning.

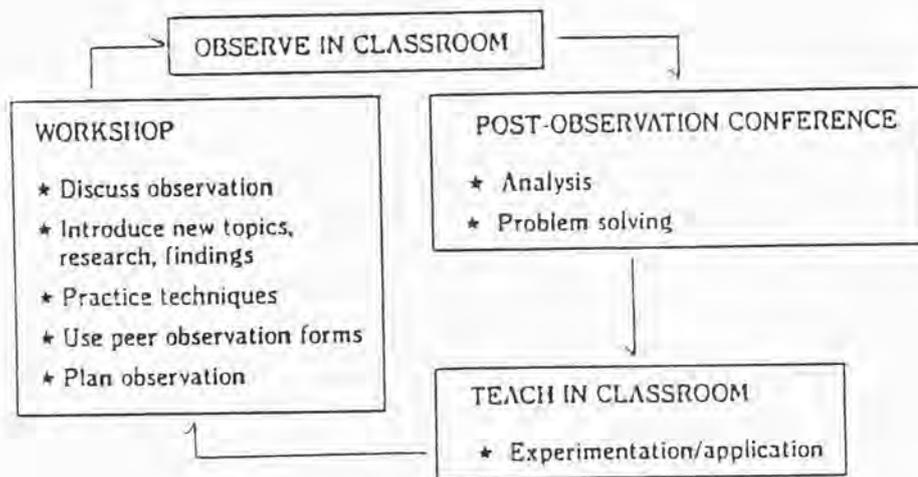
Much ground work went into the pilot project. First, the California Department of Education compiled a list of teacher needs, training topics and exemplary (tested and proven) INSET programmes, based on the recommendations of staff developers, teachers and researchers drawn from all parts of the State.

Secondly, for the training, fifteen years of research findings were studied and it was concluded that effective teachers of basic learning skills are good classroom managers, who design lessons to achieve objectives and have positive expectations that pupils can learn.

The INSET team commenced with research on "time on task" and classroom management skills. Thereafter, it considered effective sequencing of instructional activities and the

differential treatment of pupils as related to teacher expectations. Finally, it analysed long term planning of classroom instruction and its effects on pupils, by emphasising the quantity of time spent on learning and its effects on the quality of that academic time. Taking its cue from the internationally acclaimed Rand studies that long term training efforts are more likely to succeed than short-term ones, programmes were designed and offered over several months.

A presentation - demonstration - practice - feedback - coaching format was adopted. In small-group situations problem-solving techniques and conferencing were encouraged. The cycle commenced with peer group observation in the classroom. This was followed by a post observation conference which included analyses of outcomes and a discussion on how some of the problems might be solved. Thereafter, experimentation and application of new practices in the teachers' classrooms were undertaken. In contrast with the "one-shot" type course, a series of six small-group workshops (10-14 participants) were offered three weeks apart. The time-scale allowed participants adequate time to discuss the "nuts and bolts" of making changes in their classrooms and to share with others how the new techniques worked for them. Figure 3.2. sets out the cyclic nature of the research-based INSET approach.



**FIGURE 3.2 : A RESEARCH-BASED PROCESS FOR INSET**  
(Mohlman et al 1982 : 18)

The workshop sessions included five major activities. The first session opened with a discussion of peer observations conducted between the workshops. The second item on the agenda was the introduction of the main topic for that session, e.g., classroom management. Highlights from relevant research were presented and discussions followed. In the fourth activity participants learned how to use the peer observation sessions, filled out feedback forms, and were asked to read articles that clearly summarised the research related to the next workshop topic.

The course organizers considered the process of peer observation to be critical to the success of this training method. To remove teacher anxiety that might be caused by colleagues observing them, observation techniques focussed on the pupils.

Following upon the workshops, teachers were encouraged to conduct a short

pre-observation session. Thereafter the participants started the cycle for the second time.

The workshop sessions offered teachers sufficient scope to modify some of their teaching practices and to monitor the results.

The processes discussed here form a collaborative professional growth approach in which teachers may share their concerns and knowledge and in which reflections and experimentation are encouraged in a supportive atmosphere.

The INSET method discussed has merit for several reasons. Teachers can share their concerns and knowledge; reflection and experimentation are encouraged in a supportive environment; the collegial spirit generated re-inforces the improvements in teaching methods. These factors are not usually considered or promoted through the traditional lecture type, large group INSET programmes.

The success of this method depends on several factors. First, teachers' attitude to new strategies is critical to the method being accepted. The management staff of a school should not regard the introduction of this method as disruptive to their normal programmes. Secondly, key personnel from each school should be trained in the various techniques that make up the strategy.

### 3.3.3 SECONDMENT SCHEME

The Oxfordshire Secondment Scheme is a highly innovative INSET strategy developed by

the Oxfordshire Chief Education Officer and a committee of teachers, advisers, administrators and representatives of professional agencies (Brighouse 1981 : 10). The committee saw the need for a two-year secondment for outstanding teachers in the mid-career phase. With limited promotion possibilities for all the teachers in this phase, the INSET planners hoped to motivate participants by taking them out of the classrooms and offering them a more challenging and creative opportunity.

During the two year period, a teacher worked three terms outside his own school with the LEA's subject advisory team and the Oxford University's Department of Education Studies' staff. He taught alongside other teachers, engaged in subject advisory or research work in several schools. An additional three terms were spent in his own school with some opportunity to continue studies at the University.

During the two year period some teachers acted as consultants to schools to promote their specialist subject. Adequate time was also made available for the teacher to study and pursue research which would lead to a dissertation for an advanced diploma in education.

This approach allows for "good practice" to be disseminated to a large number of schools. Allowance is also made for the interchange of ideas and adequate scope is provided for school-focussed INSET. The "acquisition of a corpus of knowledge based on research and contained in the dissertation necessary for the award of a diploma could form the basis of practical advice which is made available to all teachers in the country" (Brighouse 1981 : 10). The services of the seconded teacher to offer INSET at schools (during the period of secondment) and later at a teachers' centre contribute not only to his

professional growth but to the development of teachers with whom he works.

Of significance here is that mid-career teachers, with family and "home" commitments, are provided with opportunities not only to improve their qualifications and salary but are given a new lease of life by serving as course leaders.

A close study of this approach reveals several problems created by the nature and extent of the secondments. First, the failure to be accepted by some colleagues who resist change can cause resentment among teachers. Secondly, the long period of absence from one's school may cause problems for the school itself and the seconded teacher. Thirdly, if successful, the seconded teacher may return from the course with over ambitious expectations. Finally, there is the demoralising feeling of failure for the few who do not secure further qualifications. However, the disadvantages are outweighed by the advantages.

The secondment scheme can be introduced into the proposed Natal-KwaZulu education system, especially to promote subjects such as English, the Sciences and Mathematics. Considering the very small number of subject advisers in some departments and the complete absence of advisers for several subjects in the KZDEC twenty teachers could be appointed over a two-year period to undertake the promotion of INSET while studying for further qualifications. The rotation of outstanding teachers over cycles of two or three years can contribute much more to the development of the teacher who is performing below expectations, and improve learning in the classroom.

### 3.3.4 THE INQUIRY, OBSERVATION AND FEEDBACK (IOF) INSET METHOD

The Inquiry, Observation and Feedback (IOF) Method is based on a report, following a survey, conducted by supervisors of education in the USA. The results indicated that supervision should not imply only evaluation, which does no more than rate teachers (Thoms 1979 : 11-13). Supervision should be undertaken so that teachers may be assisted to improve through INSET activities.

Rameshur (1987 : 93-94), in his research on "Heads of Department in Indian Secondary Schools : Management Problems and Trends", highlights the negative connotations of the supervision and evaluation of teachers. He contends that the evaluative function of report-writing requires the head of department to assume a judgemental superordinate stance which alienates him from his teachers and makes staff development and INSET difficult to implement. He recommends a power-sharing collegial INSET method, which Thoms (1979 : 11) refers to as the IOF approach. This method, which follows a supervisory visit to a teacher, is regarded as an interactive process that promotes professional growth through co-operative and reciprocal relationship between teacher and observer. Such a relationship involves accepting and nurturing the professional integrity of the individual by emphasising the assistance given.

Central to this method is the staff developer who could be a consultant, the head of department or the superintendent getting to know the teacher by establishing his strengths, perceived weaknesses, needs, interests, aspirations, problems and concerns. He could do this by an interactive relationship so that any personal biases, expectations and goals are

uncovered and not concealed. The information could be obtained through discussions and interviews with the teacher, by using instruments such as needs assessment inventories and attitude surveys, by listening to focussed discussions with teachers and through classroom observations.

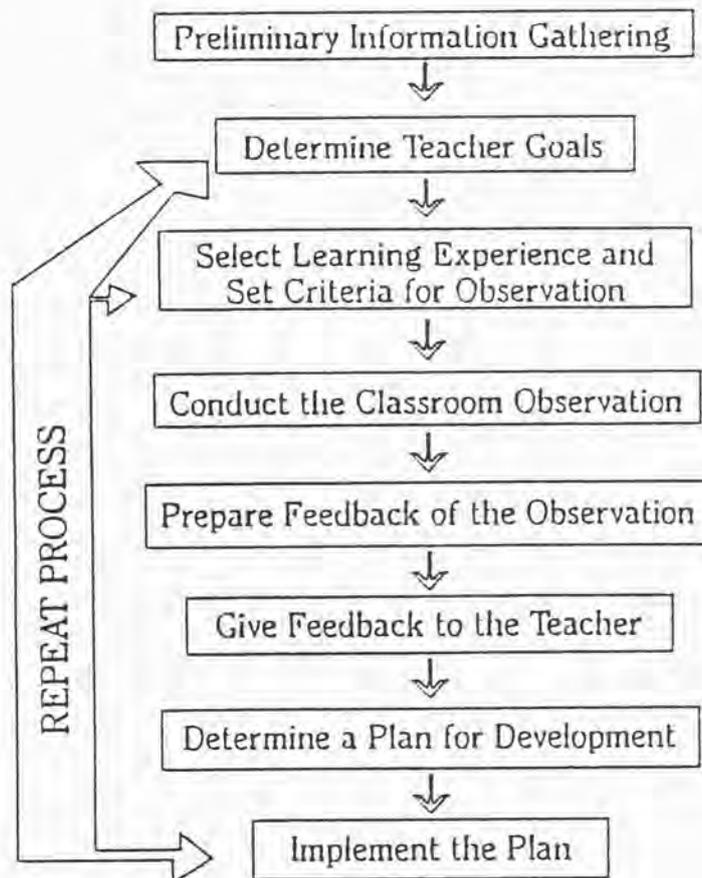
In encouraging an honest exchange of ideas, expressions of feelings, preferences and perceptions of the teaching-learning process, the staff developer may be promoting an objective judgemental interaction with teachers. In this way tension would be reduced and fear and anxiety dispelled.

Having created an atmosphere of trust and established a constructive relationship, the method of observing, analysing and providing feedback can be used to promote effective professional development.

The success of this method depends on both parties (the supervisor and the teacher) selecting the behaviours or competencies to be observed and determining the criteria for the success of the observed performance. Agreement has to be reached on what is to be observed and how it is to be recorded. Ground rules for the teachers' movement in the class and handling of questions have to be established and finally a time must be set for the observation.

The IOF INSET method is time-consuming as the supervisor can offer INSET to only one teacher at a time. The method will be beneficial to the inexperienced teacher and teachers who are teaching subjects for which they did not receive training. Figure 3.3

describes the various steps in the method.



**FIGURE 3.3** A METHOD FOR STAFF DEVELOPMENT THROUGH INQUIRY, OBSERVATION AND FEEDBACK. (Thoms 1979 : 13)

### 3.3.5 DISTANCE EDUCATION INSET METHOD

INSET, both formal and non-formal, may be offered through distance education techniques. In this country, the University of South Africa has been the leader in the field

of distance education. In Britain the Open University has been offering successful teacher education programmes through distance education for over two decades. Similar strategies have been adopted in several countries including Australia, Canada, Botswana, Malawi and Ghana. The Zintec INSET project in Zimbabwe uses the method with a measure of success. This project is discussed in detail in Chapter Five, par. 5.6.1, page 229.

Yule (1987 : 2) defines distance education as any form of tuition that is undertaken away from the campus of the institution offering the service. This is limiting, when one compares Wolfson's (1987 : 54) definition:

"...a mode of teaching or learning which, for most part, allows students to choose the time, place and circumstances of learning. It requires the design, production and delivery of self-instructional materials and the provision for student access to educational resources designed to support independent study."

Moore (1973 : 664) clarifies in the following definition the type of self-instructional materials that may be used in distance education:

"Distance teaching may be defined as the family of instructional methods in which the teaching behaviours are executed apart from the learning behaviours, including those that in a contiguous situation would be performed in the learner's presence, so that communication between the teacher and the learner must be facilitated by print, electronic, mechanical or other devices."

Sewart et al. (1988 : 1) identify three types of activities that organizations, offering distance education, should be involved in, viz., the development of self-instructional study material (courses printed or recorded in self-contained or study-guide type unit), teaching at a distance by comments on students' work, submitted per telephone or on audio-cassettes, as well as counselling and general support of student's work by the same distance study media. Wolfson's (1987) and Moore's (1973) definitions include such

activities. Counselling and general support may be given by face to face contact or in group meetings. UNISA has provided regional centres, which include libraries, to offer off-campus support to students.

Of importance to the successful use of distance education are the techniques used in preparing lecture notes and tutorials and library support. Study guides should be student-centred, and should activate interest, motivate learning and provide opportunities for practice. The design of the course should allow for individual differences and enable a student to be the manager of his own learning (Adey et al. 1987 : 60).

The study guide should differ from a textbook by assisting students through the learning process. This could be achieved through manageable units, divided according to study time and clearly set out objectives. Individual tutorial letters containing criticisms and assistance are extensions of the study guide. Tutorial letters, containing general comments on how all the students fared in an exercise and guidelines for success, also increase learning.

Depending upon the subject matter, print medium may be supported by audio and video tapes, video-disc, computer programmes, the telephone, facsimile, radio and television, all useful for student/tutor interaction. UNISA uses a personal tutor scheme. Each tutor attends to 400 students through personal interviews, tutorial letters and telephonic discussions to resolve problems.

Technological developments have made the telephone an easily accessible and effective

communication medium in distance education. Up to six lines can be linked up simultaneously to allow for teleconferencing. The loudspeaker telephone ("RAFT") can allow up to ten students to listen to a lecturer.

The electronic mailbox is an advancement on the telephone answering machine as it can handle more than one call at a time. Toll-free telephones enable students easy access to a lecturer. Facsimile machines also allow for typed and graphic materials to be transmitted electronically and received immediately.

Distance education has relevance for INSET in the Republic of South Africa, especially when one considers that approximately 146 455 teachers require to improve their qualifications to the M+3 level. In Natal-KwaZulu schools there were 12 489 teachers who fell into this category (Jacobs 1992 : 27/61).

Correspondence courses and distance education methods, to improve teacher qualifications, are being offered successfully by the University of South Africa which has a branch office with full-time student support service in Durban, by Vista and Rand Afrikaans Universities, Springfield College of Education, Natal College of Education and the Umlazi College for Further Education. TECHNISA offers certificated courses to lecturers from technikons and technical colleges and teachers from technical secondary schools. Damelin College, Access College, Lyceum College and the INTEC institution are part of a private college group that are offering INSET courses. They belong to the Association of Distance Education Colleges.

UNISA offers a range of diplomas to teachers who are qualified. The entrance requirements for each diploma vary. Teachers may also improve their qualifications by pursuing the Honours, Masters and Doctoral degrees. Vista University was established in 1982 to cater for the university needs of urban Blacks in the Republic of South Africa (Vista University 1989). To avoid duplication the DET's section responsible for further training was transferred to Vista University in 1982. To support the distance education mode, the University established teaching centres in Black areas for contact tuition.

The Natal College of Education, Umlazi College of Further Education and Springfield College of Education offer primarily, certificated INSET courses to satisfy the special needs of education departments and teachers in Natal-KwaZulu.

A review of the organization of INSET courses by the various colleges in Natal-KwaZulu indicates the absence of co-ordination which is essential for a structured approach to upgrade teachers within a short period. Co-ordination also prevents unnecessary duplication of courses. In 1981, the de Lange Commission (HSRC 1981 : 23) recommended a nationally co-ordinated effort to improve INSET through distance education. Several years later, the HSRC Work Committee on INSET (HSRC 1985) made strong recommendations on the same issue.

In 1986, the KwaZulu-Natal Indaba was organized to investigate a regional government for the Natal-KwaZulu region. The Education Committee of this Indaba recommended the use of distance education to upgrade teacher qualifications (KwaZulu-Natal Indaba 1986 : 34). Five years later the Educational Renewal Strategy Discussion Document

recommended that the South African Council for Education should advise the Government on the use of distance education to promote INSET as well as PRESET (DNE : 1991 : 31). The Council was a statutory body that advised the Minister of National Education on all educational matters. It was this recommendation that prompted the Department of National Education and the policy-making Committee of Heads of Education (CHED) to establish an inter-departmental committee to undertake research overseas into distance education. The recommendations made by this Committee were studied by the Committee of Education Ministers, but no decisions were taken. The Heads of Department of the HOA, HOD, HOR and DET served on CHED.

It is hoped the MECs in charge of education will consider the introduction of distance education to promote both formal certificated and the non-formal non-certificated INSET courses which can benefit from television and radio services and technology from the telephone to print media. Through a wider range of media more teachers, especially in rural areas, can benefit from INSET programmes.

#### 3.4 THE EFFECT OF THE CHANGE PARADIGM ON INSET MODELS AND STRATEGIES

The success of INSET is based on the change paradigm rationale which depends, to some extent, on the need for an educational system to keep up with the anticipated changes in the wider society and for schools to relate to changes in their local communities. If INSET models and strategies are to be successful, teachers should adopt a positive attitude to change, and management should support change by providing a caring, supportive

environment. Those managing INSET should also understand the theories of change.

Hofmeyer (1988 : 9) asserts that:

" ...a considerable amount of INSET is based on the need for the educational system to keep up with and anticipate changes in the wider society and for schools to relate to changes in their local community."

In a literature survey on INSET, it was found that a major theme that writers and researchers selected for journal articles and studies was change (Hofmeyer 1988 : 17). The reason for this is that change is the focal point of INSET. Such change may be related to the teacher, the curriculum, the organization of the school or classroom and management styles.

Over the years educationists have tried through INSET to bring about changes through, *inter alia*, the following programmes: use of new educational technology, mainstreaming, bilingualism, new Mathematics, life-skills, school management, reduction of teacher stress and environmental education. Fullan (1982 : x), writing about these INSET programmes offered in the USA and Canada, concludes that "the benefits have not nearly equalled costs and all too often the situation has seemed to worsen." In Natal-KwaZulu very limited evaluation of INSET has been undertaken to arrive at any conclusions.

However, several reasons may be advanced for Fullan's conclusions. These are: the lack of clarity about the goals of a school, poor leadership in schools, limited or no knowledge of the theory of change in the school context, superficial understanding of the meaning and dynamics of change, limited background to change strategies and teacher resistance to

change.

Clarity about the goals of change in education can be obtained when there is clarity as to what schools are supposed to do. This may not be simple as schools can be many things to many people. Furthermore, society's expectations of teachers and schools are obviously undergoing significant changes, especially in Natal-KwaZulu. Despite these factors there has to be a consensual basis and understanding by all involved in education as to what is expected of schools. Fullan (1982 : 10) synthesises the two main purposes of schooling as follows:

"...to educate students in various academic or cognitive skills and knowledge, and to educate students in the development of individual and social skills and knowledge necessary to function occupationally and sociopolitically in society."

In contrast to Fullan's objectives which provide for a holistic and well-rounded education programme, Dennison and Shenton (1987 : 21), writing about challenges in educational management, claim that the dominant concern in many schools is knowledge transfer. One can assume that, though schools may have lofty ideals to achieve the ultimate goals, circumstances dictate an emphasis on syllabus completion, content mastery and outstanding examination results. If teachers' competence and schools of excellence are judged in the main by Senior Certificate Examination results, the objectives of INSET and change will be directed to this end. Such product-oriented education will contradict the objectives of schooling as proposed by Fullan (1982 : 10). His objectives may be more difficult to evaluate but they are educationally sound. Despite this drawback managers of INSET can effect changes if objectives and goals of schools are clearly enunciated and communicated. To ensure success such goals ought to be jointly determined by managers, teachers and

parents.

Having set such objectives through consensus managers and providers of INSET, including principals, should ensure that the ecology, culture or ethos of the school is receptive to change. Thereafter the necessary resources and support should be provided to sustain change. This is a difficult aspect of INSET as each school depends on the quality of leadership of its head and the priority he gives to the various forces competing for his attention. Administrative matters, office routine, financial management, meetings with staff and parents, supervision and school discipline take up much of his/her time. As a result there is a tendency to neglect developing and sustaining a culture to support change.

Fullan (1982 : 131) regards the statement "the principal is the gatekeeper of change" as an empty one. He also refers to Wolcott's (1973) pioneering ethnographic study of principals and the research of Morris (1981 ; see also Weindling & Earley 1989 : 93) which indicate that the main role of the principal seems to be maintaining stability and little attention is given to programme changes. In contrast one of the findings of the National Foundation for Education Research (NFER) study, (Fullan 1982 : 131) states that of 250 newly appointed heads in England and Wales the majority played a significant part in innovations. However, researchers did not compare the role of principals who were settled into the posts for several years. According to the study the possibility exists that newly appointed principals tend to make an impression by initiating changes, many of which are superficial or cosmetic, e.g., changing the format of record books or the colour of the ink that teachers should use. Dennison and Shenton (1987 : 70) criticise those newly appointed principals who tend to concentrate upon job redefinition and finding new

ways of completing the tasks associated with their new posts. By seeking to prove that they are good managers they generally overlook the complexity of the change paradigm and the factors relating to sound principal-staff relationships.

Other studies also refer to the key role of principals as leaders in schools of excellence. Berman and McLaughlin (1977 : 124) in the Rand Study of Programmes Supporting Educational Change in 300 school districts in the USA conclude that "projects having the active support of the principal are the most likely to fare well." In England and Wales the education authorities also conclude that the quality of leadership of the headteacher determines the quality of education.

If INSET is effectively managed the principal, through regular participation in specially designed programmes, can develop his requisite management skills to become a successful change facilitator. This can give practical clarity to the generalisation that the "principal is the gatekeeper to change."

If INSET is to succeed in effecting the changes necessary to achieve a school's educational objectives, there are certain pre-conditions : understanding the meaning of change, implementing the change and developing a school culture to support change. Teachers can encounter problems when a new programme, e.g., curriculum change is introduced by an education department without mutual understanding as to what is happening and why. Fullan (1982 : 78) argues that the crux of change involves the development of meaning in relation to a new idea, programme or set of activities. Further, Fullan (1982 : 4) also states that "one of the fundamental problems in education today is that people do not have

"a clear, coherent sense of meaning about what educational change is for, what it is and how it proceeds." This can apply to the change agent and the teacher both of whom seldom consider the multi-dimensionality of change. When the objectives of change are clearly communicated and understood by both parties, the chances of INSET programmes succeeding are greater.

The meaning of change becomes clearer if its multi-dimensional character is understood. There are three aspects to this : the use of new or revised materials, concomitant changes to methodology to suit such materials and a change in one's beliefs relating to the new programme. According to Fullan (1982 : 31) no significant change takes place if all dimensions are not satisfied. The possibility exists that new curriculum materials may be used without a corresponding change in methodology. If this happens INSET could be a failure. Meaning also becomes clearer if managers of INSET realise that responses to change will vary from teacher to teacher and between groups of individuals and schools.

Implementation of change depends on a range of factors and variables. Foremost is the teacher and his attitude to change. Coupled with this is the principal's leadership role in managing change and innovation. These, together with a supportive school climate and ethos, are critical for the success of implementing change.

Bradley (1987 : 194) draws attention to other important factors that should be considered when implementing change in schools. Foremost, teachers should be aware that there is a problem or need for change. Such awareness can be heightened through self-evaluation, observation and the sharing of classroom activities. Following the awareness phase,

teachers should be willing to react positively to the introduction of change. This reaction may depend on the type of previous support given by principals when other educational problems had to be solved. Implementation can be affected by negative external pressures especially if they are not in the teachers' or schools' interests. In considering these factors it is critical to differentiate between implementation and adoption. Adoption is the decision to use an innovation and implementation is the "actual use of an innovation or what innovation consists of in practice" (Fullan & Pomfret : 1976 : 36).

School climate or ethos is the name given to the atmosphere which develops from the ways in which the headteacher and staff work among themselves and with pupils (Dennison & Shenton 1987 : 93; see also, Finlayson (1973 : 188-194). Finlayson (ibid) isolates six factors which influence school climate : the spirit of co-operation and teamwork, the effectiveness of the communication system, the degree of commitment and loyalty of staff, the effectiveness of conflict resolution, the extent of participatory decision-making and the degree of mutual confidence between the principal and staff and between staff and pupils.

Despite who the change agent is (inspector, principal, head of department, head of teachers' centre) and where the INSET activity takes place, the implementation is at the classroom level. Therefore, the key determinant to the success of any change programme is the supportive environment of a school (Hofmeyer 1988 : 61).

A principal can create such an environment through a school improvement policy which Glatler (1989 : 125) refers to the following quotation by Miles & Ekholm (1985) as:

"...a systematic, sustained effort aimed at change in learning condition in...schools, with the ultimate aim of accomplishing educational goals."

Through such a policy principals can undertake whole school review to determine changes required by establishing INSET needs, order priorities, confer with teachers, plan programmes jointly, arrange for the delivery of courses and provide the necessary pastoral care and on-going support. A school improvement programme can enable a principal to share a common vision and jointly develop strategic plans to achieve predetermined goals. Through shared values, a supportive and motivating environment can be developed. Similarly through shared beliefs, a common vision and a collaborative school management style, teachers can cope better with change arising from INSET.

An understanding of change strategies is essential to effectively promote INSET. The oft quoted change strategies are that of Chin & Benne (1969) and Havelock (1969). The following basic approaches are identified by Chin & Benne (1969 : 34-59) : power-coercive strategies are dependent on access to political, legal, administrative and economic resources which are then deployed to change teachers; empirical-rational strategies assume people are reasonable and will respond best to rational explanation and demonstration; normative/re-educative strategies assume that effective innovation requires a change of attitude, relationships, values and skills and therefore forces within the client system have to be activated. Van den Berg (1987 : 16) and Houghton et al. (1975 : 392-395) refer to these approaches in their publications on INSET.

Havelock's (1969 : 61-64) models of change are referred to as the Research, Development and Diffusion (RD&D) Model, the Social Interaction Model and Problem-Solving Model.

Briefly the RD&D Model may be typified as reflecting a centre-periphery strategy (Van den Berg 1987 : 17). In this method innovations are designed and developed centrally and presented to teachers who are regarded as rational persons who acknowledge a curriculum package or new method as a rational solution to their problem.

The Social Interaction Model rests on several assumptions. The individual user belongs to a network of social relations which have a major influence on his behaviour as far as adoption is concerned; the rate of acceptance of innovations depends on where a person is in the network (central, periphery, isolated); "informal personal contact is a vital part of the influence and adoption process" (Van den Berg 1987 : 17); the two major predictors for the adoption of innovations are group membership and reference group identification.

The Problem-Solving Model is based on the assumption that the user has a specific need which an innovation can satisfy. The processes involved are establishing the needs, diagnosis, searching for solutions, evaluating possible solutions and selecting the best, implementing the change, evaluating, revising, institutionalizing and diffusing to others.

Both the RD&D Model and the power-coercive strategy (Chin & Benne 1969 : 34-59) may be typified as centre-periphery strategies. Essentially, managers of INSET plan and design and develop at the centre and present innovations to teachers. They may also assume that the target group is rational and will see the solution to their problem as a rational one. The drawback in this strategy is that managers assume that the solution offered through INSET will satisfy all the participants in a programme. The innovations

do not necessarily consider the various school environments.

There are also similarities between the normative/re-educative strategies recommended by Chin and Benne & Havelock's Social Interaction Model. Both highlight the importance of the context within which the target group of the innovation has to operate. The context is the school which varies in its support for change according to the leadership offered by principals. Havelock's model emphasises the aspect of diffusion from person to person through an education system. The focal point of the Problem-Solving Model is the user of the innovation. External change-agents are often used in this model with emphasis on collaboration which the power-coercive strategy does not provide for.

The essential difference between all these models and strategies is the "ownership" of the innovation. According to Van den Berg (1987 : 18) in the RD&D Model, the Social-Interaction Model, the power-coercive and normative-re-educative strategies, the innovation is seen as belonging to change agents other than the target group for whom it is being developed. This creates a problem for the management of change as suitable strategies have to be developed to ensure that teachers who are the users of innovation accept what is determined for them. This is a formidable task for many managers of INSET who have to change their own styles of leadership and develop and promote INSET models and strategies that will shift ownership of courses from the inspectorate to the teachers.

Much of the Traditional and Deficit INSET Models use the RD&D and power-coercive strategies to effect change. In effect the basis of these models and strategies is Campbell's

Cult of Efficiency Model which sees INSET as a form of control. Innovations are designed for teachers by the inspectorate in situations far removed from where the problem exists and presented at regional venues. Several educationists have warned about the limited value of such innovations presented through INSET (Henderson & Perry 1981 : 2-3; Van den Berg 1987 : 18; Thompson 1981 : 194).

Such limitations can be overcome by using the School-Focussed Model and related INSET strategies that consider collaborative involvement of teachers in decision-making. Hoyle (1980 : 94) cites the findings of Lawrence's 1974 review of 97 studies on INSET programmes which conclude that school-focussed INSET programmes are successful in positively influencing "complex behaviour changes and teacher attitudes." In Natal-KwaZulu, Hardman (1990 : 8) also re-iterates the need for ownership in Science INSET programmes designed and offered by the non-governmental organizations (NGOs).

The various change strategies briefly referred to processes that can effect "lasting installation of a particular innovation" (Huberman 1979 : 65). To achieve success, the processes must consider the type of innovation, the phases in the change paradigms, the background of the target group and the nature of the context in which the change is to take place. There is no one type of strategy that can be applied to promote all types of innovation. Certain combinations are recommended.

Despite the pre-conditions for change schools are known to be conservative and can resist pressure to modify practices. Huberman (1979 : 25) notes that education systems are more resistant to innovation than business enterprises and that teachers are more difficult

to change than farmers. If change has to take place to enable schools to achieve their objectives, the managers of INSET ought to identify and reduce factors that resist change. Huberman (1979 : 25-33) discusses twenty-four such factors. Those relevant to this study are discussed briefly.

Teachers may resent changes that are introduced without consultation. Some may reject such changes or, to prevent confrontation with principals or inspectors, engage in superficial temporary changes. Teachers also fear certain changes that will reduce control of their classes.

The overcentralization of education systems can slow down the rate of change. Multi-level decision-making and bureaucratic administrative constraints which act as filters can demotivate professionals who serve as change-agents. Huberman (1979 : 26) regards this as incompetence of non-professionals.

An underdeveloped scientific base for innovation in teaching can negatively affect change. Some new practices arising from INSET are not always backed by scientific research. Several learning theories are not sufficiently developed and may not be compatible with most learning environments. In effect, an incomplete link between theory and practice can also cause rejection of innovations. Unsympathetic or conservative heads of department and principals may not support change for fear of failure or that they may be more comfortable with the *status quo*.

From the foregoing it is evident that change especially in education is a complex process.

A thorough grounding of INSET models and strategies alone cannot guarantee positive changes. There is a need for more research, development and understanding of the theory of change, meaning and dynamics of change, school leadership and change, the nature of the institutions adopting change, change strategies, sustaining change, resistance to change and means to overcome such resistance through effective management of INSET. Dependence on large group lectures and workshop strategies alone can have limited effect on change. Major research, development and literature on educational change are of Canadian, American or European origin. Without the necessary local research support one can assume that Eurocentric principles may not apply to the majority of Natal-KwaZulu schools that have pupils with a Zulu culture.

In applying the various INSET models and strategies managers should bear in mind the following : anyone in the education system can be a change facilitator. If those in the upper echelons of the hierarchy can change it can have the domino effect at school-level.

- x) Change is a process and not an event: delivering a programme at a course is an event but the process through teacher-support of various types can take a long period. As change is accomplished by people, the individual (teacher) should be the focus of attention and his autonomy and security should not be threatened; moreover, improved practice can only take place in a supportive school environment which may also have to change. As change involves development and growth, teachers' feelings, attitude, beliefs and skills can change as the degree of experience grows. Teachers understand change best in operational terms, they need to know how much of preparation time will be required, what changes are needed as far as pupils are concerned, what changes are required to their own skills, behaviour and values? Change facilitators should communicate this clearly. The

focus of change facilitators should be the teacher, innovation and the context in which change takes places. By functioning in a systematic or adaptive way suitable intervention programmes can be designed.

### 3.5 COMMENTS ON INSET MODELS, STRATEGIES, CHANGE AND MANAGEMENT OF INSET

The effective management of INSET involves in the main a sound policy, rationale, clear objectives, adequate funding, support through structures and resources, a wide range of effective models and methods, suitable locations and the understanding of the processes of change. The efficacy of an INSET service can be affected if managers limit models and methods. This could be attributed to a lack of theoretical background to INSET models or inadequate knowledge of the range of models and strategies that are available.

Policy, rationale, finance, structures and support services especially at the macro-level of each education department in Natal-KwaZulu will be discussed in Chapter Six. Therefore, this Chapter concentrated on the how? where? and under what conditions INSET is provided.

For the successful implementation of INSET, models and methods should be tested in Natal- KwaZulu by the new education authority. An appropriate means to do this is action research which is also vital to developing an effective INSET service. There is no guarantee that what succeeds in England and Wales or the USA will work in Natal-KwaZulu. There is also the danger of replicating models that are successful in White

education departments. Van den Berg (1983 : 8) warns of placing too much hope in emulating "white models" as they are not the most appropriate nor suitable for all South African education to imitate. Researching, testing, "trailing" and modifying can assist in developing INSET models and methods to satisfy the needs of teachers in KwaZulu-Natal.

What is of importance to managers is that there are different models for the varying needs of teachers as they progress from induction to different stages in their careers. Furthermore, there ought to be a balance between the use of models and strategies so that INSET can succeed. It is also of significance that the Traditional INSET Model and the Deficit INSET Model are just two of the many approaches to providing INSET. It also needs to be pointed out that the models and strategies discussed are not definitive, but part of a wider and comprehensive list.

Having established the why? for whom? and how? the planning process should consider where? Wherever INSET courses are held it is essential that the organizers consider motivating teachers who have to travel long distances several times a year. Decentralization of courses and the promotion of school-focussed and school-based INSET can contribute to a more efficient service. Distance education methods can assist those neglected teachers in the rural and remote areas.

The best INSET model and method may be of little use if those who are promoting change do not win over teachers through consultation, establishing needs and offering support at school-level. Foremost, the inspectorate and principals ought to acknowledge that change

is a process that cannot take place the moment a teacher completes an INSET course. It is a temporal sequence of events and a highly personal experience. The inspectorate and principals can manage INSET better if they understand the pathology of change. Change must not also be seen merely as introducing innovations but modified classroom practices should be considered for INSET programmes. What seems frequently forgotten in the whole change paradigm is that both teachers and organizations (schools) are interdependent.

### 3.6 SUMMARY

The Chapter comprises four sub-sections in which the writer undertook a discussion of the construction of INSET models, a review of INSET models, discussion on INSET approaches (that may be suitable for trial in Natal-KwaZulu schools) and a brief analysis of the effect of the change paradigm on INSET models and approaches.

The review of literature established that there were several difficulties that educationalists encounter in constructing models for INSET. These were: divergence in terminologies or definitions for INSET, the problem in ensuring that all elements within a model are being considered so that they interact productively to achieve INSET objectives and the differences in prevailing PRESET philosophies. Relevant literature was consulted to establish factors, such as the absence of collaborative decision-making and structures for INSET, the hidden curriculum and teacher attitude that hampered the construction of models. A review of the development of two conceptual models indicated that most INSET approaches fell under : the Cult of Efficiency and the Individual Constructionism

## Models.

In considering the needs of Natal-KwaZulu schools eight models were reviewed. The review sought to balance the Traditional INSET Model with others in which teachers can play a more central role.

The next sub-section reviewed five INSET approaches. Considering the problem of the teacher in remote areas and in schools that are not within easy travelling distances to INSET colleges, the distance education INSET method was emphasised.

## CHAPTER FOUR

### AGENCIES, PROVIDERS OF AND LOCATIONS FOR INSET PROGRAMMES IN NATAL-KWAZULU

#### 4.1 INTRODUCTION

This Chapter reviews the agencies and providers of INSET and the locations for INSET programmes in the DET, HOR, HOD, KZDEC and NED as background information for the empirical study in Chapter Seven. Empirical evidence arising out of this study shows that the inspectorate and the education departments in the Natal-KwaZulu area are the key providers of INSET; in contrast, teachers and schools, especially in Black education, play a limited role in school-focussed INSET. Such evidence is provided and discussed in Chapter Seven. For the effective management of INSET teachers and schools ought to play a more central and significant role in professional development programmes.

Other agencies and providers of INSET are teachers' centres, teacher organizations, government funded quasi-independent agencies such as the HSRC, international agencies (British Council, United States Agency for International Development : USAID), private sector sponsored agencies (Urban Foundation, English Language Education Trust), curriculum projects, broadcasting authorities (South African Broadcasting Corporation), special interest groups (the Computer Users' Council of South Africa), subject associations or societies, universities, technikons and colleges

of education.

Another factor that is important to the success of INSET is the location of INSET. Suitability of locations and their proximity to where teachers work are factors that can contribute to the success of programmes.

## 4.2 GOVERNMENT AGENCIES

The main responsibilities of the State for INSET are summarised by Howey (1980 : 40):

"...greater financial support for INSET; the establishment of co-ordinating mechanisms such as bureaux at national and regional levels to co-ordinate activities and provide programmes; the passing of legislation to support INSET and provide forums for dialogue between those interested and involved in INSET."

In Natal-KwaZulu each education department provides INSET, mainly through the inspectorate and subject advisory services. Universities, colleges of education, colleges for further training, technikons and teachers' centres are also state funded or subsidised institutions which promote formal and non-formal INSET. Depending on how each department organizes INSET, schools also play a role in promoting the professional growth of teachers.

### 4.2.1 SCHOOLS

Theoretically schools are best suited for INSET as teachers' specific and localised needs may be addressed and followed up. Provided that the school is well organized,

has a reasonable core of experienced and well-qualified teachers, adequate resources and a management staff and teachers who have a positive attitude to staff development and change, school-focussed INSET can be a success. Goodlad (1983 : 36), a respected American educationist, confirms that the "individual school is the key unit on which to focus for effecting improvement within the formal education system."

Irrespective of where the INSET activity takes place it is in the school that innovations or modified practices have to be tested or tried, implemented and evaluated. But no two schools are alike. Yet there is a tendency for INSET providers to plan a single solution which may not be applicable to all schools. Such a limited strategy may be regarded as poor management of INSET, albeit the members of the inspectorate are hampered by the paucity in human and financial resources.

Bolam (1982 : 21) believes that research and development of INSET should be directed at principals and senior staff in order to determine how they could assist in the establishment of essential internal school procedures, the creation of a climate that supports problem-solving in the classroom and provisioning for staff development. Hofmeyer (1988 : 25), in her research report on INSET in the Republic of South Africa, identifies the "lack of leadership at the school level" as a major problem in INSET. In Chapter Three, par. 3.4, pages 126-128, the role of the principal in promoting change through INSET was discussed. The role of the principal and his management style are critical to the success of the school as an INSET provider.

#### 4.2.2 COLLEGES OF EDUCATION

There are sixteen colleges of education in Natal-KwaZulu. The majority offer PRESET only. The Colleges that offer INSET only are : Umlazi College for Further Education and Natal College of Education. Edgewood and Springfield Colleges of Education offer both PRESET and INSET. DET's Indumiso College used to offer a limited number of INSET courses.

Of the ten PRESET colleges of education under the control of KZDEC, three offered specially-designed, certificated, one-year full-time INSET courses. At the end of 1992, twenty teachers completed an Art course at Eshowe College of Education. Sixty-four teachers completed a Physical Education course at Ezakheni College of Education. Depending on their qualifications teachers were upgraded to the M+3 or M+4 level. Umbumbulu College of Education offered a one-year full-time Primary Teachers' Certificate to 178 teachers and 177 were successful (DEC : KwaZulu Government Service 1992 : 11).

The Umlazi College for Further Education was established in 1983 to improve the professional and academic qualifications of teachers in the KZDEC. Teacher upgrading is effected through a collaborative effort involving the University of Zululand which also evaluates some of the programmes (Umlazi College for Further Education 1992 : 4-7).

Within a decade the College has grown from an initial enrolment of 400 to 3000 students in 1993. There has been a corresponding increase in the number of lecturers. The staff has increased from 8 to 42.

At the Umlazi College for Further Education (1994 : 1-2) the statistics of teacher upgrading were over a four year period (1991-1993) as follows:

Senior Primary Teachers' Diploma:

(1990) 269; (1991) 181; (1992) 219; (1993) 160.

The average number of teachers who completed the Senior Primary Teachers' Diploma per annum was 207.

Secondary Teachers' Diploma:

(1990) 278; (1991) 190; (1992) 249; (1993) 172.

The average number of teachers who completed the Secondary Teachers' Diploma per annum was 222.

The courses are spread over a four-year period. As a special motivation, teachers qualify for a salary increase after completing two years of study. On successfully completing the course a teacher attains the M+3 qualification and a further adjustment in salary.

There are stringent entry qualifications, i.e., any teacher intending to register has to have a Senior Certificate, a recognized teacher's certificate and a recommendation from his principal or deputy chief education specialist. The applicant must be in current employment as a teacher and should have completed one full-year of teaching.

The Secondary Education Teachers' Diploma has three options for specialisation. These being Humanities (Education, History, Geography, English, Zulu and Afrikaans); Sciences (Education, General Science or Mathematics/Geography, Biology

or Physical Science); and, Commerce (Education, Accounting, Economics, Business Economics and Mathematics). Education is compulsory and two other subjects must be selected from each group. The options are determined by subjects passed in the Senior Certificate and the needs of the schools. A further restriction is that only teachers in the secondary schools may read for this Diploma. This ensures that primary school teachers remain where their services are needed most. Such a control is essential to prevent what happened in the Sub-Saharan countries such as Zimbabwe and Zambia after independence. The depletion in the primary schools of qualified teachers who were transferred to secondary schools created several problems. The first was the appointment of unqualified replacement teachers and the need for more INSET for both such teachers and the teachers without secondary school teaching qualifications. The quality of pupils who are taught by unqualified teachers also lowers the standards in the secondary schools and affects the Senior Certificate Examination pass rate.

Until early 1992, approximately 8 500 professionally unqualified Black teachers in Natal- KwaZulu primary schools had no opportunity to improve their qualifications through part-time or correspondence studies (DEC : KwaZulu Government Service 1992 : 59). Umlazi College for Further Education took the bold step of admitting 300 teachers with the Senior Certificate to pursue the Primary Teachers' Certificate through distance education programmes. The advertisement for the course drew 4 000 applicants. As this was a pilot project the intake was limited. Teachers were drawn from rural and farm schools (The Daily News 1992). The pass rate was 81%. An evaluation of the course was undertaken at the end of 1993. This report has not been released for comments (Mpati 1994 : Interview).

The project referred to as "Vulani" (open) is a joint effort of the KZDEC and the private sector. Salaries of a co-ordinator (a lecturer from the College) and seven lecturers are paid by the Department. Vulani is also supported financially by the Independent Development Trust (IDT), the Urban Foundation, READ and the Ashoka Organization.

The lecturers visit teachers to assist them with problems they are having with course-work and the application of teaching techniques in the classroom. Teachers, in addition to taking correspondence tuition, have to attend compulsory summer and winter classes for contact tuition. At the end of two years they write an examination set by the DET. The Certificate is recognized by all colleges of education for entry into other teacher education courses such as the Primary Teachers' Diploma (M+3).

During 1992, a special twelve-day INSET course was organized for unqualified primary school teachers at the KwaGqikazi College of Education in Nongoma, Zululand. A total of 1 003 teachers were drawn from the rural areas. Such teachers were previously neglected by the Department (DEC : KwaZulu Government Service 1992 : 51).

Special attention was given to 650 teachers who failed the Primary Teachers' Diploma examination at the end of 1990 because they did not obtain the minimum marks in Mathematics. Two weeks of intensive tuition was given to the group in 1991 to prepare them for the supplementary examinations. The tuition was offered at several colleges and resulted in a 76% pass rate (DEC : KwaZulu Government Service 1991 : 12; DEC : KwaZulu Government Service 1992 : 50).

Of grave concern to the Department was the failure rate of many 1991 final-year students of the Primary Teachers' Diploma. The subjects failed in were English, Mathematics, Afrikaans or IsiZulu. This increased the pool of unqualified teachers in KZDEC (DEC : KwaZulu Government Service 1992 : 13). Courses were arranged by Siza Centre and six KZDEC Colleges of Education for 349 teachers who rewrote the subjects they failed in. The pass rate was only 29%. At the end of 1992, the students fared poorly again in Mathematics. A two-week workshop was held for the failures during mid-1993 (DEC : KwaZulu Government Service 1993 : 33). To resolve the problem of high failure rate, the Fulcrum Project (par. 4.5.4, page 200) was established in 1992 to review the syllabi colleges of education and offer INSET to lecturers (DEC : KwaZulu Government Service 1992 : 13).

After establishing that the majority of the schools was not performing "as competently or efficiently as desired because those in senior positions lack the necessary training to equip them for their roles" an INSET course was designed for principals, deputy principals and heads of departments (DEC : KwaZulu Government Service 1992a : 52). The programmes were the result of a co-operative effort between the KZDEC, the Institute of Education and Human Development of the University of Zululand, the HOD, NED and the sponsors, Herbert Quandt Foundation. One hundred and seventy members of management staff attended this nineteen-day intensive INSET course in 1992. The course was evaluated in 1993 but the report has not been published. Therefore, no comments could be made on the course.

Prior to 1993 opportunities were available to the underqualified teachers in the DET to study for the M+3 diploma on a part-time basis (through contact tuition) or full-

time through the departments for further education attached to seven of the fourteen colleges. Only one such college (Indumiso) is located in Natal-KwaZulu. In 1989, a part-time Primary Teachers' Diploma (Junior Primary) was introduced for the first time to DET teachers in Natal-KwaZulu. The statistics for a three-year period were as follows:

(1990) 40; (1991) 84; (1992) 113; (1993) 141

(Indumiso College of Education 1994 : 1).

The average number of teachers who successfully completed the Diploma per annum was 94. As no interest was shown in the course, no first-year students were admitted in January 1994 (Schutte 1994 : Interview).

To address the problem of shortage of qualified teachers in the technical field a one-year course for technical instructors was offered jointly by the Pleissesselar Technical College and Indumiso College of Education in 1989. Thirty-three teachers qualified. The course was discontinued as the facilities were used for the PRESET training of technical subject teachers (Indumiso College of Education 1994 : 2).

Teachers attending the full-time courses are granted study leave with full-pay and receive a bursary to cover hostel accommodation and the purchase of books. The College for Continuing Training in Soshanguve, Pretoria, which used to serve as a central INSET venue for all DET teachers now offers INSET courses to only those in Gauteng.

The College for Continuing Training was responsible for centralised INSET until 1991. According to its Rector an average of 600 one-week refresher courses to between 7 000 and 10 000 teachers were offered annually (Pelser 1989 : 74). The courses were offered throughout the year to teachers drawn from DET schools in the Republic of South Africa.

There are several weaknesses in this system of centralised INSET. Six months before a course is due principals, inspectors and control personnel at circuit, area and regional offices are involved in the nomination of the teachers who are to attend these courses. Such a nomination may not only demotivate a teacher but if he is a reluctant participant he may not utilise any ideas that are generated by the course. In effect many teachers were "instructed" to attend courses in an environment (Soshanguve : Pretoria) that is remote from the reality that exists in various schools in the townships elsewhere in the country (Hartshorne 1992 : 268). Courses were evaluated by teachers at the end of each programme. Summative evaluation was not undertaken.

Responses showed that INSET is useful but the limited support at the school for those who attended courses could have discouraged teachers. As a result many possibly reverted to the old methods of teaching. The Rector himself admits that the small staff is not in a position to undertake follow-up of the very large number of teachers who attend the courses (Pelser 1989 : 75).

In Natal-KwaZulu the HOR has no institutions for the further training of teachers. Sixty-two percent have the M+3 and M+4 qualifications. In Natal-KwaZulu there are 1 450 teachers in HOR schools. No statistics are available on the number of

teachers who are unqualified or underqualified (Dorkin 1994 : Interview).

Prior to 1991, Coloured teachers had the option of up-grading their qualifications on a part-time or correspondence basis either at the Natal College of Education in Pietermaritzburg, Edgewood College of Education or the College of Education for Further Training in Roggebaai, Cape Town. Since 1991, the choice for continuing education became very wide as most INSET institutions removed racial barriers. In 1990, 75 Coloured teachers registered for diplomas that would upgrade them to M+3, M+4 or M+5 levels. The registration for 1991 increased by 2,6%. In 1991 the intake at Roggebaai College was 2 703 (HOR 1991 : 9).

Unqualified Mathematics and Science teachers improved their qualifications by means of a formal INSET project referred to as "FITMAST" (Further In-Service Training of Mathematics and Science Teachers), that is undertaken and financed by the HOR in association with the Universities of Stellenbosch and the Western Cape. Because of the distance very few Natal-KwaZulu teachers took advantage of this training. Some unqualified teachers undertook full-time studies at colleges of education in the Cape Province. The alternative for such teachers were the Universities of Natal, Durban-Westville and South Africa (UNISA) and Springfield College of Education, Edgewood College of Education and Durban College of Education. The universities offer only post-graduate courses or further/higher diplomas.

Teachers in the education departments under the control of the HOD, NED, HOR and KZDEC may register for formal, certificated courses at the Natal College of

Education, Edgewood College of Education and Springfield College of Education. Natal College of Education admitted Coloureds in 1982 and Blacks in 1989. In 1991, Springfield College of Education removed all racial barriers restricting admission. Rand Afrikaans University (RAU) and the College of Education of South Africa followed suit.

The opening of INSET colleges belonging to the House of Assembly and HOD saw the end of an era of ethnic exclusivity protected by Acts of Parliament. The statistics provided by Natal College of Education reflect a growth in the number of Black teachers who improved their qualifications between 1990-1993. At the end of 1990, sixteen teachers qualified. This increased to 175 teachers at the end of 1993 (Natal College of Education 1994 : 1-2)).

Over a four year period (1990-1993), 236 KZDEC teachers successfully completed the Higher Diploma in Education (M+4). At the end of 1993, the first group of 28 KZDEC principals and deputy principals completed the Further Diploma in Education (School Administration and Management : Primary School). The number of teachers who graduated from the Natal College of Education has increased from 76 in 1989 to 220 in 1993. The increase per annum has been gradual.

The total output per annum between 1989 and 1993 were as follows:

(1989) 76; (1990) 112; (1991) 115; (1992) 120; (1993) 220

(Natal College of Education 1994 1-2).

Edgewood College of Education which falls under the control of the NED offers both

PRESET and INSET. INSET courses offered by the College are available to teachers of all education departments. University of Natal is the accrediting agency for several diplomas.

From 1989, Edgewood College of Education has been offering seven further diplomas in Zulu, Mathematics, Computer Studies, School Guidance and Counselling, Physical Science, General Science, Advanced Education, and a Diploma in School Library.

The total output per annum were as follows:

(1989) 98; (1990) 135; (1991) 145; (1992) 122; (1993) 127

(Edgewood College of Education 1994 : 1).

During the first three years (1989-1991) Blacks were not admitted to the various diploma courses. During this period there was a gradual growth in the graduation figures. Between 1992 and 1993, despite the intake of Black teachers, there was a decrease in the number who registered for the diplomas.

The first group of Black teachers registered in 1991 for two Further Diplomas in Education : FDE (Physical Science and General Science). Sixteen teachers attained both the diplomas at the end of 1992. At the end of 1993, forty-one Black teachers successfully completed four further diplomas:

FDE (Mathematics) : 11

FDE (School Guidance and Counselling) : 18

FDE (Physical Science ) : 7

FDE (General Science ) : 5

(Edgewood College of Education 1994 : 1-2).

The duration of the study is two years. With a second diploma teachers may qualify for salary increases and a higher category in their qualification. The courses are offered on a part-time basis at Edgewood College of Education in Pinetown, which is not on the route of public transport. This may be one of the reasons for the small number of students who registered for each diploma. Teachers who cannot travel to the College prefer a correspondence course. The other reason is that courses such as Computer Studies and Primary School Guidance are not currently relevant to Black and Coloured teachers as such subjects are not offered in their schools.

Springfield College of Education, an HOD institution offers both PRESET and INSET. Until 1990 the courses at the college were restricted to Indians. During January 1991, the first group of 109 teachers from the KZDEC registered with the College. These teachers who had the M+2 and M+3 qualifications pursued diplomas leading to M+3 and M+4. The duration of the course is two years and distance education methods are used. These are mainly the print medium (guides) through correspondence and vacation classes for contact tuition. Assistance is also offered by lecturers who use the telephone to answer student queries. Students also make appointments with lecturers to discuss assignments.

The College offers the M+3 and M+4 diplomas (specialising in junior and senior primary education and junior secondary education), Diploma in Resource Centre Management and Further Diplomas in Education (FDE's) specialising in Mathematics.

Physical Science, Biological Sciences and Computer Studies. More recently FDE's have been offered in English (Primary School) and Afrikaans (Primary and Secondary Schools).

The total output of M+3 and M+4 diploma graduates were as follows (the first group of Blacks graduated in 1992):

1989 (173); 1990 (176); 1991 (401); 1992 (399); 1993 (478)  
(Springfield College of Education 1994 : 1).

At the end of 1992, 29 Blacks (4 : M+3 and 25 : M+4) graduated. The number increased in 1993 to 165 (126 : M+3 and 39 : M+4) (ibid).

A two-year part-time Resource Centre Management Diploma was offered to Indian students. Between 1989-1992 an average of 50 teachers per annum qualified in this specialised field.

In the mid-1970's the Education Department was confronted with the problem of a serious shortage of suitably qualified teachers in Afrikaans, Mathematics, Business Economics and Technical Drawing (Bagwandeem 1991 : 455). Education planners responded with a unique and innovative plan, viz., a one term, intensive INSET course. Courses were offered to groups of 15 teachers per course. Owing to financial cut-backs the scheme was discontinued in 1987 but re-introduced in 1990.

During 1990; five-week sessions were offered to upgrade teachers in Computer

Science, Technical Drawing, Mathematics (Senior Primary), Art (Senior Primary) and Afrikaans (Senior Primary) (Bagwandeem 1991 : 457).

To cater for the shortage of teachers in the technical fields, the inspectorate and the College planned and offer a Further Diploma in Education. At the end of 1992, fifty teachers specialised in one of the following subjects : Woodworking, Welding and Metalworking, Motor Mechanics and Fitting and Machining leading to the Further Diploma at the end of 1992 (HOD 1992 : 1). Forty-eight teachers completed a similar course at the end of 1993 (Springfield College of Education 1993 : 1).

Hofmeyer (1988 : 85) comments that colleges of education "could serve as a base for INSET, but currently they provide mainly full-time courses, and they lack the autonomy and often the expertise to make a really creative contribution." This is partially correct. Colleges that are autonomous by virtue of college councils are responsible for their management. Therefore, the councils are empowered to decide on whether the institution should provide INSET. In Durban, Edgewood College of Education and Springfield College of Education, which have councils, offer both PRESET and INSET courses leading to certification. Since 1992, at least three PRESET colleges of education in the KZDEC also initiated certificated INSET courses.

Although from a logistics point of view a more effective INSET programme can be offered by colleges that specialise only in continuing education programmes, several factors have prevented this from occurring on a large scale. State funding limits the establishment of more INSET colleges. Though White colleges were half-full,

funding problems and the Apartheid laws precluded the admission of Black students. Hence rectors were prevented from making optimum use of the facilities to promote INSET. Exceptions to this are the contributions being made by the Natal College of Education and Edgewood College of Education. In addition, Springfield College of Education admitted Black teachers from 1991.

Despite the efforts by the various colleges, the clearing of the backlog of unqualified and underqualified teachers is a slow process. The 1993 statistics show that 9 022 (23,4%) of teachers in the KZDEC were unqualified. From this group those with Senior Certificate numbered 1 446 (16%). Sixty-eight percent (26 362) of teachers who are underqualified (below M+3) require upgrading (DEC : KwaZulu Government Service 1993 : 70-71). The minimum entry requirements to colleges of education precludes 7 576 unqualified teachers from improving their qualifications.

Over a five-year period the average number of Black teachers who improved their qualifications at Umlazi College for Further Education per annum was 387. Over a two-year period the average annual output of Edgewood College of Education was 29 Black teachers. The average over a four-year period for Natal College of Education was 66. The first group of Black teachers who completed the M+3 and M+4 diplomas at Springfield College of Education numbered 1 001. The number of unqualified Black teachers who qualified through special INSET programmes since 1989 was not significant. Since 1990, the number of unqualified teachers has increased from 4 903 to 9 022. The average increase per annum was approximately 1 500 teachers (DEC : KwaZulu Government Service 1990, 1991, 1992, 1993). Until 1993, limited attention was given to management courses for principals and

their deputies.

#### 4.2.3 TEACHERS' CENTRES

The limited funding, the very large number of teachers in relation to a few education specialists, the hierarchical control that an education department has over a wide geographical area (including the remote rural schools) create a serious problem for the management of INSET.

In England and Wales and the USA teachers' centres which are strong bases for INSET are managed by teachers themselves (Pather 1984 : 37/49). Centres have been established in Australia and Italy. In other countries they exist in forms that differ from the British model. In the Republic of South Africa the Cape Education Department, Transvaal Education Department, the HOD and the DET have established teachers' centres which vary in number. There are seven centres in Natal-KwaZulu : HOD (4), DET (2) and KZDEC (1).

Pather (1984 : 11) defines a teachers' centre as:

"...a supportive organisation which is geared to respond to the needs of teachers as identified both by themselves and by their supervisors and educational institutions in order to contribute to their professional development as a continuous process."

The service, scope, staffing and facilities vary from centre to centre. Basically centres promote INSET as an on-going process and the teachers attend courses on a voluntary basis. Subject committees or societies and curriculum groups also receive back-up support from the multi-media units of several centres. In contrast to the

regional one-off courses that the inspectorate generally offer to selected teachers, the centres' programmes cater for the needs of teachers on a non-restrictive basis.

Hartshorne (1985-6 : 24) is convinced that teachers' centres can overcome the hierarchical control exercised by the inspectorate in the Republic of South Africa. The long chain of command that flows from the chief education specialist, chief deputy education specialist, deputy chief education specialist, heads of department at schools and teachers has the drawback of reducing initiative and creativity. The element of control is also present in such a chain. By contrast, that element may not exist in teachers' centres where courses are advertised and teachers attend voluntarily to satisfy their own needs.

Thembele (1987 : 56-58), of the KwaZulu-Natal African Teachers' Union (NATU), regards teachers' centres as the best strategy for mobilising physical and human resources for INSET. The physical facilities in centres range from a multi-media resource unit to seminar and workshop rooms, conference centres and cafeteria. The concept of providing a neutral venue away from schools and colleges, in which all educators ranging from education specialists to teachers meet in common pursuit of educational goals, can enhance the professional growth of teachers.

During 1993-4, the Hexagon Trust established teachers' centres in Durban and Groutville (Stanger). Special attention is being given to a mobile teachers' centre to serve the schools in the rural areas (Hexagon Teachers' Centre 1992 : 3). This project has the support of all the major teacher organizations, non-governmental organizations responsible for INSET in Natal-KwaZulu, and the Council of

Rectors and Deans of Teacher Education in KwaZulu-Natal (CORDTEK) and state education departments (HOD, DET, KZDEC and HOR). Such support is an indication of the confidence that the committee has in the teachers' centre concept.

As there is very limited information available on the newly established "satellite" teachers' centres in the DET, only those in the HOD and the KZDEC will be discussed next. According to McMaster (Interview : 1994), the DET Centres serve departmental officials' needs for typing and photocopying. Schools sometimes make use of the facilities. No courses have been offered.

The Siza Centre (Northern Natal Learning Resources Centre), established in 1989, serves as a multi-purpose teachers' centre. This is a joint venture between the KZDEC and the private sector.

The Centre's objectives are to facilitate INSET primarily in Mathematics, Science and English; train educators in administrative and managerial skills; provide support and resources for teachers engaged in further studies; provide formal and non-formal education to the community and enrichment programmes for pupils. To achieve these objectives adequate staffing, facilities and funding are available. The staff comprises sixteen lecturers, four administrators and five caterers. The following facilities cater for teacher needs : art centre, science centre, computer room, lecture halls, conference area, twenty lecture-rooms, library, physical education hall and a hostel (Siza Centre 1992 : 4-7).

The success of the Centre may be judged by the increase in its programmes and

activities. In 1989, ten courses were offered to 150 teachers. The number of courses increased to 160 in 1990 and the attendance was 3 291 teachers. The popularity of the Centre is borne out by the 1991 statistics, viz., 188 INSET courses and an attendance of 4 323 (DEC : KwaZulu Government Service 1992a : 15). During 1992, 3 343 primary and secondary school teachers and principals attended 109 courses and workshops (Siza Centre 1992 : 1). The statistics for 1993 were : 6 494 teachers attended 310 courses (DEC : KwaZulu Government Service 1993 : 55). On the average only one management course per annum was offered to principals.

There are several aspects that make the Siza Centre distinct from others in Natal-KwaZulu. The Centre serves teachers and the community as well as pupils. Considering the large number of rural schools in Natal-KwaZulu, the provision of dormitories ensures that teachers could attend longer courses. The government meets subsistence and travel costs incurred by teachers who attend courses at the Centre. Special courses are offered to KZDEC teachers who are students of UNISA, Vista University and Umlazi College for Further Education. Teachers who are pursuing certificated formal INSET through distance education benefit from the contact time with lecturers and interaction with other university students. This is the only Centre in Natal-KwaZulu that has full-time lecturers. The library facilities are also beneficial to all teachers. The close co-operation on INSET between the Centre and non-governmental organizations is benefiting very large number of Black teachers especially in the Sciences, English, Mathematics and School Management. Management deficiencies were the absence of follow-up and qualitative evaluation including the formative and summative types.

The four HOD teachers' centres in Natal-KwaZulu (Durban, Chatsworth, Phoenix and Pietermaritzburg) are managed by heads (designated principals) and deputy principals. The two "satellite centres" are smaller units which are managed by heads of department. As the philosophy of these centres is "of the teacher for the teacher and by the teacher", representatives from each school in the service area have a democratic role in determining courses. Superintendents of education, subject committees and centre heads also determine, plan and offer courses. This is done on a consultative basis (Conference of Centre Heads 1993 : 4).

In addition to the head of a centre, the other members of the professional staff are : a deputy head who is responsible for curriculum development, a vocational guidance officer and two school psychologists (remedial education and gifted education). Curriculum developers are seconded for special projects in Physical Science and Biology.

All Centres did not maintain records for 1989. During 1991, 686 courses attracted 23 120 teachers. This reflects a 25% increase on the 1990 attendance (23 120). The combined centre-initiated (20%) and teacher-initiated (33%) programmes exceeded courses offered by the inspectorate by 8%. The marginal difference is a healthy sign for a balanced approach to INSET, i.e., all three providers, the inspectorate, the teachers' centre and teachers themselves were involved in the development of the teacher.

During 1992, 904 courses were held and the attendance was 23 709. The following

1993 statistics indicate an increase in the service : 940 (courses), 34 772 (attended). (Durban Teachers' Centre 1990 - 1993; Chatsworth Teachers' Centre 1990-1993; Phoenix Teachers' Centre 1990-1993; Pietermaritzburg Teachers' Centre 1990-1993).

All management courses are planned and offered by the Superintendents of Education (Management), their Chief Superintendent of Education (Management) and Director (Education Management). On the average one management course was offered per annum at each Centre. As in the case of Siza Centre no evaluation was undertaken since 1984.

The Centres publish regular newsletters and issue catalogues of resources available for loan purposes to schools. The content pages of professional journals are also issued to teachers to draw their attention to resources in the libraries. All Centres have sufficient rooms for meetings and courses. Other facilities are educational television and reprographic and multi-media libraries.

Each Centre has established, with the assistance of teachers, subject committees which meet regularly to establish needs and plan INSET to develop the curriculum or organize activities such as exhibitions, Science quizzes and conferences.

In May 1992, the Chief Executive Director of Education of the HOD opened the teachers' centre services to teachers from all education departments (KwaZulu-Natal Education Working Group 1992 : 5).

#### 4.2.4 UNIVERSITIES

Universities are involved in providing a range of courses leading to degrees and diplomas. Some education diplomas are offered after consultation with education departments. Occasionally, conferences and seminars are organized to keep teachers and other educationists abreast of developments. Vital support is given to education researchers to complete the master's dissertations or doctoral theses.

Most of the courses offered to teachers are on a part-time basis to enable them to attend classes. Teachers who do not live close to universities offering such courses have the option to register with the University of South Africa (UNISA) or Vista University which specialises in distance education.

Universities have a broad spectrum of expertise and facilities but do not offer short, non-certificated INSET courses because the state subsidy system does not provide funds specifically for this purpose. But universities are selected on a limited basis, by overseas and local foundations to plan and offer INSET programmes which are usually spread over a year or two. Hofmeyer (1988 : 66) identifies these courses as mainly curriculum-related. Private INSET agencies also draw on the expertise of university staff who are either seconded to head projects, lecture and assist in the development of curricular materials or carry out research in teacher education. The University of Natal offers a base and also supports the Science Education Project, CASME, Education Research Unit, Educare and Training Centre, Midlands Education Development Unit (MEDU) and the Trade Union Research Project. Teacher Opportunity Programmes (TOPS), and the Science Curriculum Initiative in

South Africa (SCISA) projects are based on the campus of University of Durban-Westville.

These non-faculty projects are involved in INSET and other educational activities. University libraries are well-provided with resources to support INSET both for course leaders and teachers in general. Education departments have not exploited the potential of universities for supporting and promoting INSET.

The University of Natal, University of Durban-Westville, University of Zululand, UNISA and Vista University offer various diplomas and degrees which teachers may pursue. Vista University does not maintain separate records for Natal-KwaZulu students and the University of Zululand has not responded to various communications for statistics.

The Faculty of Education at the University of Natal, Durban and Pietermaritzburg campuses, offers the following diplomas and degrees for teacher improvement and upgrading: Advanced University Diploma (Adult Education), Further Diploma in Education (Physical Science), Higher Diploma in Education : HDE (Post-Graduate and Non-Graduate), Diploma in Special Education (Remedial Education and School Library), Bachelor of Education (B.Ed.) : School Counselling and Educational Psychology, Master of Education (M.Ed.) : Dissertation, Coursework, Educational Psychology and Curriculum Studies, Doctor of Philosophy : Ph.D (Education).

The number of graduates (degrees and diplomas) per annum over a five-year period (1989-1993) was as follows:

Blacks : 1989 (64); 1990 (66); 1991 (91); 1992 (121); 1993 (124)

Others : 1989 (131); 1990 (170); 1991 (155); 1992 (82); 1993 (72)

(University of Natal 1994 : 1-2).

The number of Black graduates has increased steadily (University of Natal 1994 : 1). In comparing the 1989 and 1993 figures the number of graduates has doubled. In comparison the number of non-Blacks graduating over the same period has reduced considerably. The average number of teachers who graduated per annum was 213.

The University of Durban-Westville offers the following diplomas and degrees for teacher improvement : University Education Diplomas : UED (Resource Centre Management), Diploma in Special Education (Mentally Handicapped, Remedial Education), Bachelor of Education (B.Ed.) : (Guidance and Counselling), Higher Diploma : in Education : (Post Graduate), Bachelor of Paedogics : B.Paed. (Arts/Commerce/Primary Education/Science), Master of Education : M.Ed. (Management), Bachelor of Music (Education), Doctor of Education (D.Ed.).

The number who graduated per annum between 1989-1993 was as follows:

Blacks : 1989 (22); 1990 (22); 1991 (21); 1992 (11); 1993 (12)

Others : 1989 (41); 1990 (118); 1991 (48); 1992 (68); 1993 (18)

(University of Durban-Westville 1994 : 1-5).

The average number who graduated per annum over the five-year period (1989-1993) was 80. The average for the M.Ed. degrees and D.Ed. was 3 per annum. The B.Ed. was more popular with an average number of 36 graduates per annum. The

average graduates in the UED (Resource Centre Management Course) was 12 per annum. Nine teachers per annum completed the Diplomas in Special Education (Remedial Education/Mentally Handicapped). In comparison with other race groups, the number of Black teachers graduating each year was low. Furthermore, the number of teachers graduating annually since 1989 has decreased.

UNISA is a well-established and popular distance education university. The establishment of a regional office in Durban has allowed for better student contact. A multi-media library is also available to students.

The number of teachers who graduated between 1989-1993 was as follows:

Blacks : 1989 (9); 1990 (10); 1991 (16); 1992 (21); 1993 (40)

Others : 1989 (98); 1990 (123); 1991 (99); 1992 (88); 1993 (200)

(UNISA 1989-1993).

Note : These statistics were extracted from the annual graduation lists for Natal-KwaZulu, which were the only source list available from UNISA. Only the B. Ed., M. Ed. and D. Ed. results were analysed as graduates of other degrees were not identified in the records according to occupations. UNISA offers 18 education-related diplomas. Statistics on Natal-KwaZulu teachers completing such diplomas are not maintained by the University as students from all parts of the Republic of South Africa graduate in Pretoria.

As in the case of other Natal-KwaZulu universities few Blacks were pursuing further studies (post-graduate courses). In 1989, nine Black teachers graduated. There was

an increase over the years with 40 graduating in 1993.

Vista University is contracted to DET to offer courses through teletuition. It also offers courses to teachers from other departments in the Republic of South Africa. Studies are through correspondence and classes held during vacations. The print media is central to teletuition. The University offers a Secondary Education Diploma to teachers in the "A" category, providing they possess a Senior Certificate and the Primary Teachers' Certificate. This advanced diploma qualifies teachers to teach up to standard eight in a secondary school.

The following diplomas, certificates and degrees are offered to teachers on a teletuition basis:

#### Diplomas and Certificates

Primary Education Certificate : (Stds. 2-3);

Primary Education Diploma (Stds. 4-5);

Secondary Education Certificate (Stds. 6-8);

Secondary Education Diploma (Stds. 9-10);

Higher Education Diploma;

Secondary Education Certificate (Home Economics : Stds. 6-8);

Secondary Education Diploma (Home Economics : Stds. 9-10);

Higher Education Diploma (Home Economics).

#### Degrees

Doctor of Philosophy;

Master of Arts;

Bachelor of Arts : Education;

Bachelor of Commerce : Education.

(Vista University 1994 : 1-2)

In 1992, 2 205 teachers were awarded such diplomas (The University does not maintain statistics according to the education departments from which teachers register for courses). Teachers with the Secondary Education Certificate may register for the Secondary Education Diploma which prepares them to teach up to Senior Certificate level. Graduation statistics were as follows: 1991 : Certificates (2 045); Diplomas (1 618); 1992 : Certificates (2 456); Diplomas (2 205); 1993 : Certificates (2 524); Diplomas (2 035). Information on degrees was not available (Vista University 1994 : 1-2).

The University of Zululand offers the following degrees and education diplomas on a full or part-time basis at its main campus and a satellite campus in Umlazi, Durban: Bachelor of Paedonomaie, Bachelor of Education, Master of Education, Doctor of Education. Secondary Teachers' Diploma, Senior Secondary Teachers' Diploma, University Education Diploma (post graduate), University Education Diploma (non-graduate) (University of Zululand 1993). Statistics on the number of teachers who successfully completed education-related degrees and diplomas were not available.

The Institute of Education and Human Development, attached to the University of Zululand, offered non-formal INSET courses between 1988 - 1993. Thirty- six intensive workshops on management were offered to 264 principals. Prospective deputy principals and heads of department attended courses on various aspects of management. The number attended was 456. During 1993, 58 teachers of Science and

Mathematics participated in the Institute's Science programmes. Over a four-year period 22 workshops were held for 300 post-primary school teachers of English. There is no evidence of evaluation (University of Zululand 1994 : 2-3).

#### 4.2.5 TECHNIKONS

The personnel at technikons are highly skilled in the commercial, engineering and science and applied arts fields. In Natal-KwaZulu the three technikons limit their curriculum to training students in the technical and vocational skills. Funds, staff and facilities are constraints that prevent these institutions from offering INSET or expanding on the current service. Only one of the three technikons offer INSET.

The Technikon Natal offers seven FDE's and three HDE's to teachers from all education departments in Natal-KwaZulu. The University of Natal is the accrediting agency. Between 1989-1993, 108 Black teachers completed four further diplomas (M+4) and two higher diplomas in education. Over the same five-year period no Blacks registered for the FDE Industrial Arts (part-time) or HDE (full-time). In 1989 only two Blacks completed the part-time HDE (post school). No Blacks registered for the other two HDE's. At the end of 1990, eleven Black teachers completed five FDE's and two HDE's. The number that completed FDE's and HDE's increased to 12 in 1991 and 50 in 1992. There was a decrease in the number that passed seven FDE's and HDE's in 1993. Only 33 teachers graduated (Technikon Natal 1994 : 1-2).

### 4.3 TEACHER ASSOCIATIONS AND UNIONS

Teacher associations and unions, also referred to as the organized profession, are constituted to enhance the professional status of their members. They also negotiate with employers (education departments) for improved conditions of service and teacher welfare.

Thompson (1981 : 194-5), writing about INSET in Africa, is of the opinion that:

"Professional associations can play an important role in removing teacher isolation, affording teachers an opportunity to make a contribution of improving the quality of education, improving their self-confidence, mutual respect and pride in their work, all factors which contribute to good morale, motivation and professionalism."

The fragmentation of education in the Republic of South Africa resulted, inter alia, in the formation of thirty-eight teacher organizations to serve approximately 223 000 teachers (Du Plessis et al. 1988 : 18; Financial Mail 1986). Until October 1994, the following teacher organizations in Natal-KwaZulu served approximately 40 000 teachers: SADTU (South African Democratic Teachers' Union), SONAT (Society of Natal Teachers), NATU (Natal African Teachers' Union), NTS (Natal Teachers' Society) and NOU (Natale Onderwysersunie). Several teacher organizations belong to an umbrella body called NAPTOSA (National Professional Teachers' Organization of South Africa). In October 1994, NTS and SONAT merged to form APEK (Association of Professional Educators in KwaZulu-Natal (Ryman 1994 : Interview). The racial constitution of each association and the insular manner in which the organizations operated created barriers for communication (van Zijl 1987:189; see also, Hofmeyer 1988 : 85). Barriers were also created by the Group Areas Act which in many ways kept teachers apart. There was no scope for the sharing of

resources and skills.

The opening up of the membership to teachers of all races by the Teachers' Association of South Africa : TASA (which dissolved in 1992 to join SADTU) and NTS did not necessarily result in the disadvantaged groups such as the Blacks benefiting from the experience of these organizations because they did not seek membership (TASA 1992 : 40). Fifty years of Apartheid had strengthened common bonds of each ethnic teacher organization. Such bonds not only led to the insularity of teacher organizations, but also to efforts being directed to the needs of members only. These needs were specific to the problems existing in each of the five education departments. This was borne out by the involvement of TASA's twenty subject societies ministering to the INSET needs of only its Indian members who were employed by the HOD.

These problems were supposed to be addressed by the newly formed single non-racial SADTU established by the unity agreement signed by 19 teacher organizations in 1990 (World Confederation of Organizations of Teaching Professions 1991 : 1-3). There were reservations in certain quarters that, because it is a union, the newly established SADTU will neglect the professional development of teachers. Shabangu (1991 : 1-6), President of the Swaziland National Teachers' Association, and Ally (1992 : Interview), SADTU Regional Organizer, clarified the future role of SADTU in their responses that the organization would strive for both professional excellence and trade union rights. Considering that SADTU (1991 : 3) claims to have sixty-six percent membership of Black, Coloured and Indian teachers, the indications were that this organization, according to its statement of intent, would spearhead a vigorous

national programme of INSET. This has not happened as structures established for INSET are not functioning. It seems that union matters have become a priority. NAPTOSA comprising mainly White teacher associations has no mandate to promote INSET. However, in Natal-KwaZulu the individual member associations NATU, SONAT and NTS (until October 1994) and NOU continue to involve their teachers in INSET programmes.

Central to self-development is the development of a positive attitude to INSET and a sense of professional responsibility which can be fostered and nurtured by teacher organizations. No amount of attendance of INSET courses is a guarantee of a teacher's improvement if he/she is not committed as well as assisted to develop professionalism. The superintendents of education and education specialists can play only a minimal role in such a developmental task because of the constraint of time and their dual role as evaluators and staff developers. Ngcongco (1987 : 45) commenting on teacher participation in INSET, states that co-operation with teacher associations by those who offer INSET can increase intrinsic motivation and commitment and enhance teacher effectiveness. Thembela (1987 : 50) is of the same opinion.

Conflicts between teacher associations and education departments affect the provision of INSET. Close co-operation between TASA and HOD, which prevailed since 1966, ceased to exist in 1989. The Association withdrew its support and membership from all subject committees established by the HOD (Samuels 1989 : 1-3). These committees on which superintendents of education and teachers serve also plan INSET courses. The reason advanced was that the education departments often took

unilateral decisions affecting teachers' welfare or they changed decisions after consultation. Such withdrawal affected INSET because of the consultation which existed prior to 1989 was absent. Consultation is one of the keys to INSET success.

Hofmeyer (1988 : 86) who regards teacher associations as "prime agents for INSET" observes that they have a "significant numerical base for launching INSET activities." Despite this their actual involvement depends on and is limited by organizational structures.

Gray (1988 : 26) and Thembela (1987 : 50-60), writing about the role of teacher associations in Natal-KwaZulu also highlight crucial issues and problems such as organizational ability, the extent to which members actively support all activities, inappropriate location of courses, limited finances and resources, absence of structures and limited evaluation. Gray's (ibid) research refers specifically to Black education in Natal-KwaZulu.

Associations depend on finance from members' subscriptions. Salaries of staff and administrative costs leave very little in the budget for INSET. TASA apportioned 0,007% of the total budget for professional matters (TASA 1988 : 6). Members have to utilise their limited time after school hours to plan, organize and offer INSET courses. No full-time education officers serve any association. Instead regional subject societies were established to promote INSET. The NTS and TASA had 24 and 20 subject societies respectively. In contrast the Black (NATU) and Coloured (SONAT) teacher bodies had fewer active subject societies. As most Black, teachers who have lower qualifications earn less than White and Indian teachers they

contribute less in subscriptions. Hence it may be argued that Blacks are most disadvantaged as far as staffing and structures are concerned for the promotion of INSET. This may not be the case as subject societies can function with minimum Head Office support. The lack of interest in subject societies could probably be attributed to the absence of a positive attitude to teachers' own professional growth. In the Black rural areas it is difficult for teachers to meet because of poor transport and the long distances they have to travel to attend INSET courses. Because of the lack of staff and structures, associations have not utilised distance education as an INSET strategy.

Despite these problems, the writer concurs with South African educationists Thembela (1987), Gray (1988) and Hofmeyer (1988) who acknowledge the potential of teacher associations to promote INSET. Education departments need to interact and co-ordinate their efforts with teacher organizations if such a potential is to be realised.

#### 4.4 CONSULTANTS

Golby and Fish (1989 : 83) regard a consultant as a provider who wishes to put himself at the disposal of a school in the interest of autonomous institutional growth and curriculum development.

Consultancy is used widely in England and Wales (Williams 1991 : 146). Consultants are appointed at schools to work independently on projects or as part of an advisory or project team. Eraut (1977 : 6-14) regards the consultancy role as multi-purpose, depending on the type of person engaged in a project. He may be an

expert, resource provider, promoter, evaluator, "ideas-man", change agent or counsellor.

Basically, a consultant is a change agent. In the Republic of South Africa the education specialist, at times, plays the role of a consultant. In doing so his neutrality is affected as he also evaluates teachers for promotion and merit awards. Consultants are used more often by private sector-initiated education projects in the Republic of South Africa. Though the HSRC's Education Section offers the services of consultants, limited funding prevents education departments from using such expertise.

#### 4.5 THE PRIVATE SECTOR

The limited funds that the South African government makes available for general educational needs has shifted some responsibility for INSET to non-governmental organizations (NGOs). Considering the current economic recession and the reality that the State cannot exceed the 6,3% allocation of the GDP and 23% of the national budget to education, the private sector is expected to continue playing a significant role in promoting INSET through various trusts and foundations. The major thrust in INSET by such organizations is in the fields of Science, Mathematics, Language (literacy included) and Pre-Primary Education.

Funding of projects takes several forms, such as total support from one source (English Language Education Trust), the pooling of financial resources from various sources into a single trust such as the Joint Education Trust (JET) or the Independent

Development Trust (IDT), which in turn evaluates requests and provides grants to a host of projects, e.g., Read Educate and Develop (READ).

O'Malley (1983 : 3) of the Mobil Education Foundation of South Africa sums up the role of the private sector in promoting education:

"The need for reform of South Africa's education system is now common cause in most sectors of society ... [However], the burden of previous neglect is so heavy, that it cannot be borne by government alone. If the national effort is to succeed, it will require substantial efforts from the private sector."

Such efforts can only succeed if there is adequate collaboration between the private sector and education departments to ensure the effective management of INSET. Both providers of INSET interact with the same teacher. By co-operating, duplication may be avoided and the service could be offered to more teachers.

The "private sector involvement in education has expanded rapidly since the early 1980's" (UNESCO 1991 : 40). The UNESCO's International Conference on the "Educational Needs of the Victims of South Africa" estimated that the total expenditure on education and training in the Republic of South Africa by private firms up to 1987 was around R400 million and approximately R22 million had been spent by trusts and foundations (UNESCO 1991 : 40). According to a Race Relations Survey, the corporate spending on social upliftment programmes in 1990/91 was R840 million (Business Day 1991). From this amount R554 million was apportioned for education.

As such investment is distributed to educational activities ranging from promoting

pre-school education, assisting career advice centres, building schools, financing non-racial private schools to funding INSET, it is difficult to establish the amount spent on general INSET activities. Hofmeyer (1987 : 3) estimated that in 1986, of the R4 billion rand spent on formal education by the private sector more than 70% was absorbed by INSET activities. Kahn (1994 : 37) is more specific when he quotes the annual expenditure for Science and Mathematics INSET programmes as R100m.

Despite the high expenditure, Hofmeyer (1988 : 84) states that the level of understanding about the education crisis and the expertise required for intervention is uneven in the private sector. Hofmeyer (ibid) quotes Hartshorne (1987) who regards some initiatives as "front runners" who have developed innovative strategies in education but generally INSET interventions are concerned with public relations and provide "more of the same." Gray's (1988 : 13) research into INSET in Natal-KwaZulu arrives at a similar conclusion. This indicates a lack of consultation with teachers and education departments. Such a short-coming was a serious management problem until 1990. Some projects such as the READ, SEP, PSP, CASME, Toyota Teach Primary Schools Project and ELET are interacting with Departments such as the DET and KZDEC. Some of the projects received compliments from KZDEC (DEC : KwaZulu Government Service 1993 : 28-29). Kahn (1994 : 37) is of the opinion that the response of the "State" to the independence of NGOs has been less than supportive through statutory process and bureaucratic obstruction. He is referring to the pre-Apartheid period. According to Levy (1994 : 190) reluctance and delay by DET and KZDEC in seconding teachers to valuable Science INSET projects is holding back progress.

Projects are generally managed by Boards of Trustees that are responsible for general policy and funding. Boards of Management comprising teachers, lecturers and members of the business community advise directors of projects. The following projects are most active in promoting INSET in Natal-KwaZulu:

The Science Education Project (SEP) operates country-wide Science INSET programmes for teachers in the junior secondary school. Programmes are especially designed for the disadvantaged Black and Coloured teachers.

The Science Curriculum Project (SCP) assists student teachers to develop the Science curriculum through collaboration with practising teachers.

The South African Council for Higher Education (SACHED) provides programmes to improve the teaching of English and a basic course for adult educators.

The Molteno Project provides curriculum-related INSET pertaining to the development of literacy skills on a national level. The programmes are devised for underqualified and unqualified teachers.

MATIP/GENCOR's programmes are designed to upgrade teachers of Mathematics.

Operation Upgrade South Africa trains specialist teachers to teach illiterate adults.

The Centre for Cognitive Development (CCD) encourages the development of skilled, responsible, confident, critical and creative learners through cognitive development

and the fostering of individual work and potential.

The Science Curriculum Initiative in South Africa (SCISA) develops General Science curriculum that is appropriate to the needs of a non-racial society and links the professional development of Science teachers to the process of curriculum development.

The Research and Development in Mathematics, Science and Technology (RADMASTE) project, which is attached to the University of Witwatersrand, promotes Science and Mathematics through research, INSET, development of resources and teacher guides. Lecturers at colleges of education are also the target group for INSET.

The goal of the Primary Science Programmes (PSP) is to develop leadership and curriculum development skills of primary school teachers.

CASME (the Centre for the Advancement of Science and Mathematics Education) offers a series of INSET courses to improve the teaching of Mathematics, Biology and Physical Science in the secondary school. Post-course support is offered in the classroom. Management courses are also offered to principals. Both formal and non-formal INSET are offered.

The South African Nylon Spinners Science Centre in Mpumalanga, Hammersdale offers INSET support to teachers to improve secondary school Biology. The Centre is also used by other NGOs such as ELET and SEP.

INSET Policy Initiative (IPI) networks INSET agents to debate issues and deepen their consciousness. Through such processes and activities IPI hopes to contribute to future INSET policy.

Training and Resources for Early Education (TREE) offers INSET programmes for pre-school teachers and trainers in the non-formal sector.

Community Education Development Trust (CEDT) trains Black and Indian pre-primary school teachers employed by community organizations. CEDT concentrates on the development of innovative education and community programmes.

Durban and Coastal Society for Early Childhood Education offers INSET courses to pre-primary school teachers employed by community-based organizations.

READ (Read Educate and Develop) Project offers training to teachers, librarians and community workers to improve language competence and facilitate independent study through the use of books and other media.

The Educare and Training Centre offers part-time training programmes for teachers from community-based educare projects.

The Toyota Teach Primary Schools Project, launched in 1992, co-ordinates the INSET programmes of several NGO's. The target groups are teachers in the Durban South area. Attention is given to cognitive development and the improving of the teaching of Mathematics, the Sciences and English in the primary school.

The Midlands Education Development Unit (MEDU) provides a resource base for teacher use and INSET programmes in curriculum materials production and "transformative" teaching methodology.

Teacher Opportunity Programmes (TOPS) provide Mathematics, Science and English INSET programmes for primary school teachers. Attention is also given to management training for principals.

According to Bor's (1986) research, NGO INSET programmes have been found to be more innovative and successful than those offered by education departments. One of the reasons given for the success is that teachers are involved in the planning and design of the courses. Interviews with several project leaders indicate greater commitment, dedication and enthusiasm by staff who work longer hours in promoting INSET, when compared with state run projects (Ogle 1992 : Interview; Tomlinson 1993 : Interview; Padayachee 1992 : Interview).

Graham-Jolly (1994 : 43), who evaluated the Toyota Teach Primary Schools Project, arrives at similar conclusions but at the same time found evidence "to suggest both replication and a lack of coherence between many of the initiatives, as well as considerable variance in both the nature and quality of the processes adopted."

In the post-Apartheid era the role of the NGO is being re-evaluated by major sponsors (Kahn 1994 : 38). Several overseas funders have withdrawn sponsorships (Padayachee 1994 : Interview). Others have reduced funding. The growing uncertainty, shrinking budgets and the rapidly changing socio-political climate are

influencing the operation of NGOs. What is emerging is a networking of projects or a co-ordinated approach to the provision of INSET. There is also the development of closer links between some NGOs and tertiary institutions for the sharing of physical amenities and accreditation of courses.

An in-depth study of all the NGOs involved in INSET can be a research project on its own. Bagwandeem (1991 : 330) makes a similar comment in his research on INSET. Therefore, the writer takes his cue from the above-mentioned developments to determine which projects to review. In selecting projects the following criteria were used: university campus-based initiatives, off-campus co-operative ventures operating from one base and one independent off-campus project that networks with other projects or universities in a limited way. Link Africa, PSP, SEP and CASME ✓ are based on the Durban campus of Natal University. MEDU has its office on the Pietermaritzburg campus of the same university. TOPS and SCISA operate from the campus of the University of Durban-Westville. These projects will be discussed as a group.

The Toyota Teach Primary Schools Project is unique as it is the first example of a structured co-operative venture between several NGOs and tertiary institutions in Natal-KwaZulu. Such a venture may be a prototype of future current developments in INSET projects. Therefore, the Toyota Teach Primary Schools Project will be discussed as one such co-operative. ELET forms the third category of NGO, as an independent initiative networks with other NGOs, education departments and an overseas university. The fourth category of NGO initiative is the Fulcrum Project. This is the only Project specialising in reviewing KZDEC's eleven colleges of

education curriculum and promoting staff development activities. The project is highly innovative.

#### 4.5.1 PROJECTS BASED ON UNIVERSITY CAMPUSES

##### 4.5.1.1 LINK AFRICA

Link Africa is an independent British NGO that aims to develop educational skills and resources in partnership with local private sector initiatives in Science, Mathematics and English (Levy 1994 : 302). Its current partners are CASME, PSP, Valley Trust, Vulani Project and ELET. Link Africa's office, with a staff of six, is based on the University of Natal campus.

Two Link scientists assist CASME by providing practical Science teaching for 27 tutorials in the Natal South Coast region. ELET utilised a Link material developer to design and prepare resources for teaching English. A staff member was trained to continue with the project. The Vulani Project is utilising three Link teacher trainers to assist in lecturing to 350 unqualified primary school teachers (Link 1993 : 2).

A Link Science teacher is attached to the PSP to train a local teacher to manage the project in his/her area. The Valley Trust utilises a Link specialist to assist in the upgrading of the English language skills of local teachers. The Career Information Centre in Durban employs a Link resource developer to prepare career guidance materials.

Link Africa's projects are evaluated every six months. The projects' limitations are inadequate time spent with partners (NGOs) and the limited developmental approach to INSET. There is also a need for clarity on Link's mission as interpretations of the nature of partnership vary. Link hopes to develop programmes in line with emerging government structures (Levy 1994 : 304).

#### 4.5.1.2 PRIMARY SCIENCE PROGRAMME (PSP)

The PSP which is located on the University of Natal campus operated under the aegis of Urban Foundation until 1992 when the project became independent.

The primary goal of the Project is to improve the quality of Science teaching and learning in Natal-KwaZulu through the development of a core of competent primary school teachers. Project facilitators use an activity-based approach to Science teaching and learning. They strive to ensure the empowerment of teachers for the purpose of self-development and professional growth within a collaborative learning environment. Such an environment is built on teachers' experience and knowledge. Attention is also given to the development of a "socially and environmentally relevant scientific and technological culture that enhances life-skills and vocational opportunities" (Levy 1994 : 184; see also, PSP 1994 : 3).

The key features in the Project are human resource development, curriculum development through teacher development, capacity building, materials development, language development and networking. Through capacity building Science committees are initiated in each PSP area of operation and provided with basic

funding to plan a year's programme. Assistance is also offered to facilitate workshops and support other activities to enhance teachers' and pupils' experience of Science and Technology. The PSP's view is that the primary school curriculum should be seen holistically. Since concepts are learned through the medium of language and pupils in Black schools encounter problems with English, a language co-ordinator was appointed. His task is to raise the PSP field-workers' knowledge and skills in critical language interventions (PSP 1994 : 2).

PSP field staff network with Siza Centre, Toyota Teach Primary Schools Project, READ, RADMASTE, Natal College of Education, Link Africa and Umlazi College for Further Education.

The statistics of participating teachers and number of schools (indicated within brackets) were as follows : 1989 : 1 438 teachers (478); 1990 : 1 564 teachers (536); 1991 : 1 580 teachers (570); 1992 : 1 624 teachers (617); 1993 : 1 868 teachers (625) (PSP 1993 : 4).

Teachers who attend specific PSP Science courses can obtain accreditation through Natal College of Education and Umlazi College for Further Education. A special workshop on PSP curriculum for DET's Primary Science Education Specialists was held in 1993. Subsequently these specialists held a planning workshop for all Science Committees in Natal-KwaZulu.

Delay in obtaining secondments from DET to assist PSP to bring classroom support in the Inanda, North Coast, Pinetown, South Coast and Pietermaritzburg areas has

affected the expansion of activities. Similarly KZDEC has not resolved seconding teachers who are required to support programmes outside the Umlazi and Umbumbulu areas. The programme facilitators complain about "political upheaval" in some areas that prevent interaction with teachers.

#### 4.5.1.3 CENTRE FOR THE ADVANCEMENT OF SCIENCE AND MATHEMATICS EDUCATION (CASME)

The Shell Science and Mathematics Resource Centre Educational Trust was formed in 1985. To promote Science in tertiary education, an Association of Science Teachers was formed in 1986. This was the first attempt to create a Science forum for INSET for lecturers from colleges of education and universities. "In practical terms it can be defined as a compensatory educational intervention project" that aims at improving the achievement levels of school pupils from disadvantaged groups" (Botha 1987 : 4). To achieve its aims the Centre organizes Science and Mathematics programmes for pupils, upgrades the quality of teaching in schools, conducts research to assist in achieving its objectives and develops Science kits and teaching materials.

A very popular course in Natal-KwaZulu is the educational management programme for secondary school principals. The details of attendance were as follows : 1989 (583), 1990 (577), 1991 (126), 1992 (143), 1993 (122). All aspects of school management, including organizational development were covered over a twelve-hour period spread over two days. Seven centres were selected on a regional basis to ensure easy access to the workshop sessions (CASME 1989, 1990, 1991, 1992, 1993).

The Centre's target groups are standard 9 and 10 teachers of Science. The statistics were as follows: 1989 (145 courses : 5 076 teachers); 1990 (170 courses : 4 276 teachers); 1991 (83 courses : 757 teachers); 1992 (56 courses : 724 teachers), 1993 (51 courses : 719 teachers) (CASME 1989-1993). The reduction in the number of courses and poor attendance were attributed to a lack of interest, teacher strikes and unrest in several areas (CASME 1993 : 50).

The Centre is one of the first NGOs in Natal-KwaZulu to offer a formally certificated INSET course (Further Diploma in Education : Physical Science). Twenty-eight teachers enrolled for the course in 1991. Twenty-seven wrote the final examination in 1992 and twenty-two passed. As the response from teachers was poor the course was not offered during 1993. The course will be offered in 1995 if an adequate number of teachers register (Moodley 1994 : Interview).

Teachers who have the M+3 diploma and qualifications to teach Science up to standard seven are admitted to pursue the further diploma. Distance learning techniques are used and supported by a residential course which is spread over six weeks per annum. The courses are held during the school vacations in January and July. The facilities at the University of Natal and some of the Science lecturers are used for the residential courses. University of Natal is also the certifying institution for the diploma.

The following criticisms may be made of the course: only print medium is used as a distance education technique; no classroom visits are undertaken and the only evaluation is a quantitative one based on examination reports (Hobden 1992 :

Interview).

#### 4.5.1.4 MIDLANDS EDUCATION DEVELOPMENT UNIT (MEDU)

MEDU was established in October 1989 as a project in which university educators and community-based education groups co-operate to address education crisis as it manifests itself in the Midlands region of Natal-KwaZulu (MEDU 1992 : 5). The Project offices are located on the Pietermaritzburg campus of University of Natal. The Management Committee has representatives from the University, SADTU, COSATU (Congress of South African Trade Unions), MEDU staff and NECC (National Education Co-ordinating Committee). In addition, the schools are representative by a teacher. MEDU has a staff of seven.

Its main objectives are to create a resource base for use by teachers, develop a unit skilled in the training of a progressive and "transformative" teaching methodology and build a base for participatory educational research and training of researchers.

During 1991, approximately 800 teachers attended workshops and seminars in English, Media Studies, Video Skills, Mathematics, Career Guidance, History, Economics and Geography. Curriculum resources production groups were established for English, Media Studies, Mathematics, Economics, History and Geography. Activities are designed to ensure that groups become self-sustaining (MEDU 1991 : 9).

The activities of MEDU increased in 1992. The "Teachers' Forum", a newspaper,

was launched to encourage interaction between teachers of DET, KZDEC, HOR, HOD and NED. A non-racial Principals' Forum was launched in 1992. Approximately 400 teachers registered as users of the resource centre.

Three school-focussed management courses were held in 1992. During this period there was a drop in attendance at meetings and workshops. The conflict and violence in townships and other Black areas could have been contributory factors. Attention was given to curriculum innovation and methodology training in English, Mathematics, Geography, Environment Studies and History. One hundred and seventy teachers attended courses in these subjects (MEDU 1992 : 13-14).

During 1992, several overseas visitors from various universities offered courses on "Education and Work", "Structural Development in Africa", "Role of Women in Development", "Education and Development in Tanzania", "Alternatives in Africa", "Gender Language and Education" and "Anti-Racist Teaching." An average of 30 teachers attended each lecture/seminar/workshop.

A teacher-exchange programme between different education departments in Natal-KwaZulu and between local teachers and Danish schools took place.

During 1993, there was a shift in emphasis from a "service" orientation to "developmental" work (MEDU 1993 : 11). Twenty-seven workshops and courses were designed and offered with the objective of "empowering teaching methodologies" (ibid). Teachers attended five courses on the techniques of resource development. Under-resourced schools were assisted with teaching materials. A

programme to train a core of "change agents" in schools was launched. A special course was offered to teachers to cope in (racially) integrated schools. Approximately 1 000 teachers attended seminars on general educational matters and subject specific workshops.

MEDU financed three teachers to undertake a six-month course in materials development at the Institute of Education, University of London. Other innovative teachers of Mathematics and English underwent shorter training in curriculum resource production.

The newspaper, "Teachers' Forum" was reconceptualised after an internal evaluation. The new edition called "Education Alive" emphasised teaching ideas and greater teacher involvement in their own professional growth. Over 300 schools received the newspaper.

The project is evolving in response to teacher needs. There is a shift from increasing attendance at INSET courses to training "change agents" in schools, training trainers and offering skills-training to teachers from disadvantaged schools.

The Project staff noted the positive change in the attitude of DET and KZDEC inspectorate to NGO interventions in Black schools. Teacher strikes and sporadic violence in certain areas prevented school visits (MEDU 1993 : 8). The transfer of principals also affected MEDU staff relationship with schools. Much time was wasted explaining project objectives and obtaining new principals' co-operation. As in the case of several NGOs there was a high staff turn-over because of poor

salaries, short-term contracts and the offer of more substantive posts. Despite such a problem staff showed dedication and keen interest in the Projects' activities.

#### 4.5.1.5 SCIENCE CURRICULUM PROJECT (SCP)

The SCP is located on the University of Durban-Westville (UDW) campus and is supported by University funds. The primary objective of the project is to enable student teachers develop the Science curriculum through collaboration with practising teachers in their school environment.

Support is offered to the University's B. Paed. (Science) students involved in the Primary Science Project (PSP). University lecturers and three PSP facilitators work closely with three schools in the Botha's Hill, Clermont and Umlazi areas. SCP also promotes collaborative teacher participation in General Science curriculum development which involves the HOD, Edgewood College Further Diploma teachers and teachers from three Science Education Project (SEP) schools in the Clermont area. The SCP also networks with SCISA and the Fulcrum Project which is aimed at improving the curriculum and standard of lecturing in KZDEC colleges of education.

Inadequate funds prevent regular visits to schools which are 40 kilometres away from the University. Other problems encountered are personality clashes of personnel of various projects working together, disagreement about the relative status of subjects and getting teachers to understand the processes of curriculum development (Levy 1994 : 199).

#### 4.5.1.6 SCIENCE CURRICULUM INITIATIVE IN SOUTH AFRICA

##### (SCISA)

SCISA which is located on the campus of the University of Durban-Westville has the following guiding principles to improve Science teaching: democratic participation, accountability, transparency and relevance for learners. These principles ensure practitioner involvement and a constructivistic approach (SCISA 1993 : 2).

Through workshops, fora, publications, conferences, papers and lobbying decision-makers, SCISA endeavours to inform practitioners about current trends in Science Education. In this way it is hoped to create a groundswell of change-agents in the field of Science (Levy 1994 : 196).

SCISA's three main areas of activities are policy development and direction, support for the Science syllabi and the development of Science materials. The target groups are teachers of General Science in Standards 3 to 7. Writers' Circles comprising voluntary Science educators who subscribe to SCISA philosophy are encouraged to produce classroom resources.

#### 4.5.1.7 TEACHER OPPORTUNITY PROGRAMMES (TOPS)

TOPS is a national INSET organization which concentrates on the needs of primary schools. Natal-KwaZulu is one of the eight regions in which TOPS operates. Each region has a management committee, the Chairman of which serves on a National Executive Committee. A staff of 11 (a co-ordinator, 3 tutors, 6 methodology

facilitators and a secretary) is responsible for the Natal-KwaZulu project (Dhlomo 1994 : Interview).

TOPS programmes are aimed at developing numeracy, literacy and basic technical skills in primary schools. In addition, teachers receive tuition to complete the Senior Certificate. Special attention is given to teachers in the rural areas. Facilitators run regular workshops in English, Science and Mathematics. The emphasis is on methodology and the production of curriculum materials relevant to Black schools. Management courses are offered to principals and senior teachers. These are run at two levels. Trained facilitators offer field-based courses which are of a non-formal nature. In contrast an M.Ed. programme is run jointly by TOPS, University of Durban-Westville and the University of South Carolina (TOPS 1993 : 9). Nineteen students have completed the course-work at the University of South Carolina and the first-year examination at the end of 1993 at University of Durban-Westville (TOPS 1994 : 9).

Facilitators are trained and certificated by TOPS. Those attending a three-month course are awarded the Pre-Certificate for Facilitators. Thereafter an Advanced Certificate is awarded at the end of a three-week intensive residential course and practical training in the field (TOPS 1994 : 5).

TOPS and ELET offer a certificated Primary English Teaching Rural Areas course (PETRA) and a Certificate for Overseas Teachers of English (COTE). The University of Cambridge Local Examinations Syndicate is the accrediting body (TOPS 1994 : 4).

No non-formal INSET was offered during 1992. During 1993, 142 teachers attended INSET courses in English, Mathematics and Science.

#### 4.5.2 PROJECTS BASED ON CLOSE CO-OPERATION

##### 4.5.2.1 TOYOTA TEACH PRIMARY SCHOOLS PROJECT

The Toyota Teach Primary Schools Project was established by the Toyota South Africa Foundation to improve the standard of teaching in Mathematics, Science and English in primary schools in Umlazi, Umbumbulu and KwaMakhutha.

The Project is a forerunner in the facilitation of closer organizational links with NGOs promoting INSET (Graham-Jolly 1994 : 43). The groups that interact with the Project staff are READ, PSP, Natal College of Education, Umlazi College of Education, the Centre for Research and Development in Mathematics, Science and Technology Education (RADMASTE) of the University of the Witwatersrand and the Centre for Cognitive Development (CCD) of Vista University. The two Colleges are accrediting agencies for Science modules that teachers may complete as part recognition towards an M+2 qualification.

The Project, located on the premises of Toyota in Prospecton, Southern Durban, is well-equipped and has lecture rooms and administration offices. A budget of R8m has been committed for a five-year period. The rationale behind the establishment of the Project is the belief that an improvement in the quality of primary school education in the Umlazi and Umbumbulu areas would render pupils better prepared

to benefit from subsequent education in the academic, technical and vocational fields (Graham-Jolly 1994 : 43).

To achieve the Project's objectives an effective partnership between other NGOs and tertiary institutions has been established. INSET programmes and teaching and learning resources are provided to improve English, Mathematics and Science. The project is extended to 36 schools and 1 080 teachers.

The project manager identified several difficulties. The primary one is stabilising several organizations into one team. The other problems were changes to the Project staff, distances to visit school, reduced communication and chalk-down and strikes at school (Visagie 1994 : Interview).

The Working Group on evaluation confirms the main problem by referring to the nature of the organizations, their agendas, their power relationships and the personalities of those who direct them as contributing factors that reduced the forging of closer links between projects (Graham-Jolly 1994 : 44).

Despite such a problem there is co-operation between the participating organizations. The foundation was laid during the initial planning stage for consensus on aims and principles of teaching and learning to be applied to INSET programmes. There was collaboration also as far as subject content and the development of resources. Evaluators also noted that there was strong co-operation from relevant organizations when modules were planned for accreditation.

The co-operative approach by INSET providers through the Toyota Teach Primary Schools Project has reduced duplication of services, contributed to inclusiveness in respect of participating teachers and developed credibility and trust amongst all concerned with INSET.

#### 4.5.2.2 THE CENTRE FOR COGNITIVE DEVELOPMENT (CCD)

The CCD which works closely with the Toyota Teach Primary Schools Project functions under the auspices of Vista University for administrative purposes. The premises and facilities of Toyota Teach Primary Schools Project are shared by CCD. Policy is decided by its management staff but endorsed by a Board of Control.

The Centre encourages the development of skilled, responsible, confident, critical and creative learners through cognitive development. Courses are designed to develop participative, critical thinkers. The CCD staff organizes innovative workshops and school-focussed intervention and support which encourage teachers to become change-agents. Through empowerment processes teachers are developed into a highly motivated, confident, critical and reflective practitioners.

#### 4.5.2.3 THE READ, EDUCATE AND DEVELOP PROJECT (READ)

The Toyota Teach Primary Schools Project utilises the services of READ. The Read Project, which has been in existence since 1987, operates in ten regions in the Republic of South Africa. Natal-KwaZulu is one of the regions. Its primary objectives are to improve language competency, entrench the skills of independent

study and research, extend textbook knowledge, enrich the education experience of pupils, teachers and the community at large, increase the confidence of students at all levels, create a stimulating learning environment, promote a learner-centred teaching methodology, compensate for inadequate teaching where this occurs and assist adults who are studying on their own outside the formal system (READ 1991 : 1-2). This is a formidable range of objectives considering the small staff that the project employs.

The staff of READ uses the following *modus operandi* to achieve its objectives: training of principals, librarians, teachers and community workers to improve language competence of pupils and to facilitate independent study through the use of books and other media; providing resources such as libraries, book packages and other media; monitoring projects continually to ensure that agreed objectives are met and the motivation of students and teachers to achieve high levels of competence in the skills acquired during training is attained.

READ's programmes are supported by a co-ordinated team working from a Media Selection Unit, a Materials Development Unit and a Training Centre. The Training Centre develops and implements courses for teachers, librarians, principals and adult educators.

READ maintains three regional centres in Durban, Pietermaritzburg and Kosi Bay. The total staff comprises a regional manager, three library advisers, three library assistants, a rural schools project adviser and an administrative assistant.

The 1993 Natal-KwaZulu budget for all projects was R1 200 000. The success of the READ programmes has convinced sponsors that the project should be sustained and extended in Natal-KwaZulu (Tomlinson 1993 : Interview).

From 1989 and 1992 there was a steady increase in the number of INSET courses and the attendance (shown within brackets): 1989 : 64 (1175); 1990 : 98 (1316); 1991 : 125 (1 641) (READ 1994 : 1). During 1993, 107 courses were offered to 1227 teachers (READ 1994 : 1). The decrease in the number of courses during 1993 may be attributed to violence in several areas and disruption to schools.

#### 4.5.3 AN INDEPENDENT PROJECT THAT NETWORKS WITH OTHER NGOs, EDUCATION DEPARTMENTS AND A UNIVERSITY : ENGLISH LANGUAGE EDUCATION TRUST (ELET PROJECT)

The ELET, based in Durban, promotes communicative language teaching in the classroom (ELET 1992 : 1). The target groups are teachers from both the primary and secondary schools. Courses are based on needs assessment and there is ample evidence of teacher and education department involvement in planning courses. Evaluation undertaken by external agencies is positive.

ELET oversees the activities of the Centre with an annual budget of R677 000 (ELET : 1992 : 2-3). The Centre is managed by a director and a staff of eight based in Durban where clients are supported by a well-stocked library. Seven teachers were seconded from KZDEC schools to serve as fieldworkers. The concept of using peers

in INSET programmes in Natal-KwaZulu is an innovation used by facilitators. Such a concept, evaluation shows, is contributing to the success of its INSET programmes (Ogle 1994 : Interview).

ELET offers the following courses that are accredited by the University of Cambridge Local Examinations Syndicate:

Certificate for Overseas Teachers of English, Lower Primary (COTE LP);

Certificate for Overseas Teachers of English, Higher Primary (COTE HP);

Certificate for English Medium Teachers (CEMT);

Examination for English Language Teachers (EELT); and,

Diploma for Overseas Teachers of English (DOTE).

The statistics of teachers who completed the various courses were as follows:

1989 : COTE (12); 1990 : COTE (12); 1991 : COTE (11);

1992 : COTE (20); CEMT (17); DOTE (7);

1993 : COTE (18); CEMT (15); EELT (35);

(ELET 1994 : 1).

During 1994, 112 teachers registered for various certificates and the DOTE. In June 1994, 17 teachers successfully completed the EELT and 18 will be writing a similar examination. An average of 17 teachers per COTE LP/HP and CEMT have registered for 1994.

To ensure continuity in all its INSET programmes, project committees meet annually for follow-up and assistance. Provision is also made for teachers to attend courses

to disseminate innovative ideas to colleagues. Co-ordinators and project- leaders maintain contact with course participants through informal visits.

When the projects were first initiated, there were problems such as uneven attendance at courses, as a result of the lack of co-operation from principals and education departments such as the DET and the KZDEC. The DET did not allow course leaders to visit classrooms to undertake follow-up activities. The Director of the Project confirmed that the attitude of principals and education departments had changed for the better (Ogle 1994 : Interview). This change has enabled course leaders to visit classrooms to assist those teachers who participated in INSET programmes.

The Centre is making a contribution to the training and improvement of the skills of teachers of English. Independent project evaluators have suggested that project leaders and co-ordinators should work closely with colleges of education to bridge the gap between PRESET and INSET. The private sector funded projects should work with all the major providers of INSET (education departments, colleges of education and teacher organizations) if programmes are to improve and succeed.

#### 4.5.4 PROJECT PROVIDING INSET FOR COLLEGE OF EDUCATION PERSONNEL : FULCRUM TEACHER EDUCATION PROJECT

In response to concerns experienced by KZDEC, at high student failure rates in Mathematics, English, Afrikaans, and Science and the quality of lecturing at colleges of education under its control, the Fulcrum Project was initiated in October 1991.

After identifying problem areas and constraints during 1992, there was consultation with the staff of the eleven KZDEC colleges of education. A series of centralised workshops in 1993 led to position papers being written, resources developed, syllabi revised and guides and handbooks produced. During 1994 revised syllabi were implemented, materials and approaches tested and follow-up support provided to college staff. The revision of resource material is an on-going process.

Five projects facilitators are striving to develop a practical alternative model for teacher education. SCISA staff is involved in organising workshops on change strategies and curriculum development with staff of the KZDEC colleges of education. Qualitative evaluation is expected to be undertaken at the end of 1994.

Facilitators encountered two major problems of logistical and bureaucratic nature. Communicating with eleven colleges located over a wide geographic area was the key difficulty. Telephone services were poor and postal services unreliable. There have been long delays in obtaining secondments from KZDEC which initiated the project. The current uncertainty in the 1994 transition stage to a regional education ministry led to delays in decision-making.

#### 4.6 PRIVATE SECTOR INSET INITIATIVES : ISSUES AND FUTURE DIRECTIONS

Despite the criticisms levelled against the NGOs contributions to INSET, many projects have been in existence since the 1980's and others have been established during the last few years (Hartshorne 1987a; Hofmeyer 1988; Gray 1988; Kahn

1994).

Some projects are responding to the criticism that there is a lack of co-ordination. The Toyota Teach Primary Schools Project has initiated a co-ordinated approach with several NGO INSET initiatives. Another example is the collaboration that is taking place between CASME, PSP, SEP and education specialists of the DET and KZDEC through the Science Forum (CASME 1994 : 4-5). Through mutual arrangement PSP concentrates on primary schools, SEP on junior secondary and CASME on senior secondary schools.

In addition to the lack of co-ordination between some private sector initiatives and education departments at macro-levels there are other inhibitory factors. INSET is also offered by subject committees or societies of teacher associations. This makes co-ordination difficult. School support also varies for those who attend courses offered by the private sector INSET projects. Foremost, principals and heads of department have to be convinced that ideas and innovations emanating from sources of the NGO INSET projects are of value. Where course leaders or project directors from the private sector need to undertake follow-up visits, the school management staff should welcome them. It is in the school and in the classroom where teachers use new materials, experiment with new methods and encounter problems that even the course leaders would not have envisaged. Effective change can also take place in these locations.

"Ownership" is another issue that INSET agencies see as a problem. According to Hardman (1990 : 11) of CASME "there has been a conflict between the programmes

being owned by the user group and their needing to be approved by the Centre's subject co-ordinators." The concept of "ownership" distinguishes between INSET programmes in which participants are involved from the needs assessment stage to the evaluation of courses and those which are decided for them by organizers. Ownership, therefore, emphasises teachers becoming centrally involved in all stages of INSET. If course-leaders or co-ordinators are discrete in their roles, the role of the teacher as a professional can be enhanced. Ownership can be ensured if teachers and INSET providers are constantly planning, implementing and evaluating programmes in an interactive framework. Ownership remains with the course leader if the teacher passively carries out practices or innovations recommended during training sessions. The success of INSET depends, *inter alia*, on ownership which the "1 000 Schools Project" is set out to address.

Kahn (1994 : 38) draws the attention of funders of NGOs in the Republic of South Africa to the problems relating to evaluation which he regards "as among the most troubling." Since educational evaluation requires funding, expertise and other resources and is regarded as time-consuming, very limited attention is given to this aspect of INSET. Therefore, the effectiveness of INSET provisions cannot be determined in a structured manner. The CASME project was evaluated by Professor Levy of Tel Aviv University between 1986-1988. Thereafter, the staff was expected to evaluate their own programmes. This is also the case in most projects. It seems that sponsors are content with the number of courses and participants per project per annum. CASME's Director comments on the need for summative evaluation (CASME 1993 : iii). The MEDU staff is also shifting emphasis from increasing participation to whole school development.

A significant development that could assist in co-ordination of INSET programmes is the introduction of the "1 000 Schools Project" which is funded by the Independent Development Trust (IDT). Initiated as a national project programmes will be developed also on a provincial level. The "1 000 Schools Project" hopes to shift NGO initiatives from working on innovations in isolation to a focussed approach on whole school development to ensure that the institution will be responsible for its own growth. The project is expected to be launched in Natal-KwaZulu in 1995 with a CASME staff member serving as co-ordinator. A networking organization called EQUIP Forum comprising ELET, SEP, TOPS, PSP, Hexagon Teachers' Centre and CASME will be concentrating on improving the teaching of English, Science and Mathematics in 225 primary and secondary schools. Attention will also be given to management training (EQUIP Forum 1994 : 1-8).

Career paths for NGO staff are virtually non-existent as appointments are short-term and experienced and well-qualified members opt for better salaried and permanent appointments. Despite this most staff members are dedicated. Staff development provision also varies and is limited. Some projects' success is due to the charismatic personality of directors. When such heads leave some projects are affected adversely.

As the new government of national unity has various priorities in education provision it is expected that NGOs will continue to serve a useful purpose in INSET provision. The indications are that in order to survive, they will become less "territorial" (Kahn 1994 : 37), better co-ordinated between themselves and work closer with education departments. Greater security for their staff through longer term commitment by funders is also essential for that survival.

As far as NGO funding is concerned the possibility exists that the IDT may become the controlling agency of all financial sponsorships (Kahn 1994 : 42) or the government may look at other measures to ensure that funds are used effectively.

#### 4.7 INSET LOCATIONS

INSET locations are generally determined by the following factors: size of INSET groups, types of programmes, finance and the providers of INSET.

Heads of department find it most convenient to hold their courses or workshops in schools where the problems exist and where the target groups are easily accessible. Members of the inspectorate and the subject advisory service choose their venues primarily on their proximity to schools from which participants are drawn. The INSET strategy selected also dictates the venue. Smaller numbers of participants required for workshops and buzz sessions can be easily accommodated in schools. Course-based INSET, in which the lecture method is used, may be located in community or school halls which can accommodate very large groups. Availability of such facilities varies in different communities. Where travel and subsistence allowances are paid to teachers attending INSET courses venues such as universities, colleges and teachers' centres are presently used.

Though the venues discussed above are suitable for urban schools, teachers in rural schools are disadvantaged in this regard. Rural schools are generally manned by only one or two teachers and release for INSET may mean closure of schools. Public transport is not available in most rural areas and it may take teachers several days to

get to central INSET venues and return to their schools. Rural teachers in remote areas are often neglected by deputy chief education specialists or subject advisers as their schools are not easily accessible, except by four-wheel drive vehicles which the state does not provide.

Courses organized by the private sector are generally held at hotels as such venues are regarded as more conducive to effective INSET. Hotels also provide a catering service, conference facilities and suitable accommodation. The private sector also has the funds to pay for such services.

INSET may also take place through excursions, field trips and visits to factories and business premises.

There are conflicting views as to the suitability of different venues. Based on experience and research, McLaughlin and Marsh (1978 : 69-64) and Goodlad (1976 : 67) advocate schools as being the most suitable venues for INSET for this is where problems and needs exist. Most literature on school-focussed INSET supports such a recommendation.

Elliott (1983 : 25), however, states that off-site (school) INSET has the advantage of allowing teachers from different environments to engage in discussing common problems. These meetings allow for professional exchanges to take place. Such interaction also reduces teacher isolation.

Depending on the needs of teachers and the type of INSET that is being offered,

different types of locations are required. All INSET courses cannot be offered in the schools. Certain needs can be satisfied in teachers' centres and other locations. It stands to reason that schools will be the most popular location as needs frequently originate from this source and teachers, also as the target group, are easily accessible.

#### 4.8 SUMMARY

This Chapter opened with a review of various agencies and providers of INSET. Reference was made to the following government agencies in promoting formal and non-formal INSET : the education department, colleges of education, colleges for further education, teachers' centres and schools.

Thereafter, the role of schools, colleges of education, teachers' centres universities and technikons in Natal-KwaZulu, in promoting INSET, was examined. This was followed by discussion on the contributions of teacher organizations to INSET. Next, brief reference was made to the use of consultants as change agents and providers of INSET support. This is followed by a review of the role of the private sector in INSET.

As the success of INSET depends on, *inter alia*, suitable venues, the need for holding courses closest to schools was discussed.

In the next Chapter an overview of the management of INSET in England and Wales, Scotland and several Sub-Saharan countries is undertaken.

## CHAPTER FIVE

### AN OVERVIEW OF THE MANAGEMENT OF INSET IN SELECTED COUNTRIES

#### 5.1 INTRODUCTION

The purpose of this Chapter is to scan developments in INSET especially at the macro-level in England and Wales, Scotland, Zimbabwe, Lesotho and Swaziland. Such a scan is intended to provide some background to the management of INSET in two well- developed education systems and three neighbours of the Republic of South Africa.

Special attention is given to England and Wales, because of the influence of the English education system on Natal-KwaZulu, Zimbabwe, Lesotho and Swaziland. National policy directives which were developed from past practices set clear guidelines for local education authorities and schools. Scotland is included in the scan because its national INSET policy-making body is inclusive and broad-based. In addition, the three-tiered form of INSET programme is an innovatory approach to certificated courses.

The common link between Zimbabwe, Lesotho and Swaziland is the declaration of independence from colonial powers and the planning of education and INSET from a national level to address historical backlogs. The Republic of South Africa may be

regarded as being in a similar position.

## 5.2 INSET IN ENGLAND AND WALES : 1972-1987

Since the James Report (DES 1972) was published, and the White Paper, "Education : A Framework for Expansion" which followed, there has been an evolutionary change in INSET in England and Wales. The report defined three stages of teacher training: initial, probationary and INSET. In the Seventies greater attention was given to the first two stages rather than the third.

The Advisory Committee on the Supply and Education of Teachers (ACSET), in counselling the Secretary of State on the problems of INSET in 1984, identified several defects (Education Digest 1984 : iii). Amongst these was the fact that too few teachers had the opportunity to undertake full-time INSET. Another problem was that inadequate financial resources were allocated to INSET, with the result that teachers had to make significant contributions from their own resources. ACSET also complained about the absence of a systematic approach to the matching of teachers' and schools needs with suitable INSET programmes.

In response to these points, the Committee criticised the Secretary of State for his failure to grapple with two other controversial issues. First, there was no clarity as to the support a probationary teacher should be given during the first year of teaching. Secondly, the question as to what had happened to the notion of entitlement of every

teacher to life-long professional in-service development had to be answered. There were no systematic arrangements for the classroom release of teachers during the first years of teaching (Education Digest 1984 : iii). These issues are pertinent as the success of the INSET support in the first few years of teaching makes a difference to the development of a positive attitude to life-long learning. This aspect is also discussed in par. 3.2.2.3, page 79.

Despite these criticisms the Government decided in 1983, to pay direct grants to local authorities for the release of teachers to undertake formal INSET in subject areas considered to be of national priority. In doing so non-formal INSET received less attention. The following priorities were determined: teaching of Mathematics and Science, management training for headmasters and senior teachers, special education needs in normal schools and education as a preparation for vocational training. Similar priorities exist in Natal-KwaZulu today.

The mid-eighties in Britain saw a wide range of INSET needs being addressed, viz., teachers' own needs, e.g., career development; updating and enhancing skills and knowledge; professional refreshment; responding to changes and development in the society and personal and professional development.

The greater involvement of parents, the community and governors in education introduced a new element into INSET during the latter part of the 1980's as teachers were expected to analyse and explain innovations in education and school management to them.

Although almost any experience can be used by the wise teacher as on the job training and learning, the Education Digest (1985 : ii) lists the following as the main forms of INSET: school-focussed, short courses, secondment of teachers, teacher exchange and fellowships.

INSET is provided by schools, colleges of education, professional associations, local education authorities, universities and bodies such as the Confederation of British Industry.

The Education Digest (1984 : iii) refers to ACSET's (1984) comment that the most dispiriting feature of INSET was its funding, not only because of the inadequate provision but also because of the baffling confusion of regulations. One limitation of the funding arrangements was that it favoured longer course attendance. To improve the service, ACSET made far reaching recommendations to the State for changing the funding arrangements for INSET. Funding for INSET is a universal problem.

In 1985 there was a proposal that there should be regular teacher appraisal of INSET practices in schools, colleges and local education authorities in order to establish links. Such links are desirable as it would accelerate the adoption of good practices and contribute to effective policy-making for INSET.

However, despite efforts by the National Foundation for Education Research (NFER), no fully satisfactory means of assessing the effectiveness of INSET had emerged up to 1985. Despite evaluation devices being built into the courses, the perennial question

of assessment of the effectiveness of INSET in the classroom remained unsolved (Education Digest 1985 : iii).

The publication, "Better Schools", noted that resources devoted to INSET were not always being used to the best advantage. "More systematic planning was needed by schools and local education authorities to match training better to both the career needs of the teachers and the curricular needs of the schools" (DES 1985 : 13).

The Government agreed with ACSET that a radical change was needed in the funding and organization of INSET. Hence, several developments since 1985 led to the Education Reform Act of 1988.

### 5.3 INSET IN ENGLAND AND WALES : 1988-1990

The 1988 Education Reform Act, which provides for a national curriculum, brought changes to the funding and provision of INSET. According to the NUT (National Union of Teachers) Education Review (1988 : 3) this Act is clearly a radical departure from the other great education Acts of the century (1902, 1918 and 1944) in both character and objectives and it fundamentally changes the responsibility for INSET. Jones et al. (1987 : 191) comment that the implementation of a more responsive system of INSET through the Education Reform Act has taken twenty-five years.

Funding provision and procedures were changed by the Act. In essence, the new Act

ensures that Local Education Authorities (LEAs) can claim for funding only from the central education authority for courses based on national priorities and on identified local needs. In addition, LEAs can claim for the costs of running teachers' centres and the advisory services as well as for the costs of mounting, administering and evaluating INSET activities. This funding arrangement is a major improvement on the previous system.

Though the funding arrangement has improved (approximately one hundred pounds per teacher), McIntyre (1988 : 17) refers to various writers who have expressed certain reservations about the Act. It is feared that the proposal to add five days to the school calendar to allow teachers to attend INSET during school time will result in an emphasis on school-focussed INSET. Though this is welcomed, the concern is that there will be less emphasis on secondments for further training and the obtaining of diplomas, certificates and degrees. In the absence of adequate research it is debatable as to whether formal (obtaining of further diplomas and additional degrees) or non-formal INSET makes a teacher more effective in the classroom. Depending on the nature of the diploma or the degree, the utilisation of new knowledge gained by an individual and the support he enjoys in a school, longer courses can provide the link between the quality of education which pupils receive and the teaching styles that have been enriched by self-critical and scholarly thought gained through studying. Those attending non-formal INSET courses can also develop similar skills to improve classroom practice. Accordingly, it was recommended that teachers' needs be categorised in two ways: those that required short-term, skill-based solutions and those that needed longer term solutions through suitable INSET approaches.

In addition to the career needs of teachers, the Act supports the need to provide and encourage the professional development of teachers at all stages of their career. Furthermore, the Government supports formal appraisal of teachers on a regular basis by local authorities so that comprehensive and up-to-date information is available to facilitate effective professional support and development and deployment of teaching staff to the best advantage of the school system.

Implications for the LEAs are in the areas of policy, funding, delivery and accountability. Pursuant to the Act, LEAs have developed policies for INSET. Within this policy each school establishes its INSET needs, develops clear strategies for staff development and provides a range of INSET opportunities for every staff member. The policy of the LEAs also provides for a system of staff appraisal to establish INSET needs and ensure follow-up INSET activities. In retrospect the White Paper, "Better Schools" (DES 1985), marked the beginning of a policy thrust to improve the coherence of INSET provision as a way of achieving the Central Government's goals for an effective education service (Smout et al. 1989 : 164). In accordance with the 1988 Act, LEAs have to compete for funding on the basis of criteria set by the central education authority. An LEA and school INSET managers or co-ordinators are accountable, through their monitoring and evaluation of the management and delivery of the INSET process, to an appropriate representative INSET committee.

The Act ensures that each INSET delivery system is based on the practical needs of teachers, schools and the LEAs through the provision of appropriate means and with

due regard to maintaining high quality, cost effectiveness and value for money (Jones et al. 1987 : 199). The writers' viewpoint is that any over-emphasis on the value for money principle can affect the provision of INSET. Considering the many variables in education it will be difficult to pin point the long term effects of INSET.

England and Wales, which are regarded as leaders in INSET matters in First World countries, have evolved, on the basis of a range of strategies introduced over the last decade, what seems an effective management model for INSET. These include a broadening out from the traditional model of courses provided by higher educational institutions for individual teachers towards a school-focussed approach. In this approach the specific needs of teachers in a school are satisfied by INSET programmes. Underpinning this change is the introduction of national curriculum assessment and testing. Both radical moves have led to debate and criticism. Despite this the LEAs have prepared for the changes brought about by the national curriculum. School-focussed INSET is one of the significant changes. It will be some time before one can evaluate the effects of the Education Reform Act of 1988, especially on INSET.

A corporate approach to INSET is recommended in the Act. As part of this, the establishment and operation of an integrated strategy is expected to bring about a number of changes in the relationships between the various sections of the LEA and between the LEAs higher education and national INSET providers (Goddard 1989 : 46). The foundation of a corporate approach to INSET lies in the formation of a major INSET unit within an education department, led by a senior adviser with

substantial INSET experience. The unit has the responsibility of the total training programme for the LEA, whether it is for teachers, support staff or governors (members of schools' governing bodies responsible for financial control and management of schools).

## 5.4 THE MANAGEMENT OF INSET BY A FORMER LOCAL EDUCATION AUTHORITY

### 5.4.1 INTRODUCTION

In response to the Education Reform Act of 1988, the various education authorities in England and Wales reviewed their policy, infrastructure and system of providing INSET.

In the review and discussions that follow, the former Inner London Education Authority (ILEA) will be used as an example of an education authority. This Authority prepared a very comprehensive Report in response to the provisions in the Act. A study of this Report is essential to place in correct perspective how a well-structured INSET policy at national level can contribute to meaningful and effective provision of service at local education authority and school levels.

### 5.4.2 ESTABLISHING OBJECTIVES

The ILEA Report (1988 : 1) states that its proposals are designed for a fundamental

reform of the Authority's provision of INSET. It also examines ways in which INSET might best be delivered and the way it should be planned, administered and managed. Furthermore, it builds upon and extends on existing good practice within the Education Authority and proposes changes which are designed to enhance the contribution of INSET to the improvement of the quality of education provided in schools, colleges and adult and youth education centres. It may be assumed that other authorities responded in a similar manner to the Education Act.

In the main, ten objectives constitute the foundation of the proposals: courses should be designed to contribute, in explicit and effective ways, to improving the quality of teaching and learning; INSET should contribute to improving the effectiveness of institutions and services as well as to the professional development of individual teachers; opportunities for INSET should be more equitably distributed among the teaching force; the INSET programme should be responsive to INSET needs defined by teachers, institutions and the local authority; it should also reflect national as well as local priorities; there should be a careful balance in INSET provision of courses, whether institution-based or collaborative in nature, between institutions or across sectors; there should be balance also between the courses offered at teachers' centres and those of individual subject advisers (this also applies to INSET programmes provided by institutions of higher education and other external agencies); the skills and knowledge acquired by individuals through INSET should be disseminated; provision must be made for consultation in all aspects of the planning, delivery, take-up and monitoring of INSET; all INSET activities should be subject to careful evaluation; consultative arrangements about INSET should take place as

near as possible to their point of delivery; the INSET programme should be cost-effective and its administration efficient.

Being universal, these objectives can be considered for incorporation in INSET policy documents for most education departments.

#### 5.4.3 THE CONTEXT OF INSET

The Report (ILEA 1988 : 2) states that need for INSET arises from the perceptions of heads of institutions and teachers, as a result of national and local policies and priorities emphasised in curricular and other areas, as part of the contemporary climate of educational thought and research and as a result of economic and demographic factors. Of significance in the Report is the statement that plans for INSET for the 1990's will have to be given effect successfully within teacher needs outlined, otherwise INSET may become irrelevant to teachers and to the pupils and students they serve.

The 1988 national educational policy not only meant greater central control of education through a national curriculum but also provided for a new system of pupils' assessment, contracts for teachers and national arrangements for a probation period in the training of teachers. Such provisions have significant consequences for INSET in schools. Other factors which are expected to affect the planning and provision of INSET are the calls for greater efficiency in schools, the activities of the Secondary Schools Examinations' Council, the Schools Curriculum Development Committee and

the role of professional and subject associations.

#### 5.4.4 CONDITIONS OF SERVICE AND THE EFFECT ON INSET IN THE FORMER ILEA

It is important to highlight the impact that the Teachers' Pay and Conditions Act of 1987 has on the planning for INSET needs. For the first time, an English school teacher is committed by contract to review from time to time his methods of teaching and programmes of work and to participate in arrangements for further training and professional development as a teacher. Similar provisions exist in contracts that some American teachers sign. In Natal-KwaZulu no such provisions exist. Though members of the inspectorate invite teachers to attend specific INSET courses, it is not mandatory for the teachers to do so. Moreover, there are no such contractual obligations.

#### 5.4.5 TEACHER EVALUATION AND INSET IN THE FORMER ILEA

Head teachers are specifically charged with evaluating the standard of teaching and learning in the school and ensuring that proper standards of professional performance are established and maintained. In addition, they have to ensure that all their staff members have access to advice and training appropriate to their needs.

To assist in achieving these ends five extra non-teaching days have been added to the school calendar to allow every teacher to involve himself in INSET activities. A

further 1 265 hours of "directed time" is allowed to supplement this provision. The Report (ILEA 1988 : 3) regards this as a massive expansion in the demands made on the provision of INSET and reinforces the trends towards a school-based and school-focussed approach. These innovations follow similar provisions in some American education systems.

#### 5.4.6 NATIONAL POLICY DIRECTIVES AND INSET

The State's statutory responsibility for a national curriculum has resulted in policies and priorities which in turn affect INSET at the local education authority's level. The policy emphasises equal opportunities and access to INSET programmes for the promotion of professional and career development of women, Black and ethnic minority teachers and teachers with disabilities. Overarching the equal opportunities priorities are other policy directives of the Education Authority that affect INSET provision.

A review of Further, Higher and Vocational Education constitutes another important element in the context of INSET. The emphasis is on Adult Education and the Youth Education Services with the objective of encouraging institutions providing such education to become more responsive to community needs. In doing so institutions have to provide INSET for personnel involved in adult education and youth activities.

#### 5.4.7 TEACHER ASSOCIATIONS AND INSET IN THE FORMER LEA

The collective view of teachers, as expressed by their regional branches of professional associations, provides another dimension to promoting INSET. Such views include the need for teacher representation on the local education authority's consultative and advisory bodies. In addition teachers have to play an active but informal part in decision-making about INSET. Teachers also have to retain the right to make decisions about the type of INSET as part of the professional and career development they engage in. Further the right of teachers to decide whether INSET should take place during the school-day is also significant. In holding courses when the school is in session organizers take note of teachers with domestic and other responsibilities which limit opportunities to participate in INSET in the evenings and at week-ends (ILEA 1988 : 4).

#### 5.4.8 TENSIONS BETWEEN NEEDS AND PROVISION OF INSET

The ILEA Report (ILEA 1988 : 4) recognises the "series of potential tensions between differing views about the nature and content of education" and the provision of INSET. Tensions also exist between centrally (head office) and individually (teacher) derived perceptions of needs, between autonomous (independent or research-based learning) and directed learning (teacher-dominated) needs and between a series of overlapping groups with direct interests in the outcomes of INSET, i.e., teachers, heads and governors in charge of school management, subject advisers, teachers' centre wardens, administrators and Her Majesty's Inspectorate.

#### 5.4.9 INSET FOR THE DEVELOPMENT OF INSTITUTIONS

In determining a system of INSET provision the ILEA acknowledged various needs, viz., to reconcile the professional requirements of individual teachers, to implement national and LEA policies and to provide INSET support for schools, colleges and other institutions. The first two needs are satisfied by traditional programmes of INSET ranging from full-time study and secondments to short courses and by the LEA's county-wide INSET programmes to support national policies and priorities. The third dimension of INSET, the promotion of institutional development (improvement of management of all resources), has received relatively little attention.

In realising school and college INSET plans, staff development in England and Wales is geared to play an important role in promoting education in the 1990's. Hence, in terms of the Education Reform Act of 1988 every institution is expected to have clearly identified educational objectives and school-wide developmental plans. Only after such objectives have been formulated and agreed in explicit terms does identification of the individual and corporate INSET needs, required to assist in achieving them, take place.

The principal or head of an institution is entrusted with the task of planning INSET in full consultation with all staff members. Such a plan reflects institutional goals, the Local Education Authority's policy and national priorities and developments. Covering the same time-scale each institution has to draw up a staff development plan to identify the staffing expertise that will be required to deliver the institutional development plan. Such a plan is expected to identify the individual, departmental and institutional needs and relevant INSET strategies.

For such a system to operate effectively the Local Education Authority has ensured the provision of sufficient resources. For probationer support full and part-time secondments have been provided and are controlled from a central pool of excess teachers. Management training and teachers' centres have been brought under the ambit of the subject advisory service for planning and development purposes.

#### 5.4.10 THE ORGANIZATION OF AN INSTITUTION-CENTRED APPROACH TO INSET

The basis for the development of a coherent INSET programme is that of establishing an effective match between the needs identified by the institutional staff development plans and the funds and support available to sustain such plans. To achieve this a six-stage process of planning and delivery is proposed for schools (Figure 5.1). This is done over a period of three years.

In Stage 1, the ILEA made available to all institutions a clear statement of national and authority-wide INSET and staff development priorities. During Stage 2, the institution drew up a development plan outlining its aims, the main academic and pastoral objectives, the nature of the courses and other provisions over a period of three years. Thereafter, a staff development plan was drawn up for this period. A senior staff member in each institution was given the responsibility for all aspects of INSET, e.g., disseminating information, establishing mechanisms, time-tables and procedures.

In Stage 3, a fully motivated document was submitted to the Local Education Authority's head office for endorsement for funding. Stage 4 of the process was seen as one of "fine tuning" (adjustment) whereby a systematic review was done to optimise resources and finalise central and institutional programmes for each year. Monitoring and evaluation procedures were also finalised. Stage 5 saw the implementation, monitoring and evaluation of the INSET programmes. During Stage 6, the year's activities were reviewed and necessary adjustments made to the following year's plans. Such a cyclic process refines strategies and improves the provision of INSET.

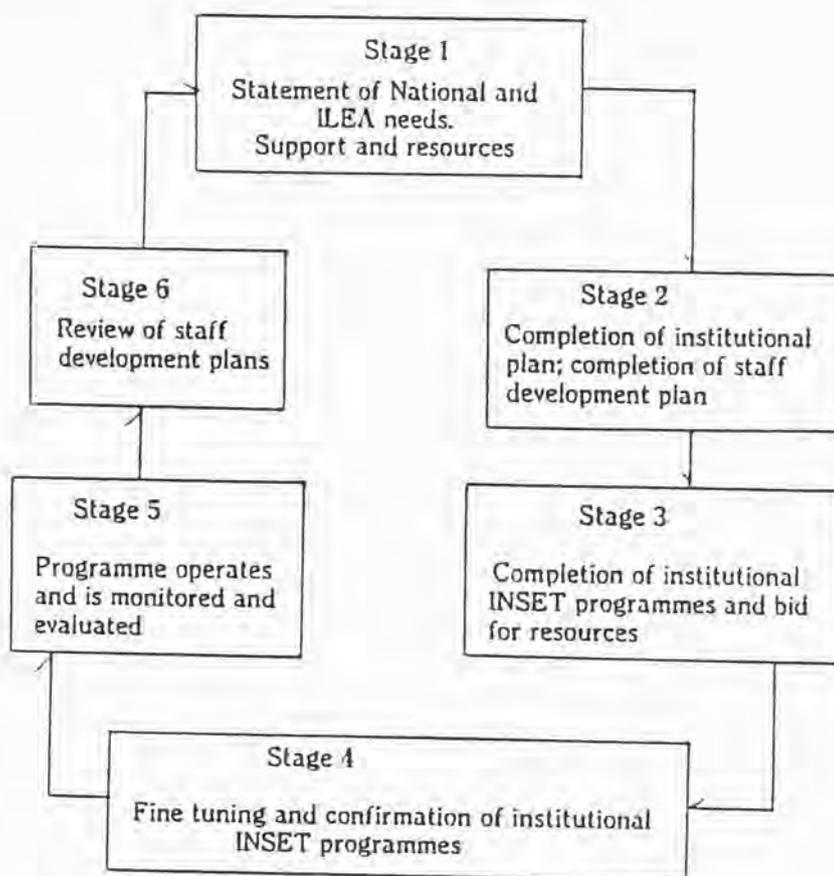


FIGURE 5.1 INSET PLANNING, DELIVERY AND EVALUATION PROCESS IN THE ILEA (ILEA 1988 : 8)

## 5.5 INSET IN SCOTLAND

In Scotland serving teachers attend colleges of education for further training either in their own time or with the permission of the LEA on *day release*. *Day release* refers to the granting of leave with pay if a teacher is attending an approved INSET course which is held during school hours. Those who pursue degree courses at universities, as full-time students, qualify for leave with pay.

Responsibility for the further education of teachers in Scotland lies with the National Committee for the In-Service Training of Teachers (NCITT). The Committee has a broad membership which includes the organized profession. The NCITT has produced three documents which embody central policy concerning INSET. These are *The Future of In-Service Training in Scotland* (SED 1979) - also referred to as the Green Report, *The Development of the Three-Tier Structure of Award-Bearing Courses* (SED 1984) and *Arrangements for the Staff Development of Teachers* (SED 1984a). In all these documents, the continuing education of teachers is viewed solely in terms of furthering the teachers' competence in areas which have been centrally (by the State) defined as national priorities (Hartley 1985 : 1). This policy decision ensures that there is a balance between national and individual or school needs. The latter is satisfied also by non-formal INSET programmes offered by teachers' centres, consultants, subject associations, teacher organizations and peer groups.

A three-tiered system of award-bearing courses introduced in 1985 is intended to complement the standard provision of short, non-award bearing courses that have been in existence for a long period (Wilson 1987 : 1). The structure of this system is as follows:

- Level 1 - a Certificate Course of one-term full-time study (approximately 120 contact hours);
- Level 2 - an Advanced Diploma of one-year full-time study (approximately 360 contact hours);
- Level 3 - Master's Degree level (at least 480 contact hours).

These modular courses are flexible, with an allowance of credit transfer between levels and between institutions. The Certificate provides for basic training in a specialist field, e.g., pre-primary education. The Advanced Diploma caters for those preparing for management posts both in the primary and secondary schools. The Master's Degree offers a flexible structure closely linked to the work in the schools. These courses allow for a critical examination of the education system and offer sufficient scope for furthering a teacher's competence in the classroom or the school.

The three-tier system is an improvement in formal INSET provision for several reasons. The modular courses can be completed in one institution, but be credited by another, if a student intends to register at another college or university. Credits are also given between each level of certification in the three tiers. A teacher intending to pursue an advanced diploma or B. Ed. will benefit from certain modules completed in the Certificate course. The courses develop a co-operative approach in which teachers and tutors work together to address curricular and management issues (Wilson 1987 : 157). A training of trainers course in Primary School Science is another innovation introduced in the three-tier INSET system.

The education authorities provide for non-formal INSET through a wide range of agencies. Five days per annum are set aside for INSET which takes place when pupils are not at school (Mathews 1990; Wilson 1987 : 159). Provision is also made for fifty hours of planned INSET activities. This includes staff meetings, seminars and workshops.

Several new initiatives have also been introduced by the Scottish Education Department. Using a voucher, individual teachers can claim a portion of money provided to schools to pay for INSET. The monetary incentive motivates teachers to participate in INSET programmes.

Provision is also made for distance education courses by colleges of education for teachers in remote areas. New strategies to support probationer teachers are being developed, e.g., visiting tutors, teacher tutor and periodic release from teaching to visit other experienced teachers and teachers' centres.

Greater emphasis is given to teacher appraisal so that INSET needs can be identified more accurately. Efforts are being made to satisfy individual teacher needs. Teacher motivation is also singled out for attention. INSET courses are held during school hours and teachers receive support in the form of teaching or learning resources. These efforts recognize the fact that INSET will not achieve its objective if a teacher lacks motivation.

## 5.6 INSET : A SUB-SAHARAN PERSPECTIVE

This Section reviews INSET generally in the Sub-Saharan countries, as a background to the research on the provision of INSET in the Natal-KwaZulu region of the Republic of South Africa.

This review is important to the main theme, the management of INSET, as all 39 countries (excluding the Republic of South Africa and Namibia) in Sub-Saharan Africa have, over the years, gained independence from colonial rule and are still regarded as Third World states. Each state has been striving to solve problems relating to teacher education and INSET. These countries have different national backgrounds and experiences. They vary in size and population, in resources, both human and natural, in economic wealth and political systems and philosophies (Hawes et al. 1986 : 5). Of significance to the review are the differences in inhabitants' social fabric and historical traditions, cultural and linguistic diversity and the nature of their responses to the variety of colonial and post-colonial influences, which have from afar penetrated their societies (ibid).

It may be argued that with such diversity, generalisations are neither profitable nor possible. But in reviewing this diversity it is evident that, *inter alia*, there are several shared characteristics among Sub-Saharan countries. They have common political and economic links both with their neighbours and through the Organisation of African Unity and the Economic Commission for Africa. Every state is undergoing rapid population growth and urbanisation. These countries include a large proportion of the

world's "least developed" countries. They share the problem of unequal development between urban and rural areas. The population movement to the urban areas is a major problem. The majority of the people are poverty-stricken and all countries are particularly vulnerable to the effects of international economic recession, fluctuation in international commodity markets and natural disasters such as droughts and floods. Finally, they are all part of one world, increasingly linked by technology and trade and by the imperatives of the survival of mankind. Poverty, economic recession and drought are some of the similarities that exist in Natal-KwaZulu and the Republic of South Africa.

There are other parallels between the development in the Sub-Saharan countries and the Republic of South Africa. After gaining independence from colonial rule, leaders in countries such as Zambia, Zimbabwe and Lesotho made promises to improve education in general and provide free, compulsory education to all primary school children (universal primary education). To honour such promises, a major restructuring of teacher education and the development of innovatory short-term solutions to train teachers and upgrade large numbers of unqualified and underqualified teachers were essential. Many of these innovations and programmes have been in existence for a decade. A review of INSET in selected Sub-Saharan countries can offer an insight into how the problems were solved or the difficulties that were experienced.

### 5.6.1 INSET IN ZIMBABWE

In writing about education in less developed countries, Niven (1984 : 4) comments that their education systems experience shortages of all resources except pupils. The abnormal growth in pupil population has had serious implications for teacher education in general and INSET in particular.

Some 30 000 children returned with their families to Zimbabwe after the country gained independence in 1980. This, coupled with the phenomenal rise in the school population, resulted in the employment of 8 000 additional unqualified teachers.

The 1981 statistics indicated that, out of a total of 38 000 teachers, 17 000 were unqualified, 10 000 possessed a very low qualification, viz., (T4) which is standard 6 plus two years of teacher training. The problem of the high percentage of unqualified and underqualified teachers was further exacerbated by the introduction of free primary school education in September 1980. This was an attempt to fulfil one of the newly elected Government's election promises (Sibanda 1982 : 5).

Despite the fact that the number of primary school teachers rose from 35 000 in 1981 to 54 000 in 1983, the high percentage of unqualified teachers still remained a problem. To meet this challenge the Zimbabwe Integrated National Teacher Education Course (ZINTEC) was introduced as an INSET strategy. This uses a combination of distance education and face-to-face teaching in order to upgrade teachers. Together with the annual output of teachers from the seven formal colleges of education and

the four ZINTEC colleges, it was hoped that the backlog of under- and -unqualified teachers could be cleared within five years.

However, this was not to be as an increased birthrate led to further expansion of the school population. The building of additional classrooms and more schools, the transfer of primary school teachers to secondary schools, the loss of teachers through death, boarding, retirement and resignations, the promotion of teachers to administrative non-teaching posts (planning, psychological and inspectorate services) and the improved teacher-pupil ratio were factors that created a demand for more teachers (Gatawa 1986 : 14). Such demands led to the appointment of unqualified teachers and created a greater need for formal and non-formal INSET. Though the ZINTEC programme produced a large number of teachers in a relatively short time (8 720 in five years), it did not assist in reducing the backlog.

The ZINTEC National Centre is in the main responsible for distance education for unqualified and underqualified teachers in the service. Tutorials are offered through correspondence and radio broadcasts. The Centre is well supported by four colleges, the Department of Audio-Visual Services, the National Radio Service, headmasters and education officers who supervise students, the Planning and Evaluation Division of the Ministry of Education and the University of Zimbabwe, which offer consultation on curriculum matters and staff development programmes.

ZINTEC offers a four-year teacher education INSET programme. The programme package is patterned on the curriculum of the colleges of education, but with a

deliberate orientation towards development-related activities based on practical issues relating to the classrooms. The course is designed in four phases: Phase One is a four-month (one-term), college-based, face-to-face residential programme. Students are given a broad spectrum of basic teaching skills before they are placed in schools.

In Phase Two students are placed in schools in rural areas and given full classroom responsibilities. This forty-month period is a critical component of the programme. Whilst in school, the student teachers receive tuition through correspondence and radio broadcasts. After every two school terms student teachers attend a two-week vacation course at a regional college of education.

Weekend seminars are held every fortnight in schools to discuss problems that may arise in the classroom. Field lecturers, education officers and headmasters offer school-based tutorials at schools and observe teaching of lessons. They participate in cluster meetings to which other student teachers are invited. At these meetings lecturers demonstrate effective techniques of teaching.

Student teachers also carry out production-oriented community projects, e.g., sinking a borehole, building farm houses and sheds, engaging in scientific farming and running evening classes for adults and youngsters who have had no opportunities to enter the formal education system. According to the Minister of Education (Mtumbuka 1986 : 9) "Education with production is the mainstay of the Zimbabwean system." The philosophy behind this is to develop the total man through an integrated form of education embracing both theory and practice in school subjects. School

experiences are being made meaningful and worthwhile in terms of real-life activities. By engaging teachers in "Education with Production" projects, the Government hopes to break away from what was regarded as an academic system of education that existed under the colonial rule.

Phase three is the final residential college-based four-month programme. It is a period of consolidation, reinforcement and revision. Thereafter, examinations are written through the University of Zimbabwe.

ZINTEC, a fully constituted Department within the Ministry of Education, receives annual funding from the State. Substantial material support is also received from overseas sources. An important consideration, and a motivating factor, is that student teachers are paid a salary from the beginning of their training.

After qualifying, teachers continue to receive a range of conversion courses to assist them to cope with new challenges. These include in-house workshops, workshops using outside experts, university-sponsored certificated and non-award bearing courses, study tours abroad, short overseas courses and secondments at local and foreign institutions.

Students benefit from a range of INSET support to augment the print medium method. These include radio broadcasts, seminars and residential courses. Figure 5.2 shows the various types of interaction that a student has with the INSET personnel and institutions that are responsible for the ZINTEC programmes.

These include radio broadcasts, seminars and residential courses. Figure 5.2 shows the various types of interaction that a student has with the INSET personnel and institutions that are responsible for the ZINTEC programmes.

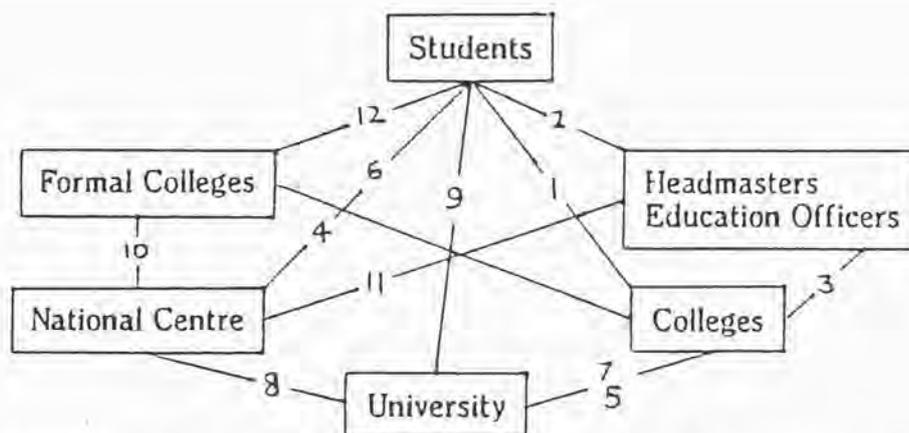


FIGURE 5.2 DELIVERY SYSTEM WITHIN ZINTEC ( Gatawa 1986 : 23)

Key

1. Face-to-face teaching, field supervision, marking assignments
2. Supervision and counselling
3. Feedback on students, seminars and workshops
4. Feedback on students, workshops
5. Consultation on curricula, guidelines, co-ordination, feedback on modules and assignments, student performance profiles, reports on students.
6. Modules, field visits, feedback on modules and assignments, radio broadcasts, reports on students.
7. Consultation on curricula, student performance, examination, certification, staff development.
8. Consultation on curricula, student performance, examinations, staff development, certification.
9. Feedback on programmes, examinations, certification .
10. Feedback on students
11. Reports on students
12. Supervision

The evaluation of the ZINTEC Project, undertaken by the Planning Division of the

Ministry of Education, falls into two categories. There is the overall evaluation and the evaluation of students' work.

As far as the ZINTEC Project is concerned there is on-going planning, research and formative evaluation so that corrective measures are taken. In 1982, evaluators reported that college lecturers who had only school-teaching experience required extensive staff development to give them the skills necessary for tertiary education.

Residential colleges offer the final four-month INSET programme which is assessed and feedback provided. The distance education modules are evaluated from the draft stage to field-testing before the writing team finalises materials. All course materials are evaluated.

The Planning Division also goes into the field to assess the effectiveness of the ZINTEC teachers and compares their performance with the teachers trained in conventional colleges. Questionnaires are used to survey the views of others involved in the ZINTEC Project. They are the field tutors, headmasters, serving teachers and the staff of regional ZINTEC centres.

#### 5.6.2 INSET IN LESOTHO

The Lesotho In-Service Education for Teachers' Programme (LIET) was launched

in 1976 to reduce the number of unqualified teachers within a short period (Mathot 1982 : 7). In 1980, 36% of the country's 5 097 teachers were unqualified and the teacher pupil ratio was 1:77.

A Central In-Service Committee (CIC) was established to implement the new INSET policy and to co-ordinate the various professional development activities that were planned. On this Committee served representatives of the inspectorate, university and teacher associations. The responsibility for INSET is vested in the Chief Education Officer.

The National Curriculum Development Centre, the inspectorate, subject panels, the National Teacher Training College, teacher associations, National University of Lesotho and the Lesotho Distance Teaching Centre are responsible for the various INSET programmes.

Lesotho is regarded as one of the poorest nations in the world. Hence much of the funding for education, and INSET in particular, comes from overseas sources such as the United Nations International Childrens' Education Fund (UNICEF) and from Britain. External funding sources were reduced in 1982 and from 1984 the LIET project was financed by the Education Ministry.

The least qualified teachers, especially those based in the rural or mountainous areas, are given priority in being selected for INSET. Both award-bearing and

non-certificated courses are offered. Courses range from curriculum development projects, upgrading programmes for underqualified and qualified teachers and refresher courses for school principals.

The Ministry also encourages teachers to study part-time to complete the matriculation certificate or a degree. Where specialist manpower (Science, Mathematics and Technical Education teachers) is not available, scholarships are made available to enable teachers to attend institutions overseas. Teacher trainers and inspectors of education are also sent abroad on scholarships to acquire further training and management skills.

The LIET offers intensive residential sessions, tuition through correspondence and special sustained support from tutors in the field. The residential courses are held at the National Teacher Training College and the National University of Lesotho.

All teachers in Lesotho are eligible for the LIET programme. The programmes offer seven certificates, the highest of which is equivalent to a third year University Teachers' Diploma. Holders of all LIET certificates, at all levels, are considered by the education authority to be fully qualified.

An innovation worth noting is that the INSET scheme, under discussion, unifies all award-bearing INSET activities into seven levels of study which have known equivalencies to existing pre-service studies. Each certificate carries its own salary scale on par with equivalent pre-service certificates.

from one day to several weeks. Credit is given only when a topic is completed for the full number of units defined for that topic in advance. Instructors certify satisfactory completion of each topic before a credit is awarded. A credits committee is responsible for approving topics for which rules are set.

The minimum academic requirement for acceptance to the course is the Junior Secondary School Certificate. This was amended to include teachers with five years of secondary schooling which is equivalent to the matriculation certificate. The authorities felt that higher academic achievement is important to provide background knowledge for a teacher.

The flexibility of the LIET programme has contributed to its success. The Education Ministry acknowledges that the LIET programme is contributing to the concept of life-long learning (Mathot 1982 : 13). Therefore, after overseas funding was withdrawn the State continued to finance the programme.

A national survey in 1982 revealed that teachers preferred the LIET courses to full-time residential study. Teachers conceded that there was much work generated by the course but they appreciated the opportunity to qualify or improve their qualifications. The majority of teachers did not have difficulties in putting new ideas generated by the course into practice. The survey indicated that 94% of student teachers in the programme taught in schools in the rural areas. From this group 15% taught in very remote areas. The value of the LIET programme to teachers in the rural areas is high.

### 5.6.3 INSET IN SWAZILAND

When Swaziland gained its independence in 1968 the Education Minister released a three- phase National Development Plan for Education which included non-formal INSET provision and the upgrading of unqualified and underqualified teachers (Putsoa 1982 : 1). The formal INSET programme for unqualified teachers was sponsored by UNESCO. In 1968, the demand for universal primary school education resulted in most children between the ages of 6 and 12 years seeking admission to schools. The government and the community responded by building more classrooms and schools. The unprecedented enrolment for several years after 1968 and the limited output of colleges of education compelled the education authorities to appoint unqualified teachers.

The Chief Inspector was entrusted with the task of planning, providing and co-ordinating INSET activities. Courses were provided by the INSET section of the William Pitcher Teachers' College, Primary School Curriculum Unit, teachers' centres and the members of the inspectorate. Overseas experts in the fields of Educational Administration, Science and Librarianship were used as trainers prior to 1980 (Putsoa 1982 : 10). From 1980 selected local teachers and college lecturers were sent to Britain and the USA for training in teacher education and curriculum development.

Putsoa (1982 : 9), who researched INSET in Swaziland, comments that it is difficult to provide precise figures as far as expenditure for INSET is concerned. There were

two sources of funding for INSET : the Ministry of Education funded the four District Education Offices which promoted INSET regionally and the In-service Department of the William Pitcher Teachers' College. Some projects were funded by overseas countries (USA, Britain, Austria and Israel) and organizations such as UNESCO, UNICEF and USAID. Funding from overseas sources were for short periods (between 3 months and 3 years) for specific projects, e.g., Diploma in Education (Engineering, Mathematics and Science), early childhood education and educational management.

In 1979 it was decided to upgrade 23% of the 2 853 primary school teachers who were unqualified. The total period of study was three years. During each year 385 trainees were released from school for a six-week residential session at the William Pitcher College INSET Unit. An average of 60 trainees was released per term to provide schools with adequate replacement teachers. After receiving tutorials on educational theory, the teachers returned to their schools to continue with their studies through correspondence.

The population increase and the accelerated school building programme resulted in more unqualified teachers being appointed to staff the large number of new schools. Therefore, the total period of training was reduced from three to two years. To compensate, the contact time at the College was increased from six to twelve weeks per year. During the residential sessions extensive theory and practical work were undertaken by the students in five primary school subjects. Visual aids and science kits were prepared for use in the classrooms. Discussions were also held on the

correspondence course materials which students took back with them. The College staff spent one day per week with students during the period when they were teaching.

Teaching diplomas were offered by the Universities of Swaziland and Botswana to unqualified and underqualified teachers of secondary school pupils. Non-formal INSET needs were established by subject panels comprising inspectors of education and members of subject associations on which secondary school teachers serve. According to Putsoa (1982 : 7) only a few subject associations had primary school teachers as members.

Non-formal INSET is provided by subject associations and teacher leaders (outstanding teachers) who work through Primary School and Secondary School Curriculum Units established by the education department. These Units are responsible for curriculum development, the promoting of new curricula, INSET and providing teacher support.

Both the Curriculum Units have a staff of seventeen professionals. Each Unit is divided into two sections that are responsible for designing and testing curriculum materials and providing INSET. These activities are confined mainly to pilot (group of selected) schools. The members of the inspectorate assist both sections of the Curriculum Units to some extent. Evaluation of the curriculum and INSET courses is undertaken by the inspectorate.

In addition to the INSET programmes offered by the Curriculum Unit the members

of the inspectorate in the four regional offices are also responsible for INSET based on classroom visits. The major drawback to this traditional form of INSET is that there are too few inspectors: 4 to 140 schools (Putsoa 1982 : 17). This problem and the limited transport available to the inspectorate reduced the number of follow-up visits and INSET support required at school level.

General evaluation and INSET research provided recommendations to improve the service. The major complaint from teachers attending curriculum-related INSET was that the courses were held during the vacation.

Teachers also complained about the absence of follow-up to INSET. Their major complaints were : insufficient funds to purchase materials to give effect to innovations recommended, the inability to test new ideas in very large classes; irrelevance of some INSET programmes to the reality that existed in classes and discouragement by principals and colleagues to accept or support innovations.

## 5.7 SUMMARY

The Chapter opened with a review of developments in INSET in England from 1972 to 1990. Though the James Report (DES 1972) laid the foundation for teacher education, the initial and probationary stages received more attention than INSET. Inadequate funding to provide *locos tenentes* for the day-release of teachers to attend

courses was a key reason for the neglect of INSET.

In tracing the development of INSET, in England and Wales, since the James Report in 1972 to the Education Reform Act of 1988, it is evident that there has been critical evaluation of all aspects of teacher education. So much so that the latest 1988 Act is regarded as the most radical. Through provisions in the Act, fundamental changes have been effected, especially with regard to the responsibility for INSET. Of relevance and significance to this study are the following provisions in the Act: a clear national policy, improved funding system, an effective infrastructure, the addition of five Professional Training Days to the school calendar, the emphasis on INSET as a form of life-long education, adequate support for teachers who attend courses, institutional development and formal evaluation of programmes.

The writer also considered the implications of the Education Reform Act on the former ILEA which reorganized INSET in response to the 1988 Act. A detailed account of how this Education Authority managed INSET indicates the efficacy of a well-planned and structured national policy. Developments in Scotland were also briefly reviewed. There, the national policy for INSET provides for a three-tiered system of award bearing courses and the training of INSET trainers. Special provisions are also made for non-formal INSET and financial assistance is given to teachers through a voucher system.

The final part of the Chapter was devoted to a review of the management of INSET in the following Sub-Saharan countries: Zimbabwe, Lesotho and Swaziland. The

survey was preceded by observations and discussions on general education provision against the socio-economic background of Sub-Saharan states. The overview of INSET in a developed country and Third World states is essential as a backdrop to this thesis as the five education departments in Natal-KwaZulu existed in both First and Third World situations.

In the next Chapter the provision and macro-level management of INSET in the five education departments in Natal-KwaZulu will be discussed.

## CHAPTER SIX

### A REVIEW OF THE PROVISION AND MANAGEMENT OF INSET BY EDUCATION DEPARTMENTS IN NATAL-KWAZULU

#### 6.1 INTRODUCTION

Prior to undertaking the empirical study relevant to this research, the writer interviewed senior officials of the five Education Departments in Natal-KwaZulu (*vide* Appendices 6.1, 6.2) and studied various annual reports, policy and budget speeches of education ministers, analysed official departmental publications and reports of private sector-funded INSET agencies. The information gathered in 1989-1990 was up-dated in 1992 and 1993. The exceptions were the DET and HOR. Several attempts made to obtain adequate information were of no avail. Poor maintenance of records, general apathy, anxiety and uncertainty created by the proposed rationalisation and creation of regional education authorities could be some of the reasons for non-co-operation by some officials.

Despite repeated attempts to up-date INSET information from the regional offices of the DET and HOR there was very limited response. The returns from one Department were improbable in many respects and seemed to be filled in without reference to records. The number of participants for INSET courses were consistent for several years; the ratio of courses to participants was exaggerated. Furthermore data for all the subjects were not available.

In order to place this Chapter in its proper context, it must be emphasised that the study sets out to review the management of INSET at a macro-level in Natal-KwaZulu. At this level the education departments are mainly concerned with INSET policy, budget, structures and the planning, organizing, providing, co-ordinating, evaluating and developing of INSET services. Such processes involve the inspectorate and auxiliary services that exist at the head office level and their interaction with other providers of INSET, which are tertiary institutions, private sector organizations, teachers' centres, teacher organizations and schools.

In this context, INSET provision is linked directly and indirectly to many factors. It is, for example, linked to PRESET education: the nature, content and quality of which determine the type of INSET and how often programmes should be offered from the time the teacher formally enters the world of teaching, as a full-time member of a school staff, until he retires.

Once the teacher begins his career, there emerges a series of needs for which his PRESET training had not equipped him. An example of this is teaching children from different cultures and races who were socially isolated through the Group Areas Act. As he/she progresses, other factors such as changes in subject content, the non-availability of his subject specialisation in the curriculum of his specific school, changes in syllabus focus and changes in didactic practices which his head of department may require, all create the need for INSET.

However, one of the most critical factors influencing INSET provision is the funding policy of the government of the day for education. If funding is adequate then the

financial resources allow the various education departments to provide both more effective pre-service training of teachers and a planned sequence of INSET programmes.

In the Republic of South Africa, the policy of separate education departments also meant a system of separate and unequal funding for the various race groups. Disparity in funding produced a host of problems such as inadequate human and physical resources, limited supply of books, inadequate INSET structures at macro-levels and poor support in the schools.

## 6.2 SOCIAL STRUCTURES IN EDUCATION SYSTEMS

Van Schalkwyk (1988 : 59), in examining South African education systems, identifies four categories of social structures which are organized and co-ordinated so that they function as a unit to realise effective teaching and learning (Diagram 6.1).

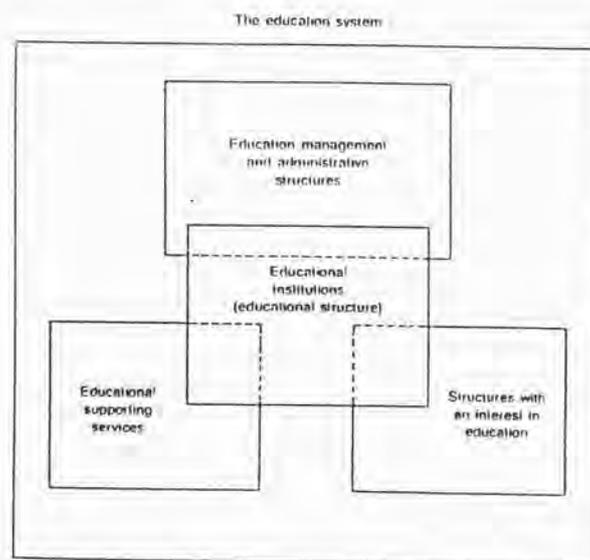


DIAGRAM : 6.1 THE FOUR CATEGORIES OR SOCIAL STRUCTURES OF AN EDUCATION SYSTEM  
(Van Schalkwyk 1988 : 59)

At the macro-level of an education system are the managerial and administrative structures. Directors of education, education planners/education specialists, the inspectorate and administrators are part of this structure which is generally referred to as the Head Office.

The support services, which include the media section, publications, logistics, (transport and general assistance to managers), psychological, remedial and guidance services and personnel (teacher appointment, transfers, service conditions and salaries), form the second structure. In many education departments this structure is referred to as auxiliary services.

Several important groups which have an interest in education, but lie outside an educational system, are parent-teacher organizations, the private sector, NGOs which provide education, trade unions, community organizations and religious organizations. Teacher organizations interface between some of these groups and education departments. The components are directly or indirectly related to teacher education and INSET. In developing a philosophy for teacher education, it would be desirable if the viewpoints of interest groups' are considered by education chief specialists in change of planning.

For the effective management of education there has to be co-ordination amongst three structures: the educational institutions, the management and administrative structures and the support services. Of importance to the management of INSET is the effective co-ordination between middle management structures (the inspectorate), principals and teachers and INSET providers both within the education system and outside agencies. Further to such co-ordination, for the success of INSET, Niven's (1982 : 53) advice

should be noted : any strategy for the up-grading of teachers will have to "make sure of such resources of expertise as exists within the total community."

As a result of the various education acts and the Group Areas Act, the five education departments have had minimal co-ordination at the regional level in Natal-KwaZulu until after April 1994. There were no official structures for such co-ordination. At a national level, only the HOA, HOD and HOR met as members of the Committee of Heads of Education Departments (CHED). The DET was brought into this important structure only recently. The KZDEC had no voice on CHED. At an unofficial level, the five education executive heads have been meeting as part of the KwaZulu-Natal Education Working Group (1992).

The co-ordination of the various structures at national, regional and local levels is imperative if resources are to be shared. In the next sub-section the various structures at national and regional levels are discussed.

### 6.3 NATIONAL EDUCATION STRUCTURES IN THE REPUBLIC OF SOUTH AFRICA

The education system which existed before April 1993 in the Republic of South Africa was a highly complex social organization. This complexity is shown in Diagram 6.2.

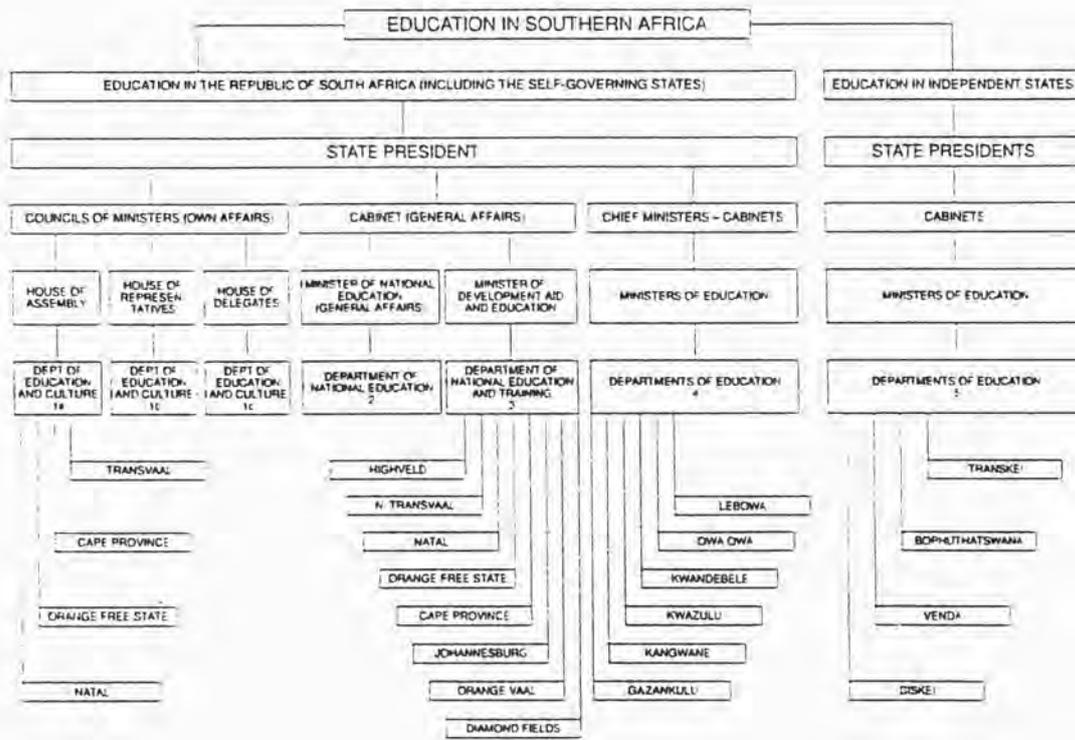


DIAGRAM : 6.2 STRUCTURES RESPONSIBLE FOR EDUCATION IN SOUTH AFRICA, THE SELF-GOVERNING AND INDEPENDENT STATES (Walters 1991 : 55)

The Department of National Education (DNE) was responsible for general education matters for the heterogeneous and multi-cultural South African community. The three Houses (Assembly, Representatives and Delegates) in the political structure of the Republic of South Africa controlled their own departments of education and culture.

To cater for Blacks who live in the Republic of South Africa, but outside the independent and self-governing states, or in White areas, the Department of Education and Training (DET) was established under the Minister of Development Aid and Education as part of the general affairs structure. Operating independently were the education departments of Transkei, Bophuthatswana, Venda and Ciskei. There were also the education departments of the self-governing states of QwaQwa, Lebowa, Gazankulu, KwaZulu, KwaNgwane and KwaNdebele. All these states operated independent education systems (Walters 1991:55).

There was a further complication when one considers the following government structures and education control:

The Minister of National Education was advised by CHED. As stated earlier, only the Heads of Education of HOA, HOR, HOD and the DET served on CHED. The education departments of the independent states were excluded from decision-making processes and general policy formulation in the CHED forum, but had their own mechanisms.

### 6.3.1 POLICY-MAKING

The Education Act 76 of 1984 determined that policy-making was the responsibility of the Minister of National Education (DET 1988 : 28). This was done in consultation with the four ministers of education of the four state departments of education, the Minister of Finance, the University and Technikon Advisory Council (UTAC) and the South African Council for Education (SACE).

The Minister of National Education was also advised by the CHED and the Committee for Education Structures (CES). CES in turn was advised by the Research Committee for Education Structures (RECES). All these statutory bodies had, in addition to representatives of education departments, a wide cross section of members from the public and the private sector.

The Minister of National Education was responsible for determining the general policy for all education departments, including the five in Natal-KwaZulu, with regard to norms and standards for the financing of education (including running costs and capital works); staff, salaries and conditions of service; the professional registration

of White teachers; norms and standards for syllabuses and examinations and the certification of qualifications (DNE 1988 : 6).

The only reference, in policy documents, to INSET at the national level was a provision for the evaluation of improved teacher qualifications through formal studies. There was no mention of a philosophy for teacher education or non-formal INSET, the management of which was complicated when one considers the following statutory bodies that were entrusted with policy formulation and implementation : education councils, Committee of Heads of Education in the House of Assembly, CHED, Conference of Ministers of Education (Black education), Council of Ministers of Education, Council for Education and Training for Black education in areas outside the independent and self-governing states.

The establishment of far too many statutory bodies led to a proliferation of education ministers and education departments. There was also an overlap of functions. The Committee of Ministers of Education was concerned, among other matters, with general policy. There was a duplication of duties when one considers the existence of the Conference of Ministers of Education, representing the independent and self-governing Black states, and the Committee of Ministers of Education, responsible for education in the HOA, HOR and HOD. In realising the duplication, the Government appointed a Director-General for Co-ordination to recommend new structures that would amalgamate the DET, HOA, HOD and HOR (HOD 1993).

In CHED, the only representative of Black education came from DET. If the heads of education departments of the self-governing states of Lebowa, QwaQwa, KwaNdebele, KwaZulu, KaNgwane and Gazankulu served on CHED, national

problems could have been discussed and decisions taken on a non-racial basis. Issues concerning teacher education, for example, could have been dealt with holistically. CHED was the forum in which a national policy for teacher education could have been formulated by all directors of education.

### 6.3.2 STRUCTURES : STATUTORY

SACE, a statutory advisory body which had representatives of all population groups, advised the Minister of National Education on, among other matters, salaries, conditions of service and professional registration of teachers. Teacher organizations were also represented on it. The CES also advised on various educational matters, including teacher education. In addition the self-governing states had their own structure. The Working Group of Heads of Education in Departments had a standing committee on teacher education.

From the foregoing it can be concluded that national structures emphasised teachers' salaries, qualifications, conditions of service and evaluation of teacher qualifications. Attention was therefore given to formal INSET through only the evaluation of qualifications. There was no specific national policy or structure for non-formal INSET which was then, presumably, left to individual education departments. Probably it was the absence of direction at the national level which could therefore have been the reason why several education departments in Natal-KwaZulu did not formulate a written policy for INSET.

At the national level the budgeting system did not provide norms for non-formal INSET. This created serious problems for structured, sustained professional development programmes. These problems and the level of INSET provision in

Natal-KwaZulu will be discussed in subsequent sub-sections in this Chapter.

### 6.3.3 FUNDING FOR EDUCATION

The Minister of Finance in the Central Government apportioned funds to the various finance ministers in the tricameral government, independent states and homelands. Thereafter, each minister of budget presented his own budget to the relevant parliament. Finally, each minister of education's budget was discussed and approval was sought from members of parliaments. The formula for funding varied from department to department.

The disparity in funding between the education authorities, illustrated by the following 1980 figures, became a major political issue and, as a result of student school boycotts and community pressure, the Government decided to consider a new system of financing education( 1990-91 per capita is shown within brackets):

White : R551 per child (R3 688)

Indian : R236 per child (R2 944)

Coloured : R185 per child (R2 091)

Black : R54 per child (R1 240)

(HOD 1987 : 3; HOD 1991;see also Table 7.4 , page 348)

A new financial formula, referred to as SANEP (South African National Education Policy), was first introduced to determine the 1987/88 education budget for all departments in the Republic of South Africa. SANEP was a standardised system designed to facilitate the financing of normal school education, teacher education, private school, special schools and technical education institutions on a uniform basis nationally. The system used a formula determined, controlled and applied by DNE on statistics (teacher, pupil population density per area) provided by education

departments and the Central Statistics Bureau.

Prior to the introduction of the SANEP financial formula the Central Treasury in Pretoria subsidised education authorities on the basis of "realistic" needs presented by directors of education. Despite presenting such needs the Government applied differential rates that favoured White education.

To rectify such differences, the Government introduced an "a" factor in the subsidy formula. The Black education authorities which received the lowest funding were given the highest "a" factor to rectify the imbalances of the past. In this way it was hoped to achieve parity in funding amongst all racial groups within ten years. However, five years after the introduction of the SANEP formula, i.e., in 1992, the disparities between the HOA, HOD, DET, HOR and KZDEC remained. The Central Treasury was not able to apply the "a" factor to the advantage of the HOD, HOR, DET and KZDEC as funds were not adequate. The Minister of National Education, in response to a question in Parliament, stated that the economic situation "had a stalling effect" on the finalisation of the State's Ten-Year Plan aimed at achieving parity in education provision for all South Africans (The Natal Mercury 1988). Since 1988, very little was done by the Central Treasury to re-introduce the "a" factor in its original form, as economic growth did not reach the expected 4,1% growth. This had an adverse effect on improving INSET provision in most education departments whose priorities were teacher salaries, provision of classrooms and textbooks.

In addition to the problem created by the State's inability to apply the "a" factor to remedy years of discrimination in funding education, the SANEP formula had other limitations. First, a factor in the formula did not compensate education departments for the small number of pupils in rural and sparsely populated areas. To calculate the funding of pupils in such low population density areas, the Republic of South Africa

was divided into 111 sectors. If the pupil population was between 40 and 180, no financial compensation was made. Hence the large number of rural and sparsely populated areas in Natal-KwaZulu were under-provided with educational resources. Blacks suffered the most under this system of funding as a high percentage of KZDEC schools were in rural areas. The effect on INSET was that education departments had to reduce funding for teacher development programmes to provide staff and other resources in such areas. This included the provision of hostels and transport for pupils who lived some distance away from schools which were not served by public transport.

Secondly, a flaw in the funding of education through the SANEP formula was that the enrolment of students at colleges of education and pupils in schools for a specific "operational" year was not considered for financial assistance. For example, the funding for 1992 was based on the enrolment figures for 1990/1991. In 1990 there were 12 654 teachers within the HOD but funding was received for only 9 912. The salaries for 2 742 teachers were transferred from funds budgeted for other education services. The flaw in the SANEP system compelled many departments to use a part of the budget for INSET to appoint additional teachers. Thirdly, departments do not use a norm for non-formal INSET provision. This was confirmed during the interviews with senior departmental officials (*Vide* Appendix 6.2).

## 6.4 INSET IN THE KWAZULU DEPARTMENT OF EDUCATION AND CULTURE (KZDEC)

### 6.4.1 INTRODUCTION

In pursuance of the Government's Apartheid policy, the KwaZulu Department of

Education and Culture (KZDEC) was established in 1972 (Urban Foundation 1984). Prior to this, Black education was controlled by the Department of Bantu Education (Hartshorne 1992 : 42). In Natal-KwaZulu the education of Blacks is shared between the KZDEC and DET.

Two thousand three hundred and seventy-nine primary and eight hundred and eighteen secondary schools, which are administered by the KZDEC, are spread over the whole province of Natal in pockets of areas, which were excised from Natal when "homelands" were created in 1972 (DEC : KwaZulu Government Service 1993 : 66; see also Hartshorne 1992 : 126). Approximately 87% of schools are in rural areas. Excessive overcrowding of classrooms, poor facilities and a high number of unqualified and poorly qualified teachers characterise 2 304 primary and 690 secondary community schools. The latter schools were built by the KwaZulu community, with subsidies from the KZDEC. The KZDEC pays teachers salaries and bears the basic "running costs of such schools" (Jacobs 1992 : 20). These schools have limited or no facilities such as science laboratories and libraries. The Department is further burdened with an average pupil - teacher ratio of 53 : 1 in primary schools (Jacobs 1992 : 21). In reality teachers manage classes with an average of 80 pupils. In rural areas, each class unit is a combination of three to four different standards. With limited text and reference books, furniture and facilities, teachers cannot cope with such numbers. In 1990, there were 4 903 unqualified teachers. The number increased to 9 002 (23,4%) in 1993 (DEC : KwaZulu Government Service 1993 : 70-71). Sixty-eight percent (26 362) were underqualified (below M+3). Between 1990 and 1993, the unqualified teaching cohort increased at the rate of 1 000 unqualified teachers per annum (DEC : KwaZulu Government Service 1990, 1991, 1992, 1993).

The school population in 1993 was 1 600 629. The 1993 teaching force numbered

38 522 (DEC : KwaZulu Government Service 1993 : 65-71). Overall pass-rate in the 1989 Senior Certificate Examination was 42,02%. In 1991 the rate decreased to 34,6%. The pass-rate for the following year was 37% (Edusource 1993 : 5). At the end of 1993, 42% passed the Senior Certificate (Edusource 1994 : 1).

From the foregoing it is evident that the KZDEC has a multiplicity of problems many of which have a bearing on the provision of INSET. In addition to improving the facilities, resources and teacher-pupil ratio, a proper infrastructure and financial master plan for formal and non-formal INSET are lacking.

#### 6.4.2 POLICY FOR INSET MANAGEMENT

There is no documented INSET policy for the KZDEC. In his 1992 budget speech, Mr Mtshali, the Minister of Education and Culture in the KwaZulu Legislature, stated that the quality of education is largely dependent upon the quality of the teachers in the system (DEC : KwaZulu Government Service 1992 : 46). He committed his Department to continue with its efforts to provide opportunities for under and unqualified teachers to up-grade their professional qualifications and improve their professional expertise.

In the absence of a policy document for INSET, the functions of the inspectorate, listed in the Departmental organogram, give some indication of the provision of INSET (DEC : KwaZulu Government Service 1992:26). Subject advisers are expected to maintain regular contact with teachers, assess their competence and develop syllabuses. The senior deputy chief education specialists (circuit inspectors) are responsible for managing schools, "promoting" formal education, developing and improving adult education and regulating departmental examinations. An analysis of these functions indicates that there is no clear directive to these officials for the

provision and organization of INSET.

With regard to a policy on formal INSET, the KZDEC referred the writer to the mission statement of the College for Further Education in Umlazi (Harper 1992 : Interview). The College's mission statement may be summed up as the quest for upgrading of teachers at all levels, the devising of meaningful and practical strategies to address the problems facing teachers as adult learners and the development of meaningful academic support through INSET programmes to compensate for inadequate teacher preparation (DEC : KwaZulu Government Service 1991 : 13). It must be pointed out that in the KZDEC this College is only one provider for INSET. Furthermore, it concentrates on formal INSET through correspondence courses. Therefore, such a mission statement does not suffice as a policy for the whole education department. In 1993, the KZDEC drew up the following mission statement for teacher education:

- \* "To produce teachers within the framework of our corporate values for teaching a diversified school curriculum; catering for the science, maths, general commercial and technical streams in KwaZulu.
- \* To provide in-service education and training to teachers which will empower them to cope innovatively with new methods, new knowledge and new developments.
- \* To provide on-going, in-service education, training and networking facilities to principals of schools, deputies and Rectors of Colleges of Education, to enable them to keep abreast of the times and acquire new management skills for the shifting paradigms.
- \* To engender an enduring spirit and enthusiasm in teacher trainees for acquiring professional values, ethics, ethos and culture in the best traditions of the teaching profession.
- \* To so equip, upgrade and resource teacher education institutions as to enable them to deliver the best service to their clientele"

(DEC : KwaZulu Government Service 1993 : 10).

### 6.4.3 FINANCING OF INSET

In the 1991-92 financial year R4 350 700 (3,2% of the total education budget) was spent on INSET. In the 1992-93 financial year the amount was increased to R9 165 000. This figure included salaries of INSET college lecturers (R7 235 000), equipment for the College (R0,545m), consumable items, e.g., printing of guides (R1,097m) and subsistence (R0,288m) (Guma 1992 : Interview ). Excluding salaries, the Circuit Offices responsible for School Management and the Subject Advisory Services were allocated R1 730 000 and R1 308 000 respectively for INSET (Kunene 1992 : Interview).

The officials interviewed found it difficult to give a breakdown of the budget for formal and non-formal INSET. Budgeting for non-formal INSET was not based on a per capita allowance, but on previously approved amounts. These were adjusted on the basis of the total budget for education and other priorities including INSET.

No information was available as to how the budget for the circuit offices (R1 730 000) and Subject Advisory Services (R1 308 000) was apportioned for travel, subsistence, print materials and guest lecturers' fees. Clear written policy, national guidelines and the adoption of a common terminology, such as INSET, to describe all activities relating to professional growth and teacher competence, are factors that would have assisted the management staff of the KZDEC to determine the budget on a structured basis by separating formal and non-formal aspects and apportioning funds under budget items such as salary, subsistence, transport and materials.

Requests with motivation for finance are submitted by the subject advisers and senior deputy education specialists (circuit inspectors) to the Senior Deputy Secretary for screening. Thereafter, the motivations are scrutinised by the Economy and Finance

Committee for approval. Requests are kept within the budgeted amount. Preference was given to curricula changes and subjects in which pupils fared poorly in national examinations. Records of how subject advisers and senior deputy chief education specialists utilised the funds allocated were not readily available.

#### 6.4.4 THE ROLE OF MANAGEMENT STRUCTURES IN FORMAL AND NON-FORMAL INSET (EXECUTIVE LEVEL)

KwaZulu is the one of six self-governing states in the Republic of South Africa. On a political level, policy flows from a Cabinet of Ministers to the Minister of Education and Culture and his Department.

The professional head was the Secretary for Education and Culture, a post equivalent to that of the chief executive or deputy director-general in the HOD and NED. The policy flow thereafter was through a senior deputy secretary, chief education specialists and senior deputy chief education specialists (DEC : KwaZulu Government Service 1993 : 5-7).

Up to 1992, at the KZDEC Head Office there was no structure for INSET as provided in the DET, HOD and the NED. Therefore, non-formal INSET was managed on an *ad hoc* basis by various officials (Harper 1990 : Interview; Guma 1992 : Interview ; Kunene 1992 : Interview). In 1991, a principal education planner was responsible amongst other duties, for the planning and directing of formal INSET and teacher education. The appointment in 1992 of a senior deputy secretary (referred to as director in other departments) for teacher education and three additional chief education specialists strengthened the management structures (Guma 1992 : Interview). For the first time a mission statement for INSET was drawn up by the staff in 1993 (DEC : KwaZulu Government Service 1993 : 10).

#### 6.4.5 THE ROLE OF MIDDLE MANAGEMENT STRUCTURES IN NON-FORMAL INSET

Non-formal INSET is offered by the following sections: Psychological and Guidance Services, Subject Advisory Services, the Circuit Inspection Services, Cultural Services, Library Services and the Adult Education and UBuntu Botho Services (which promotes a national cultural awareness and the development of Zulu nationhood amongst the youth).

The staff composition is as follows:

Psychological Services : Twenty-three deputy chief education specialists serve under one head.

Subject Advisory Services : in 1989, twelve subject advisers were responsible for eleven subjects. By 1993, there was an increase in the staff. Nineteen subjects advisers were responsible for seventeen subjects.

Circuit Inspection Services : Natal-KwaZulu is divided into 25 areas referred to as circuits. Each area is allocated to a senior deputy chief education specialist (previously referred to as circuit inspector). On an average each circuit is allocated to four deputy chief education specialists or circuit inspectors (DEC : KwaZulu Government Services 1989 : 7-9; 1993 : 6).

Four subjects advisers are responsible for the subject UBuntu/Botho. Adult Education Services has a head and two subject advisers. Four subject advisers promote UBuntu/Botho (ibid).

Considering the large number of schools (3 197) spread over a wide geographical area and the number of teachers who require INSET, the staff in the inspectorate is small. The Minister of Education and Culture conceded that there was a shortage of manpower both at Head Office and in the "Subject Advisory Service" to plan INSET and offered the "prevailing financial constraint" as the reason for the problem (DEC : KwaZulu Government Service 1992 : 59). He advanced this shortage as one of the reasons for the drop in productivity in terms of quality education and the poor examination results. The very small staff in the Subject Advisory Service was not in a position to offer adequate subject guidance, INSET and support to 38 522 teachers. There was a management vacuum at Head Office. This is supported by the statement in Parliament by the Minister of Education and Culture:

"It is an appalling state of affairs when the second largest education department in the country does not have the financial means to support a section at Head Office, the sole responsibility of which would be the co-ordination and development of teacher education." (DEC : KwaZulu Government Service 1992 : 47).

The Library Services has three advisers who served under a head. Considering the poor provision of school libraries or resource centres and that the KZDEC did not create posts for school librarians, the appointment of so many advisers for the service may be regarded as unwarranted. Furthermore, there is no evidence of INSET for class teachers who are responsible for libraries.

An analysis of the following statistics (Table 6.1) indicates that limited guidance was given to teachers by the deputy chief education specialists:

TABLE 6.1  
INSPECTORS' GUIDANCE VISITS TO SCHOOLS IN THE KWAZULU DEPARTMENT OF EDUCATION AND CULTURE

	NO. OF SCHOOLS	GUIDANCE VISITS
Junior Primary Schools	717	35 (4,9%)
Combined Lower and Post Primary Schools	1 662	60 (3,6%)
Secondary Schools	793	200* (25,2%)

(DEC: KwaZulu Government Service 1992)

\* This figure includes guidance and inspection visits. Figures within brackets indicate the percentage of schools visited

Inspections are carried out for several reasons. A teacher who is on the temporary staff applies for a permanent appointment. His principal examines him and furnishes the education department with a report. Thereafter a deputy chief education specialist also examines the teacher to confirm or reject the report made by the principal. On the recommendation of the deputy chief education specialist, the teacher may be confirmed and placed on the permanent staff. If the deputy chief education specialist is not satisfied, the teacher is offered guidance and is re-examined at a later date for confirmation. In the secondary school the subject adviser is responsible for the inspection of specialist teachers.

A teacher is also examined during his third and seventh year of service. There is also, what is referred to as, a routine inspection. Teachers of, e.g., Mathematics of senior classes in an area or circuit may be examined if the national examination results are poor.

Principals and their deputies are examined periodically to establish how schools are managed. This is done by a group of deputy chief education specialists and other senior officials and is referred to as panel inspections.

Guidance visits are undertaken to assist teachers to improve teaching. The visits are planned on various types of feedback such as examination results, panel inspection reports, requests by departmental subject committees and changes to the curricula.

As a follow-up to INSET courses attended by teachers, deputy chief education specialists undertake guidance visits. Of the 25 circuits or areas, many are magisterial districts, e.g., Ubombo, Hlabisa, Nquthu. Circuits such as Mpumalanga and Edendale are within magisterial districts. The majority of circuits are in the rural areas. The average number of schools in a circuit is 127. Nongoma is the largest

with 229 schools. The smallest circuit, Umlazi North, has 46 schools. In charge of schools in an area is a senior deputy chief education specialist. Under him there are deputy chief education specialists. The number of deputy chief education specialists per circuit varies. The rural area of Nongoma has one deputy chief education specialist per 60 schools. In contrast Umlazi North, which is in an urban area, has one deputy chief education specialist per 9 schools. There is no consistency in the ratio of deputy chief education specialists to schools or teachers (Table 6.2). Such inconsistency can affect the provision of INSET when one considers that one official has to visit a very large number of schools that are spread out in a rural area.

**TABLE 6.2**

**RATIO OF INSPECTORS TO TEACHERS AND SCHOOLS IN A SAMPLE OF CIRCUITS IN THE KWAZULU DEPARTMENT OF EDUCATION AND CULTURE**

<b>CIRCUIT</b>	<b>LOCATION</b>	<b>RATIO INSPECTOR : SCHOOLS</b>	<b>RATIO INSPECTOR : TEACHERS</b>
Ubombo	rural	1 : 56	1 : 477
Ilabisa	rural	1 : 35	1 : 284
Nongoma	rural	1 : 47	1 : 392
Umlazi North	urban	1 : 15	1 : 323
Umlazi South	urban	1 : 17	1 : 357

(KwaZulu Department of Education and Culture 1992a : 8-9/60)

Deputy chief education specialists did not visit 245 (7,92%) schools in 6 circuits

during 1991. Schools in the Nongoma circuit, which had 936 (48%) unqualified teachers, received only 3 guidance visits during which individual teachers were assisted. There were 895 (62.5%) unqualified teachers in Ubombo, but only 8 schools (4%) were visited by the officials. The KZDEC's Annual Report (DEC : KwaZulu Government Service 1991 : 16-17) states that 4,4% of junior primary and 3,9% of combined junior and senior primary schools were visited by deputy chief education specialists with the objective of offering guidance to teachers. During 1992, only 94 (6%) out of 1 560 combined primary and higher primary schools were offered guidance in school subjects. In contrast, 236 (15%) of the schools were inspected. The emphasis seems to be more on teacher inspections than both inspection and guidance to assist teachers improve their competencies (DEC : KwaZulu Government Service 1992a : 134-135). Data on visits during 1993 were not available.

There were several reasons for the inspectorate limiting or avoiding visits to schools. Unrest and political violence, especially in the Edendale, Umbumbulu, Pholela and Mpumalanga areas were the primary reasons offered in the Department's annual report (DEC : KwaZulu Government Service 1992a : 134-135). The majority of the circuits are in rural areas and deputy education specialists have to travel vast distances to visit schools. The geographical terrain is also "hostile" in many areas (DEC : KwaZulu Government Service 1992a : 14).

During 1989, INSET courses were offered by the subject advisory service in 10 subjects. The estimated number of teachers who attended was 9 378. Details are as follows (number of teachers who attended are shown within brackets) :

Music : 13 courses (360); Religious Education : 1 (45); Health Education : 1 (45);

Agricultural Science : 1 (no details available); Biology : 8 (no details available);  
Mathematics : 2 (117); Physical Education : 44 (2 755 teachers and 1 754 principals);  
Art and Crafts : 15 courses : (1 486); IsiZulu : 25 (no details available);  
UBuntu/Botho : 29 (2 816).

During 1989, no courses were offered in English, Afrikaans, Library Education, Home Economics, Technical Drawing, History, Geography, Junior Primary Education and Physical Science. However, the Umlazi In-Service Training Centre ran courses for 1 246 teachers in Mathematics, Physical Science, Agricultural Science, English and IsiZulu (DEC : KwaZulu Government Service 1989 : 16-26).

In addition to the courses listed above, during 1989 twelve subjects advisers made regular visits to schools in the 25 circuits to inspect and guide individual teachers in the following subjects : Agriculture, Art and Crafts , Homecrafts, Mathematics, Music, Physical Education, Religious Education, Library Education, Biology, IsiZulu and Afrikaans (ibid). Details of number of teachers visited are not available.

During 1990, a subject adviser for English was appointed but he resigned at the end of the year. The Physical Science subject adviser's post was not filled.

During 1990, the subject advisory service offered 49 courses to 2 372 teachers(number of teachers who attended is shown within brackets) :

Mathematics : 4 courses (217); Biology : 4 courses (291); Afrikaans : 1 course (292);  
Art and Crafts : 6 courses (248); IsiZulu : 6 courses (112); Music : 3 courses (21);  
Physical Education : 25 courses (1 191) (DEC : KwaZulu Government Service 1990 : 28-39).

During 1990 no courses were offered in Home Economics, Library Education, Physical Science, Geography, Technical and Commercial subjects, English, History and Agricultural Science. However, subject advisers visited schools for inspection and individual guidance. No statistics are available (Ibid).

During 1991, 82 courses were offered to 5 707 teachers. The most popular course was IsiZulu for Junior Primary, Standard Three and Standard Ten pupils. Twenty-six courses were attended by 2 614 teachers. The other courses were:

Afrikaans (Standard Ten) : 25 courses (288); Art and Crafts (Primary and Secondary) : 3 courses (146); Home Economics : 3 courses (41); Mathematics (Secondary School) : 3 courses (120); Music (Primary School) : 11 courses (998); Physical Education (Primary and Secondary School) : 4 courses (1 430); Religious Education (Class One to Standard Two) : 7 courses (70)

(DEC : KwaZulu Government Service 1992a : 26-42).

No courses were offered in English, Physical Science, Library Education, History, Geography, Biology, Agricultural Science, Technical and Commercial subjects. Limited visits were made to offer individual guidance to teachers of English, Physical Science, Biology and Agricultural Science.

During 1992, the inspectorate offered individual guidance to teachers and INSET to groups varying in size. The highest attendance was recorded at courses organized by the subject advisers for Home Economics and IsiZulu. Eighty-one courses in Home Economics were offered to representatives from 2 031 schools in 25 circuits. Two thousand seven hundred and thirty-three teachers representing schools in 23 circuits attended INSET courses in IsiZulu. Approximately 6 742 teachers attended an estimated 187 courses.

The attendance at other courses were : Afrikaans (Standard 8) : 25 courses (355); Agricultural Science (College lecturers, Secondary Teachers' Diploma students and Secondary school pupils) : 1 course (27); Physical Science (Standard 9 and 10) : 8 courses (263); Agricultural Science (pupils) : 7 courses (90); Home Economics (Secondary Schools) : 83 courses (2 471); Mathematics (Standard 9 to 10) : 8 courses (122); Mathematics (one representative from each of 25 circuits) 1 course (23); Mathematics (Secondary School) :1 course (51); Mathematics (Tertiary education) : 1 course (11 lecturers and 3 teachers); Physical Education : 23 courses (764); Art and Crafts : 12 courses (229); Music (Primary Schools) : no data available; English (Primary School principals) : 3 courses (730) (DEC : KwaZulu Government Service 1993 : 26-41).

No courses were offered to teachers of Technical subjects, History, Geography, Biology, Library Education and Commercial subjects.

There was a decrease in the range and type of INSET activities (an estimated 128 courses were attended by 3 860 teachers) during 1993 (DEC : KwaZulu Government Service 1993 : 26-38). Reduced funding is one of the reasons for the decrease. Schools which had a consistent record of outstanding achievement in the Standard 10 Examinations were asked to share their expertise with neighbouring schools where performance was poor.

The cascade method of INSET was introduced in several circuits. Teachers "with potential" were used as course leaders to replicate INSET courses offered by subject advisers (ibid).

Networking of 10 primary schools from each of the five education departments provided a platform for the sharing of ideas. Several networking meetings of the

Subject Advisory Service were held during 1993 but efforts were mainly directed to documenting ideas and recommendations.

Eleven INSET courses were offered to approximately 3 417 teachers (number of teachers who attended is shown within brackets). A review of the following subjects in which pupils fared poorly was planned for : English, Mathematics and Physical Science. Attendance at other courses were : Afrikaans (Std. 10) : 1 course (197); Agricultural Science (Std. 10 teachers and college lecturers) : 1 course (no details available); Art and Crafts : 21 courses (818); English (Std. 10): 1 course (25); English (Std. 9-10) : 24 courses (477); English (primary school) : 4 courses (117); Home Economics (Std. 10) : 3 courses (61); Home Economics (college lecturers) : 1 course (5 institutions); Home Economics (primary and post primary schools) : 77 courses (1160); IsiZulu (Std. 10) : 16 courses (11 circuits - no other details available); IsiZulu (Std. 1-6) : 12 courses (12 circuits - no other details available); Mathematics (Std. 9-10) : 7 courses (262); Mathematics (Std. 6-7) : 7 courses (98); Mathematics (Std. 8) : 4 courses (79); Mathematics (unqualified PTD teachers) 1 course : (no details available); Biology : no details available as to number of courses (986); Music : 11 courses (teachers representing 25 circuits attended); Physical Education : 9 courses (95); Physical Science (Std. 8-10) : 4 courses (28) (DEC : KwaZulu Government Service 1993 : 23-37).

For the first time a mission statement for English was made available to teachers. The subject adviser paid special attention to an across the curriculum approach, co-ordination of INSET courses offered by Siza Centre and NGOs, research, promoting a library service and improving the curriculum at colleges of education (DEC : KwaZulu Government Service 1993 : 28). Representatives of English Subject Committees of all 25 Circuits held several meetings at a central venue. One of the outcomes of this meeting was that several courses were held for teachers by external

Senior Certificate examiners.

In addition to the courses listed earlier the subject adviser for English responded to other identified needs for teachers. One hundred and forty-nine standard nine and ten teachers from ten circuits attended workshops on writing skills. Two hundred and twenty-eight standard ten teachers were addressed by the subject adviser for English to familiarise them with examination papers. Seventy-six primary school teachers attended a "scheme writing" course. Thirty-two primary school teachers participated in a workshop on the use of newspapers. Approximately seventeen secondary school teachers also attended a similar workshop. Thirty-three standard ten teachers attended a workshop on schemes and prescribed works. Nine schools were visited to identify needs, discuss problems and future programmes.

A major drawback for the day-release of teachers to attend INSET courses was that official approval had to be sought from Head Office in Ulundi. Delays in obtaining such approval were caused by the absence of decision-makers who were away attending meetings.

#### 6.4.6 KZDEC'S SUBJECT COMMITTEES AND NON-FORMAL INSET

Subject committees established by the Department also promoted INSET, but only to a limited extent (Harper 1990 : Interview). There were fourteen subject committees. As a general rule the chairpersons of these committees established by the education department were deputy education specialists or subject advisers. This was done to facilitate policy decisions and expedite recommendations made by members.

During 1990-1991 the subject advisers of several subjects, such as UBuntu/Botho, Art

and Crafts, Mathematics and Physical Science established regional subject committees which were involved in promoting the teaching of the various disciplines and resolving problems specific to local schools. A Departmental Projects Forum established in 1990 to co-ordinate NGOs activities was dormant until some of these committees worked closely with the following private sector initiatives in INSET: CASME, MEDU, Science Forum, PSP, READ and Toyota Teach Primary Schools Project (DEC : KwaZulu Government Service 1990 : 19). In the Pietermaritzburg area the Mathematics Subject Committee of the NED had invited Black teachers to all its INSET courses. The response was good.

Departmental subject committees which were dormant were activated in 1993 and new ones established where they did not exist. Some circuits initiated networking of committees in other education departments. School subject committees were established for Music and Afrikaans. Biology subject committees were established in each of the 25 circuits.

There were no reports available on the frequency of meetings, the number and type of courses, the involvement of members in planning, presenting and evaluating INSET courses, the level of interaction between regional subject associations and the private sector projects. Records of activities were not maintained at Head Office or by the senior deputy chief education specialists at the circuit offices.

#### 6.4.7 PUBLICATIONS FOR PROMOTING NON-FORMAL INSET

The Department publishes a bi-monthly journal entitled "Fundisa" which is circulated to all schools and tertiary institutions. Private sector organizations involved in education, other education departments and libraries in general also receive copies.

In the main, the journal concentrates on education news, informing the teachers and the public on developments in the KZDEC. Only 5% of the articles relate to didactics or classroom issues. As "Fundisa" was launched only in January 1989, the possibility existed that it may increase the number of articles aiming at enhancing the professional growth of teachers. This assumption was based on the column in which the editor encouraged readers to make constructive criticisms (Fundisa 1989 : 4). The journal still continues without any editorial changes. "Fundisa" has the potential to become a journal to promote INSET, providing there is policy change.

#### 6.4.8 RESEARCH-INITIATED NON-FORMAL INSET : PROJECT EFFECTIVE SCHOOL MANAGEMENT IN KWAZULU (ESMIK)

A Human Sciences Research Council Project on School Management in Natal-KwaZulu concluded that one of the greatest needs for personal development, perceived by the school principals, was training in the principles of management and administration.

In response to the research findings, the School of Education, Technikon Natal initiated Project ESMIK. This course structured for the purpose of effective school management was offered to 75 principals from the Greater Durban Area. The initiative was sponsored by the private sector and the KZDEC. Sessions were spread over thirteen Saturday mornings. Participants received certificates of attendance.

The course offered practical ideas which participants could use in their schools. The main thrust in content was on communication within an organization (leading to more effective administration), co-operation, delegation, leadership, motivation and involvement of staff in decision-making. Basic principles of bookkeeping, budgeting

and office routine were also included, as were staff development and the management of conflict and stress. One of the criticisms about the course was the selection of participants by deputy chief education specialists. A more suitable alternative, that could have been considered, was issuing an open invitation to all principals. If too many applied, the inspectorate could have made a selection from this number.

Evaluation of the course was undertaken through questionnaires, and the feedback indicated that the modules were practical and useful (Dobie 1990 : 2-3). According to Mtshali (DEC : KwaZulu Government Service 1992 : 52) the Project was extended to 60 principals from the Northern Natal area. The financial commitment from C.G. Smith Limited and Richards Bay Minerals was for two courses only. The KZDEC's intention to finance future ESMIK courses, did not materialise.

#### 6.4.9 OTHER NON-FORMAL INSET PROGRAMMES

A special twelve - day INSET course was organized for uncertificated primary school teachers at the KwaGqikazi College of Education in Nongoma, Zululand in 1992. A total of 1 003 teachers were drawn from the rural areas. This course was offered again in 1993 (DEC : KwaZulu Government Service 1992a : 51).

Special attention was also given to 650 teachers, who failed the Primary Teachers' Diploma examination because they did not obtain minimum marks in Mathematics. Two weeks of intensive tuition was given to the group to prepare them for the supplementary examination. (DEC : KwaZulu Government Service 1992a : 50).

After establishing that the majority of the schools were not performing "as competently or efficiently as desired because those in senior positions lacked the necessary training to equip them for their roles", an INSET course was designed for

principals, deputy principals and heads of department (DEC : KwaZulu Government Service 1992 : 52). The programmes were the result of a co-operative effort between the KZDEC, the Institute of Education and Human Development of the University of Zululand, the HOD, NED and the sponsors, Herbert Quandt Foundation. One hundred and seventy members of school management staff attended this 19 - day intensive INSET course.

In his 1992 budget speech, the Minister of Education and Culture, in the KwaZulu Legislature, made the following statement:

"The quality of training on offer in many of our Colleges, (those offering primary school training in particular), is not up to standard and a concerted effort needs to be made to ensure that those institutions are staffed by competent and well-qualified personnel"  
(DEC : KwaZulu Government Service 1992 : 46).

This statement highlights the need for intensive INSET for college lecturers. Staff should also improve their academic qualifications in the subjects for which they are responsible. The poor quality of lecturing can increase the period of induction of the 1 416 teachers who graduated from the ten colleges of education in 1991 (DEC : KwaZulu Government Service 1992 : 55). Approximately the same number graduated at the end of 1992.

The importance of induction was discussed in paragraph 3.3.1, page 107 . The attitude of teachers to subsequent INSET programmes depends on the support a young teacher obtains during his first few years of teaching. There is no stated policy on the provision of induction and the KZDEC annual reports from 1987 to 1993 do not give any information on induction programmes. Therefore, an average of 1 400 newly appointed teachers per annum may be severely disadvantaged. Considering the very large class units, limited facilities and resources, many teachers commenced

teaching under extreme difficulties.

#### 6.4.10 CONCLUSION

For twenty years, since the KZDEC was established, it was bedevilled by financial constraints, limited management staff at Head Office, lack of expertise in planning, organizing and researching INSET and a high percentage of unqualified and underqualified teachers.

Despite these problems, in 1991 the inspectorate offered non-formal INSET to seventeen percent of the total teaching force (an average of 15% per annum over a three-year period). There was limited follow-up or support which is vital to the success of INSET programmes. The Senior Certificate Examination results are still poor. However, such results should be viewed against a host of other problems such as the socio-economically depressed background of Zulu children, limited facilities, shortage of textbooks and difficulties in coping with English, Science and Mathematics. Between 1989-1993 courses were not offered in History, Geography, Library Education, Pre- and -Junior Primary Education, Commercial and Technical subjects. Courses in English, Agricultural Science and Physical Science were offered from 1992 only. Health Education received attention in 1989 only. Courses were offered in Religious Education in 1989 and 1991. Courses in Biology were offered in 1989, 1990 and 1993. This may be due to poor planning and the lack of co-ordination between Head Office and the inspectorate. Subjects that received attention through INSET annually between 1989-1993 were : Mathematics, Physical Education, Music, Art and Crafts and Physical Education. It must be noted that the review undertaken is only a quantitative one. There was no evidence of formative and summative evaluation.

The department's publication "Fundisa" was not fully exploited to promote INSET. The success of the Siza Centre was limited to only one region in Natal-KwaZulu. Smaller centres could have been established in other areas. There was no evidence of follow-up to determine the success of Siza's INSET courses.

Subject committees at school and regional levels, involving teachers and teacher organizations, received limited support from the inspectorate until 1993. There was also no evidence of subject associations being initiated or formed by teachers.

Centralised decision-making especially with regard to teacher release to attend INSET was a major impediment to INSET. The Head of the Hexagon Teachers' Centre, which opened in 1993 commented that whilst the local (KwaMashu, Umlazi) education specialists were co-operative they would not release teachers to attend INSET courses until they received approval from the Head Office in Ulundi (Naidoo 1993 : Interview). To prevent a very large number of teachers from being withdrawn from schools during teaching-time, the KZDEC decided to co-ordinate requests at the Head Office.

Courses offered by the private sector were not extended to more teachers by KZDEC as there was no policy to train teachers as INSET trainers. However, this INSET strategy was introduced in 1993. Institutions, such as the Technikon Natal, will not be able to train all the principals in a short period, but if the members of the inspectorate are offered intensive training in management more principals could benefit. The deputy chief education specialists and principals themselves could offer courses on a regional basis.

## 6.5. MANAGEMENT OF INSET IN THE DEPARTMENT OF EDUCATION AND TRAINING (DET)

### 6.5.1 INTRODUCTION

The DET was responsible for the provision of education to Blacks living within the Republic of South Africa, but outside the self-governing and independent states. Nationally the DET was responsible for 2 492 317 pupils and 63 797 teachers in 8 158 institutions. In Natal-KwaZulu the DET was responsible for 9 294 teachers, 1 229 schools and 360 415 pupils (Moweng 1994 : Interview). However, an official publication reflected 8 574 teachers (8 306 primary and 268 secondary) (DET 1994).

Unlike the other education departments in the self-governing and independent states which had their own cabinets, the Minister of Development Aid and Education in the General Affairs Cabinet was responsible for the DET. From its headquarters in Pretoria, this Department controlled eight regional education departments in the Republic of South Africa. Pietermaritzburg was the headquarters of the Natal-KwaZulu DET education authority.

Until 1991 there was strong central control of regional education and INSET. As a result of student unrest, teacher and community demands for a unitary system of education, parental pressure directed against the Department, changes were made to the management of education. Such pressure led to the greater devolution of power to regional education authorities (DET 1991 : 13-30).

### 6.5.2 POLICY FOR INSET MANAGEMENT

The Department's INSET management policy was directed at teachers, school management staff, adult education teachers and youth programme directors. A policy document existed for the promotion of INSET by the Subject Advisory Service. For the others involved in INSET, *ad hoc* policy directives were decided on at various

DET executive management meetings. The establishment of one central INSET college, near Pretoria, to serve all DET teachers in the Republic of South Africa, was an executive policy decision.

The 1991 Annual Report of the DET summarises the objective of the Subject Advisory Service as being the development of the expertise of educators by providing "effective and appropriate guidance to teachers in helping them to develop their competence as subject teachers in pre-tertiary education" (DET 1991 : 81). No mention was made of non-formal INSET for lecturers in technical colleges and colleges of education.

The DET policy document, entitled "Work Description of Regional Education Advisers", clearly set out the functions of the subject advisers and the procedures to be adopted in promoting INSET. The objectives were listed as, creating an efficient subject organization, ensuring curriculum development and increasing the number of subject experts (DET 1989 : 1-6).

### 6.5.3 FINANCING OF INSET

For the 1991-92 financial year R103 000 was spent on INSET in the Natal-KwaZulu region (Van Rensburg 1994 : Interview). The 1992-1993 DET budget for INSET was reduced to R92 000 (Madlala 1992 : Interview). A slight increase in the following year brought the INSET budget to R113 000. Until 1989, the Head Office in Pretoria determined the funding, type of courses, course leaders and venues for INSET for all regions (Roux 1989 : Interview). Since 1990, the regional chief directors were allotted the task of budgeting.

The regional directors and chief education specialists determined INSET needs, on the

advice of subject advisers and circuit inspectors in charge of the management of schools, prepared what is referred to as "draft estimates" and forwarded these to the directorate responsible for INSET in Pretoria. All requests for INSET were analysed and, on the basis of funds apportioned for teacher education, sums were voted for the various programmes.

Financial incentives were offered to teachers, who attend courses in "scarce" subjects (Mathematics, Biology, Physical Science and English). These courses were offered for a week, or longer, at the College for Continuing Training at Soshanguve in the Transvaal. In 1991 an amount of R1 100 000 was budgeted for travel and subsistence for teachers who attended courses at this centre. Courses for DET teachers are now held at various centres in Natal- KwaZulu. The adequacy of funds will be discussed in the empirical study, Chapter Seven.

#### 6.5.4 THE ROLE OF MANAGEMENT STRUCTURES IN FORMAL AND NON-FORMAL INSET (NATIONAL EXECUTIVE LEVEL)

At the national level the DET's administrative accounting officer was the Director-General (as is the case in education departments in the HOA, HOR and the HOD).

The professional post, equivalent to that of a chief executive director in the tricameral education departments, was designated deputy director-general. The Directorate for Teacher Education, in turn, was separated into sub-sections for INSET, further education and PRESET education. In charge of this section were a director, deputy director and assistant-directors.

#### 6.5.5 THE ROLE OF MIDDLE MANAGEMENT STRUCTURES IN NON-FORMAL INSET (REGIONAL LEVEL)

The DET had eight regions in the Republic of South Africa. Natal-KwaZulu was one such region. A chief director of education was responsible for education in each region. The next in line function was a director of education. Two such posts existed in Natal-KwaZulu. Under each director, served a chief education specialist. One of the chief education specialists was responsible for INSET. Thirty-five subject advisers promote twenty-five subjects, including junior primary education, adult education and literacy (DET 1994a : 1). One director controlled the Human Resources Development Section. In the main, INSET for school principals, deputies and heads of department was offered by six circuit inspectors (area managers) who were in charge of groups of schools in six areas in Natal-KwaZulu.

In contrast with the KZDEC an adequate number of subject advisers are responsible for Mathematics, Biology, Home Economics, Technical subjects, History, Geography, Media Education, Accounting/Economics, Commercial subjects, Afrikaans, English, IsiZulu and Career Education. Considering that there were 1 046 DET primary schools in Natal-KwaZulu, nine subject advisers were appointed to promote junior and senior primary education. There is merit in emphasising junior primary phase of education because a strong foundation is essential in the first three years of a child's formal education.

#### 6.5.6 SUBJECT COMMITTEES AND NON-FORMAL INSET

Unlike subject committees in the NED and HOD, the DET established 39 "examination" subject committees. These served as sub-committees of the DET's Examination Board. Such committees existed for each of the subjects in the school

curriculum. The following were represented on each committee : Subject Advisory Services of the self-governing and independent states, colleges of education, teacher organizations, the inspectors' association and the DET Subject Advisory Service.

The primary objectives of these committees were to prepare guidelines on the curriculum and make recommendations on courses (to the DET Examinations Board), syllabuses, examinations and examination standards, books and teaching aids for each subject (DET 1988 : 40).

There was no mention of determining INSET needs and the provision of courses to promote professional development. It was for this reason that attempts were made to establish local and regional subject committees, comprising experts from schools and representatives from local colleges and teacher associations (Nyember 1993 : Interview). The Chief Education Specialist, in charge of the inspectorate in the DET schools of Natal-KwaZulu, addressed groups of principals during 1992 and early 1993 on the philosophy of and need for such committees on which teachers could play a central role in INSET and curriculum development (Nyember 1993 : Interview). The DET hoped to network the proposed local subject committees (serving a geographical area, e.g., Pietermaritzburg and surrounding townships) with regional committees in Natal-KwaZulu.

In 1990 the NED subject committees opened their membership to all teachers. With the exception of the Mathematics Subject Committee for the Pietermaritzburg area, very few DET teachers joined the NED committees. Black teachers encountered problems with public transport from their schools in the townships to White areas where subject committees met. The Mathematics Committee organized several well-attended workshops in the Pietermaritzburg area.

#### 6.5.7 NON-FORMAL INSET (GENERAL)

INSET courses were determined on the basis of curricular changes and the evaluation of teachers' and pupils' performances. Such evaluation exercises were minimal, since the teachers' strikes and defiance campaigns began in 1990. The Director-General (DET) reported that "discipline among teachers had since deteriorated" (DET 1991 : 19). He also confirmed that senior deputy chief education specialists and subject advisers, who were supposed to give teachers professional aid and guidance, were barred from the school grounds. This, coupled with the violence in the townships, had an adverse effect on the provision of INSET. Subject advisers found it dangerous to travel to schools and teachers, fearing not only for their safety but that of their families, preferred to be home as early as possible. INSET courses were offered in those areas which were violence free.

The DET drew up an extensive "work description" for the regional subject advisers (DET 1989). The following are pertinent to INSET : assisting heads of department and teachers in schools with subject guidelines and information documents; visiting teachers to hold discussions on methodology, organization and curriculum matters; holding induction courses for new teachers and heads of department; offering guidance to schools on work programmes; discussing subject policies and assisting teachers with specific classroom-related problems; representing the DET on subject committees; establishing subject committees; publicising innovations, in the various subjects, by writing articles for the journal, "Educamus."

Subject advisers issued literature on educational matters, relevant to the needs of teachers, and guidelines on methodology. As members of the Examination Board's subject committees, subject advisers evaluated the performance of teachers and pupils. In response to such evaluation, the advisers plan INSET programmes.

At the end of a visit by a subject adviser, newly-appointed teachers or heads of department were given "action plans" containing advice. This allowed for the monitoring of progress at subsequent visits by the subject advisers, when further guidance was offered.

Provision was also made for the identification and initiation of educational research, relating to INSET. In 1987, fourteen "Action Schools" were identified to launch and test methodology in matriculation classes. The object was to "provide input to upgrade the standard of education and to improve matriculation results" (DET 1988 : 105). "Critical subjects", such as Mathematics, Languages and the Sciences, were selected for improvement.

Research was also undertaken in the use of competency-based, modular in-service training at four experimental and control schools. The courses, for example, in Mathematics, were divided into modules. Each module had a specific competency level which a teacher has to reach before commencing with the next section. Interactive video, computer-based programmes, "hands-on" training, lectures, workshops and practical classroom sessions were combined to make each module interesting. This allowed for mastery and individual pace of learning. The system provided for on-going evaluation. From internal reports it was evident that the training had been successful (DET 1991 : 83).

During 1991, special attention was paid to INSET in Mathematics and English in the senior primary phase. Thirty-seven courses in Mathematics were presented to 1 023 teachers. Thirty-two courses were offered to 843 teachers of English. These were national statistics (ibid). Figures for Natal-KwaZulu were not available. An evaluation of these courses revealed that teachers benefited from this form of INSET.

A "cascade" INSET approach was used to promote Junior Primary Education in 1991. The objective of this method was to offer intensive training to select groups of teachers so that they, in turn, can use the acquired skills to assist others. Eight subject advisers (primary school education) attended a seminar for three months. They were brought up to date, with theoretical and practical aspects of the syllabus. These specialists were then provided with training materials to conduct similar courses for junior primary teachers in each region. In this way 350 INSET courses were held during 1991, with an attendance of 7 000 teachers (DET 1991 : 83). These are national data, which included participants from Natal-KwaZulu. The effective use of the cascade method of INSET programmes resulted in the training of a very large number of teachers within a short period of time.

Management training modules for school principals were produced jointly by the section responsible for Human Resources Development, and private consultants (Madlala 1992 : Interview). The core programme encompassed eleven modules, of which seven were concerned with professional work and four were directed at school management (DET 1988 : 104). The principals involved were divided into study groups of about seven each. For every group a facilitator was appointed to organize study programmes and to determine how successfully the principles studied could be applied in schools. Special attention was given to farm schools built by farmers and community schools. Both were subsidised by the DET. In the first year of introduction, principals from 5 500 such schools in the Republic of South Africa were trained through modular INSET programmes.

#### 6.5.8 NON-FORMAL INSET : GUIDED WORKSHEET METHOD PROJECT

Lake (1990 : 7-10) carried out an investigation, in the Pietermaritzburg area, into ways in which senior primary teachers could improve their professional competence

and teaching skills by means of participating in a short voluntary INSET programme. The primary school Geography syllabus and graded worksheets were used as the basis for this enquiry.

The purpose for initiating the project was four-fold, namely, to assist local in-service Black primary school teachers in a curriculum-related activity; to help interpret and implement the prescribed school syllabus; to guide teachers in selecting, and using, the most effective methods and encourage them to motivate their pupils towards self-activity and independent study.

The emphasis in the course was on explanation and demonstration of how to design, compile, present and evaluate self-study material, in the form of guided work sheets in Geography. The prime objective of the activity was to assist the teacher in the general improvement of teaching skills and techniques, so that critical thinking, greater interest and independent study habits could be encouraged and developed amongst pupils.

The project extended over a six-week period. The first week was used for general orientation of all participants. Exploratory discussions were held, with experienced primary school teachers, on the DET's Geography syllabus for Standards 3, 4 and 5. The methods used were analysed and teachers' INSET needs were determined.

During the second week an explanation of the values and possibilities of the "Guided Worksheet Method", for both teachers and pupils, was given by the researcher. Thereafter, specific examples were chosen from the syllabus to enable teachers to examine procedures, relating to designing, compiling and presenting "Guided Worksheet" materials.

The third week was allocated to developing worksheets on the Standard 3 syllabus. Using the topic "Water in South Africa" as an example from the syllabus, teachers designed and compiled worksheets. Questions were set for the evaluation of the worksheets.

During the following week Geography teachers from the Standard 4 classes followed a similar pattern as set for the Standard 3 teachers. The procedures were repeated by the Standard 5 teachers, but they met in the fifth week.

The sixth week was used for the duplication of resource materials. This was followed by discussions on the techniques of using and evaluating the "Guided Worksheet" materials.

In the pilot study experimental and control groups, comprising 674 Standards 3, 4 and 5 pupils from the Pietermaritzburg area, were formed and the method tested. Test scores revealed that there was an overall improvement in the experimental group that used the "Guided Worksheet Method". The evaluation also showed that teachers favoured the method and valued the INSET programme that prepared them for the project (Lake 1990 : 9).

Despite the publication of the success of the "Guided Worksheet Method" in "Educamus", there was no evidence of replication of the research and the extension of the method to teachers of Geography in other schools. The publication of the method in the journal did not necessarily mean that teachers or subject advisers would adopt the technique. The article made interesting reading, but there was no mention that the services of the researcher or the Education Department were available to provide INSET programmes to teach the method to other groups of teachers.

#### 6.5.9 PUBLICATIONS FOR THE PROMOTION OF NON-FORMAL INSET

"Educamus", published ten times per year, contains articles on methodology and general professional matters such as conditions of service and Departmental policy on education.

The journal has a circulation of approximately 60 000 copies per issue. Copies are distributed free, upon request, to teachers in the DET schools in the Republic of South Africa and schools in the former independent states of Transkei, Venda, Bophuthatswana and Ciskei.

The other education departments in the Republic of South Africa also receive copies of the journal. Hartshorne (1992 : 265) commented on the "good professional quality of articles" written by lecturers from the INSET centre (Soshanguve College for Continuing Training). However, he also criticized the editors for including useful articles written in Afrikaans as many teachers do not understand the language as well as English. After reviewing the publication the writer concurs with the comments.

Subject advisers are also responsible for publications, such as information documents on educational issues and guidelines on curriculum matters (Nyember 1993 : Interview).

#### 6.5.10 NON-FORMAL INSET PROVIDED BY THE PRIVATE SECTOR

In 1989 it was established that the DET had limited or no interaction with private sector-initiated INSET projects. There was also no policy on this matter (Roux 1989 : Interview). The 1991 DET Annual Report indicated a change in attitude and policy towards such projects and the non-governmental organizations (NGOs) responsible for

them. The DET maintained liaison with the READ organization which, in addition to providing schools with library books, trained teachers in various language skills (DET 1991 : 83). READ trained an average of 1 071 teachers per annum between 1989-1993. *Vide* also par. 4.5.2.3, page 196 for READ's contribution to INSET.

To research, plan and conduct management courses, a private management consulting company was engaged in 1988. A criticism against this project was the use of a private company that had no experience in educational management. When the contract expired in 1991 courses were offered to school management staff by circuit inspectors.

Another organization with which the DET worked closely was SEP. A contract was signed with the Project Director to offer INSET courses to Science teachers from 1989.

The DET also supported INSET programmes offered by PSP, SEP, TOPS, CASME and ELET.

#### 6.5.11 PROVISION OF SENIOR CERTIFICATE TUITION FOR UNDERQUALIFIED TEACHERS

A special target group for INSET were teachers who did not possess the Senior Certificate. Courses were offered for these teachers through Community Adult Education Centres, where continuing education and non-formal classes were held, and in other institutions. In 1989, 33.25% (18 096) teachers did not have this qualification. At the end of 1991, this percentage decreased to 23.22% (13 913 teachers). These were national statistics (DET 1991 : 108). This percentage must

be seen also against the 9,2% increase in the number of teachers during the period discussed. During 1991, 529 teachers enrolled to complete the Senior Certificate course. Attainment of this certificate, not only improved their qualifications and increased their salary, but also opened the door to promotion and entitled them to study for a higher professional diploma.

The Annual Report of the DET (1991 : 109) commented that improvements in teachers' qualifications exercised a strong influence on the quality of education. Despite such programmes there were, in Natal-KwaZulu in 1991, 587 unqualified teachers (11,5%) and 1007 (21,5%) qualified teachers without the Senior Certificate. The DET was doing more than the KZDEC to improve teacher qualifications. This was possible as the former has more staff and money to promote INSET.

#### 6.5.12 CONCLUSION : INSET IN THE DET

To understand the provision of INSET by the DET better, it is essential to review the control of education and its implications since the 1976 Soweto student riots and deaths. The DET's 1991 Annual Report discussed and confirmed the adverse effects on education as a result of country-wide unrest since 1976 and the use of "schools as battlefields for the struggle" to dismantle Apartheid (DET 1991 : 15). INSET cannot be offered successfully under such conditions.

Hartshorne (1986a) a former Director of Planning in the DET, criticised this department for its lack of flexibility, openness and imagination, coupled with an attachment to outdated policy. The DET, he stated, is in a "no win situation" as the cumulative effects of having to implement unacceptable and unpopular State policies for 30 years reduced its credibility among parents, teachers and pupils to such a low level that there was very little trust in its motives. On the first criticism, there has

been some change in the DET which attempted to change its management style (DET 1987 : 15). Improved communication channels between Head and Regional Offices and the community were established (DET 1988 : 44-47). But these did not improve the image of the DET or the quality of education, as the community regarded this Department as a product of the Apartheid system.

The heavy emphasis on INSET programmes offered to very large numbers of teachers from all over the Republic of South Africa at a central venue was criticised by Hartshorne (1992 : 268-9). The DET in realising such drawbacks of providing INSET at a centralised venue, changed its policy.

Since the first interviews for this study (Roux 1989 : Interview; Martin 1990 : Interview) there have been positive developments in the field of INSET, but as long as the DET remains a "tribal" department, a product of what Blacks regard as an illegitimate Government, its programmes will succeed minimally.

## 6.6 MANAGEMENT OF INSET IN THE NATAL EDUCATION DEPARTMENT (NED)

### 6.6.1 INTRODUCTION

The NED is the oldest of the five departments in Natal-KwaZulu. Prior to the Coloured Persons Education Act 47 of 1963 and the Indians Education Act 61 of 1965, Coloured and Indian schools were under the control of the NED. The NED enjoyed some autonomy under the Natal Provincial Administration until April 1993. Thereafter, its status was reduced to one of the four regional education authorities which were responsible to a Head Office in Pretoria where major decisions are taken by the Department of Education and Culture : House of Assembly.

The Department administered 401 institutions (including 3 colleges of education) and was responsible for 110 155 children (including 9 038 children in pre-primary schools). In addition there were 13 025 children in registered private schools which were subsidised by the Department (NED 1993). In 1993, 4 568 teachers were in the service (KwaZulu-Natal Education Working Group 1994 : 92).

Financial cutbacks forced the department to reduce staff, close schools which had dwindling numbers and adopt Model C school funding systems. Such institutions are state-aided and controlled by governing bodies. At the end of 1992, 96% of HOA schools were designated Model C. In such schools the NED determines the number of teachers a school is entitled to and pays the salary. Thereafter, the governing body meets the cost of additional teachers or administrative staff. The governing body (chosen by parents) is responsible for capital expenses, maintenance of buildings and grounds, insurance and other expenses. In contrast the Model A school is essentially a private school receiving a State subsidy. Staff are appointed, employed and remunerated by the "owners" of such schools. Model B schools are public schools for which the State is responsible for salaries, operational costs, capital expenditure and maintenance (National Education and Training Forum 1993).

Since 1990 Black pupils were admitted in large numbers to White schools. This development has a bearing on INSET. White teachers are teaching children from other cultures. Educated in 'racially segregated' schools and trained in White colleges of education, such teachers have limited understanding of their target group. These White teachers may require new skills or training in multi-cultural education.

#### 6.6.2 POLICY FOR INSET MANAGEMENT

The NED has a written policy document for INSET (NED 1989). In this document

INSET is defined as "training periodically undertaken by teachers on the instruction of the director of education and which is offered by way of in-service courses." An in-service course is defined as a "short course authorised by the director of education, which is attended by teachers at a central venue." Authorization for the organization and holding of INSET courses is essential, because the planners have to keep within the financial limits determined in the budget. The Department also has to co-ordinate courses to prevent the withdrawal of too many teachers from each school during a particular day.

The document states that courses should be short and offered at a central venue. The reference here is to subject adviser-organized INSET, offered on a regional basis. The duration of such courses varies from half-day to several days. The policy documents reserve the right of chief superintendents of education or directors of education to initiate any in-service course, according to the needs of the Department and delegate the arrangements to the inspectorate (NED 1989 : 3). The reference here is to the needs of the education system. To ensure success of the courses, such needs are discussed with subject committees, teacher associations and the inspectorate.

The Department held a three day symposium for its inspectorate, and representatives of other education departments, in Pietermaritzburg, to review INSET provision in terms of its policy and practices (NED 1991). The symposium opened with a plenary session which set the groundwork and objectives for the three-day session. Papers were presented to clarify INSET terminologies and research techniques to assess INSET needs. Delegates thereafter formed groups to discuss the themes, problems and issues presented. Group leaders concluded each session with presentations of solutions that were arrived at through consensus. Similar procedures followed papers that presented a comparative study of INSET in Australia, Scotland, England and Wales, Germany, USA and the Republic of South Africa. The final day

was set aside to review the deliberations and solutions to problems.

At the end of the symposium, participants gained new insights into INSET, especially with regard to needs analyses, strategies, follow-up and support in schools. The experience provided the NED with new dimensions to improve its policy on INSET. For the first time, all education departments in Natal-KwaZulu participated in one forum to critically evaluate INSET and to provide a platform for interaction so that the service could improve and develop.

### 6.6.3 FINANCING OF INSET

An amount of R141 860 was spent on INSET during the 1989/1990 financial year. During the following year this amount was reduced to R117 674. In the 1991/92 financial year, R180 000 was expended on INSET. In the following financial year this amount was increased by R20 000. During 1993/1994, R133 690 was budgeted for INSET (NED 1989a, 1990, 1991a, 1992a, 1993a). These funds were for courses in which subsistence and transport allowances were paid to teachers. A portion was used for printing notes and guides. The Department did not include inspectors' salaries and the use of State vehicles in the costing of INSET services, as their job description contained a range of duties. The promotion of teachers' professional growth was one such duty.

A reduction in Government spending on education, prompted the NED to shift the responsibility of the funding of education to school boards (Smit 1992 : Interview). Depending on the priority school boards give to INSET and the availability of school funds, participation in INSET may vary from school to school. Under the new system the inspectorate is expected to continue to plan and offer courses, but the funding for teachers' allowances to cover subsistence and travel will become the

responsibility of the schools.

There are several implications in such a change. Schools from poorer neighbourhoods may not be in a position to assist teachers financially to attend INSET courses. Some schools may select fewer teachers to attend INSET courses. On the positive side, the system may encourage school-focussed INSET. This is acceptable, provided teachers can meet fellow professionals from time to time for INSET at other venues, such as teachers' centres. This can prevent teachers working in isolation.

#### 6.6.4 THE ROLE OF MANAGEMENT STRUCTURES IN FORMAL AND NON-FORMAL INSET (EXECUTIVE AND MIDDLE MANAGEMENT LEVELS - NATAL)

The Executive Director of NED was responsible to the Superintendent General of Education and Culture (House of Assembly). The latter controlled the four provincial education departments in the Republic of South Africa. The Superintendent General and four provincial heads of education departments formed the Committee of Educational Heads (CEH) which was responsible for policy matters.

In the NED INSET is managed by three separate sections. In the first section, the Directorate for Education Management has a director and two chief superintendents of Education (education management : district) who are responsible for 3 colleges of education and 332 schools in Natal (KwaZulu-Natal Education Working Group 1994 : 92). Only 25 schools are ordinary primary/secondary public schools. The rest are state-aided (Model C) (NED 1994). At the middle management level Natal is divided into two districts: Durban and Pietermaritzburg, which are controlled by two district superintendents. Eleven field workers are responsible for the INSET of principals

and deputy principals. They are designated superintendents of education. Three superintendents are attached to the educational Psychological Support Services which fall under this Directorate (ibid).

In the second section, the Directorate of Curriculum Matters has a director and two chief superintendents of education. At the middle management level six co-ordinators are responsible for groups of subjects. Under each co-ordinator serve academic advisers (superintendents of education) who are responsible for the following subjects: Physical Science, Commercial subjects, Technical subjects, Biology, Home Economics, Typing, Drama, English, History, Zulu, German/French, Afrikaans, Art and Crafts. The NED and DET are the only Departments in Natal-KwaZulu which appointed subject advisers for senior primary and junior primary education. Subject advisers are also responsible for Environmental Education and Family Life Education (NED 1993b ).

In the third section, the Media Services Section which promotes school library and educational technology falls under the Directorate for Planning and Development (NED 1992). This Directorate which has two superintendents of education is responsible, inter alia, for teacher education.

Subject committees establish needs and submit motivations to an Advisory Committee for INSET (ACIT). The Committee, comprising the Director for Teacher Education, the Chief Superintendents of Education, the Superintendent for Teacher Education and representatives from the Psychological Services and the Finance Section, scrutinize applications and motivations for INSET from officials. Only requests which have financial implications are submitted.

The job description of the superintendents of education includes the following:

provision of staff development through the inspection of teachers; the diagnosis of weaknesses and strengths of teachers and the provision of subject guidance; curriculum development, syllabus revision and curriculum planning; preparation of subject guides and workbooks and the dissemination of innovations through bulletins; research and experimentation to improve teaching techniques; provision of teacher support, through resource centres and resource provision; planning regular meetings with principals and subject heads to establish subject policy and aims; co-ordination and interaction with teacher training institutions and universities; support for extra-mural activities related to various subjects; liaison and involvement with teachers' subject associations and support for organizing conferences and symposia; teacher evaluation and preparation of subject reports for teacher improvement and INSET activities (NED 1987: Pienaar 1990 : 8).

In reviewing the functions of the inspectorate in the NED, Pienaar (1990 : 3) made the following comment:

"In the Natal Education Department as in any other education authority, the academic advisory service grew out of a traditional inspection service. Development work and inspection have virtually become divided into separate functions carried out by different people."

Such division of labour lasted until 1991. In 1992, the professional staff was reduced as part of a rationalisation programme introduced to keep within limited funds. Limited staff meant that the inspectorate undertook both inspection, advisory and INSET duties. This could have reduced the time available for INSET. Another point to consider is that the Department's job-description of superintendents includes inspection with the objective of using the findings and recommendations to assist teachers through INSET activities.

There were also differences in the perceptions that teachers and advisers in the NED had of the advisory services, as to whether the emphasis was on advising teachers or inspecting them. The NED conducted a survey in 1987 to establish responses which are presented in Table 6.3 below.

**TABLE 6.3 : ADVISERS' AND TEACHERS' PERCEPTION OF THE FUNCTIONS OF THE ADVISORY SERVICE**

<b>ADVISERS</b>	: 93% responded that their emphasis was on the advisory function.
<b>TEACHERS</b>	: 53 % concurred
<b>ADVISERS</b>	: 7% responded that the emphasis was on inspections
<b>TEACHERS</b>	: 47% responded that the advisers emphasised inspections

(NED 1987: 1 - Section 2; Pienaar 1990 : 3)

An analysis of the responses indicated that 47% of the teachers perceived subject advisers (superintendents of education) as officials who emphasised the inspection aspect of school visits instead of INSET. Despite this perception 36 curriculum-related INSET courses were offered in 1989. A principals' seminar and two management courses were held for all principals, deputy principals and heads of departments (NED 1989a). As a result of reduced funding 19 curriculum-related INSET courses were offered in 1990. The management staff at all schools benefited again from two workshops and a seminar (NED 1990). Twenty-eight INSET courses and workshops were offered during 1991. Two school management courses were attended by all principals, their deputies and heads of department (NED 1991a). The programmes for 1992 included 23 curriculum-related INSET courses and two school management programmes (NED 1992a; Smit 1992 : Interview). The Department's

attendance figures for all the 1992 courses were 3 414 teachers and principals (Smit 1992 : Interview). There was a 22% increase in INSET attendance, when the 1991 figures were compared. During 1993, forty-seven curriculum-related courses and follow-up INSET programmes for management staff were offered (Viljoen 1994 : Interview).

All courses were held at regional venues. Management courses were attended by all principals, deputy principals and heads of department. On an average for the five-year period reviewed, 2 000 teachers (32%) attended courses. But in 1992, there was a 32% increase in the attendance. The increase was maintained in 1993. The management courses were developmental and offered on a sustained basis. Through follow-up at school-level further INSET courses were planned and offered. In comparing expenditure, the highest amounts were budgeted for management courses, e.g., in 1990, 55% of the INSET budget was apportioned for this purpose (NED 1990).

#### 6.6.5 SUBJECT COMMITTEES AND NON-FORMAL INSET

The NED established 43 subject committees. The composition of each committee is as follows: a superintendent of education as chairman; teachers selected for their professional expertise; representatives from the teacher associations; representatives from the colleges of education, University of Natal and Technikon Natal; a researcher, and superintendent of education from the Curriculum Affairs Section and a representative from the Private Schools' Association.

Members are appointed by the Executive Director of Education for a period of three years. To ensure continuity, drastic changes are not made to the membership of the committees. At the same time, the need for "new blood" is recognized and changes

effected as the need arises (NED 1992 : 2). The Chairman has the power to co-opt teachers to subject committees to assist with various curriculum development or INSET projects.

In addition to a range of functions relating to the development of a subject, members promote teacher development through INSET activities. In doing so a committee functions as an agent of change and renewal, ensuring that teachers keep abreast of new developments in order to improve their competencies.

NED (1992 : 3) regards the expertise of committee members as a powerful force "for revitalizing, shaping and directing curriculum development and teacher development." Members undertake research into classroom-based problems, conduct situational analyses and gather valuable information regarding the needs of teachers, pupils and the subject. INSET needs are also determined by representatives of teacher associations, who represent the views of the wider profession and subject associations and committees. Representatives from tertiary institutions report on students' practice-teaching experiences and problems, indicate the needs of beginner teachers and share new, tested ideas regarding methodology, resources and research. Since private schools have more scope to experiment and innovate, their representatives make valuable contributions at committee meetings.

Superintendents of education evaluate the effectiveness of the curriculum and the ways in which teachers develop and translate it into action to meet the specific needs of pupils. The strengths and weaknesses, identified by them, are discussed at committee level for follow-up action through INSET.

Chairpersons use democratic leadership styles to ensure maximum involvement and interaction of members and decision-making through consensus. Each committee has

close links with teachers appointed in each area as subject leaders and through branches of subject associations. Both the superintendent of education and members of committees offer INSET courses, present papers, write articles for journals and provided INSET feedback. Full subject committees meet at least twice a year but sub-committees and work committees meet more frequently, depending upon needs.

#### 6.6.6 PUBLICATIONS FOR THE PROMOTION OF INSET

There are no special publications, such as the HOD's "Education Bulletin", to promote INSET. Depending on the type of INSET, bulletins and guides are published. General articles on education are published in the "Neon".

#### 6.6.7 CONCLUSION : INSET IN THE NED

In comparison with the other education departments, NED officials interviewed were prepared and produced documents to support their statements. The managers in charge of INSET were well-informed of how their departments manage INSET.

A document setting out INSET policy for use by the inspectorate was available for discussion and study. The managers interviewed had a clear understanding of the contents and were striving to improve the provision of INSET (Du Toit 1989, Smit 1992 : Interviews). Of significance is the point of departure of the NED, a broad humanistic Mission Statement of the inspectorate which contributed to superintendents "looking with schools and not at schools" (Pienaar 1990 : 1). In doing so they respected the teachers' professionalism and responded positively to the needs of pupils.

The NED's philosophy also stressed the need to convert the Mission Statement into

policy and helped teachers translate policy into action. This was done through INSET. The NED directors of education also emphasised the need for the inspectorate to assist teachers and develop a partnership with them, so that both parties may be committed to the Department's Mission Statement. It was the encouragement of a partnership between teachers and the inspectorate to achieve goals, and the creation of the necessary logistics for INSET to assist teachers, that made the NED one of the leaders in education provision in Natal-KwaZulu. The Senior Certificate Examination results over the years confirm the effects of sound educational management and, in comparison with other education departments, a more effective INSET service (Appendix 1.1 : Senior Certificate Examination Results). In fairness to the other Education Departments it must be noted that the NED has all the essential educational facilities, adequate text and library books, a lower teacher : pupil ratio and better qualified teachers.

In planning and offering INSET there was consultation with NTS and NOU, but time scales adopted were short-term only. In comparison, the former Inner London Education Authority (ILEA) used a three-year time frame for planning and developing INSET (discussed in par. 5.4.10, page 223).

Considering that the NED has been in existence for well over sixty years, the organizational structures, at executive and middle management levels were modified over a period to become reasonably flexible to suit changing needs. The procedures for requesting funding for INSET and having these approved were not very rigid.

The concept of training INSET trainers is incorporated into the Department's objectives. Initially consultants in school management were used. Adequate opportunities were provided by the Department to have their own personnel trained in school management techniques. Thereafter, senior Head Office staff undertook the

task of training school principals and deputies.

The NED is at the crossroads with regard to the planning, financing and provision of INSET. Two problems have to be addressed. The first is the implication of the Model C and Model A schools. Details as to the tariff, courses and whether subsidies will be paid by the Government have not been finalised. It is not known whether the NED will absorb the cost of the inspectorate's travel and subsistence when courses are offered.

Whilst this dilemma existed, the Government established the Education Co-ordination Service to plan the merger of the three tricameral departments in the HOD, HOR, HOA with KZDEC and DET under one education ministry by April, 1994 (HOD 1993). There have been delays in finalising the merger. With assistance from other local structures, the task was expected to be completed by September, 1994. It is not clear as to whether Model C and Model A schools will continue to function under existing regulations and funding system in a single education ministry. The HOD, KZDEC, DET and HOR do not have such models. All these issues are being deliberated at national and regional levels.

These developments create uncertainty amongst the inspectorate and can affect the provision of INSET in the short term.

## 6.7 MANAGEMENT OF INSET IN THE DEPARTMENT OF EDUCATION AND CULTURE : HOUSE OF DELEGATES (HOD)

### 6.7.1 INTRODUCTION

The Department of Education and Culture in the HOD was created as a part of the

Government's master plan for Apartheid. The Indians Education Act 61 of 1965 led to the excising of Indian education from the Natal and Transvaal Education Departments.

The HOD was responsible primarily for the education of all South Africans of Indian origin in the Republic of South Africa. Since 1990 schools in the HOD became non-racial. The Head Office is in Durban. A branch-office in Pretoria was responsible for Indian education in the Transvaal. The largest percentage of Indians lives in Natal-KwaZulu.

The Chief Executive Director is responsible for 385 institutions (including 1 college of education and 3 technical colleges), 12 049 teachers and 222 000 pupils in Natal-KwaZulu (HOD : 1993a : 1-3). In contrast to the DET or the KZDEC, the majority of Indian schools are in urban areas.

Indian teachers are highly qualified: 36,25% are graduates, 97,13% percent fall into "C" category (M+ 3) which is the minimum qualification for entry into the profession and a requirement for promotion (DIA 1988). In view of their high qualifications teachers attend more non-formal INSET courses offered at teachers' centres.

#### 6.7.2 POLICY FOR INSET MANAGEMENT

The Department had no documented policy for INSET. However, policy directives were issued by the Chief Executive Director and his management staff. One such document was the job description of superintendents of education. Included in this document were some guidelines for the provision of INSET and teacher development (HOD 1988). This document was limited in scope as it regarded supervision of "the instructional programme to develop teaching staff" as the primary role of the

superintendents of education. However, reference was made to support for the beginner teacher, the designing and offering of orientation courses, provision of subject guides, reading lists, teaching or learning resources and the encouragement to teachers to improve their qualifications. Details such as funding procedures, various target groups, locations, release time, frequency, evaluatory procedures and support for INSET were omitted from the document.

Policy directives were also presented to the inspectorate at its conferences. In 1989, the Chief Director (Control) stated at an Annual Conference of the Inspectorate that the Department placed strong emphasis on "in-service activities" (HOD 1989 : 5). In referring to the Inner London Education Authority, the Chief Director requested that INSET management should be centred on the following three broad areas : curriculum development, attainment testing and staff development. At this conference the following principles for INSET management were formulated : the need for a clear perception of the role of teachers and school administrators as catalysts for educational improvement, the relevance of self-renewal through staff development programmes and the importance of good human relations for effective staff development.

Policy for INSET was also determined by the newly established Directorate for Management Development and Training (Shah 1991 : 23; see also Fiat Lux 1991-1992 : 23). The goal of the Directorate was to provide INSET programmes to address the needs of school management staff, especially with regard to managerial skills. The transfer of the Director of this section on promotion and the problem of finding a suitably qualified and experienced person in the HOD to head this Section resulted in the closure of the Directorate in 1992.

Policy regarding formal INSET management was changed by the Minister of

Education and Culture, who removed the restrictive "Own Affairs" tag from Indian colleges of education in 1991 (Osman 1991 : Interview). For the first time in 1991, 107 Black teachers registered at the Springfield College of Education to improve their qualifications through formal distance education programmes. A contract was signed by the two Ministers of Education and Culture in the HOD and the KwaZulu government to enable teachers from the KZDEC schools to register at Springfield College of Education to improve their qualifications from M+2 and M+3, to M+3 and M+4 respectively. The cost of the courses was borne by the KZDEC (HOD 1991). This arrangement was a temporary one as the KZDEC intimated to the HOD that "in view of changes expected in the management of education...there will be a zero intake for 1995 under the scheme" (DEC : KwaZulu Government Service 1994).

The Teachers' Centre Working Document (HOD 1980) also entrenched policy for non-formal INSET. The six centres in Chatsworth, Durban Central, Phoenix, Tongaat, Stanger and Pietermaritzburg "responded to and satisfy the professional needs of teachers" and gave expression to the belief that teacher education was not a terminal process but a continuum of pre-service and in-service training (Pather 1976 : 22). In practical terms the centres ensure that, from the first year of service, teachers are supported with teaching and learning resources and INSET to improve their competencies in the classroom, become more effective and improve the learning of pupils. Courses are offered according to needs expressed by teachers.

There is adequate evidence of INSET policy directives in several documents. It is a management deficiency and planning oversight not to have collated all the policy directives into a well-structured INSET policy document, as in the case of the then DES in England and Wales (discussed in Chapter Five, par. 5.3, pages, 212-216).

### 6.7.3 FINANCING OF INSET

The national financing norms (discussed in par. 6.3.3, page 253) applies to the HOD. According to the officer in charge of INSET financing, the budget for non-formal INSET includes lecturers' fees, materials for notes and preparation of teaching aids (Osman 1991 : Interview).

There is no norm for financing non-formal INSET offered by the inspectorate. The average of the total amount spent over the period 1984 to 1987 was used as an estimate in the budget for subsequent years. An escalation of 15% was allowed per annum (ibid). In 1991, R12 797 was expended on INSET courses for teachers (HOD 1991a). In 1992, the budget was increased by 42% to provide INSET for teachers and the induction of newly appointed principals (HOD 1992). The substantial increase was necessary because of curricular changes and new subjects for which courses were offered on a regional basis to at least one representative from each school. The budget for 1993 was R213 900. The increased amount catered for school management courses and the introduction of technical subjects in secondary schools (HOD 1993b; 1993c).

Norms are applied to finance non-formal INSET offered at teachers' centres. The per capita allowances are based on the number of teachers in a geographical area. Each teachers' centre head is responsible for drawing up his budget and having it approved by the Chief Education Planner in charge of the service. Once final approval is granted by the Finance Section, a teachers' centre head utilises the funds for the various non-formal INSET courses.

In 1991, the budget for the six teachers' centres was R1.8 million. The budget for 1992 was R1,23 million. In 1993, the budget was increased to R1, 28 million (HOD

1991a, 1992, 1993c).

The very high expenditure, when compared to the amount allocated to the inspectorate, can be explained. Each centre offers a wider range of INSET and related services, which include a multi-media library and a teaching and learning resources production unit, than that organized by the inspectorate.

The budget for formal award-bearing INSET, offered by the Springfield College of Education, is determined by a per capita allowance of R2 000 per teacher undertaking the M+3, M+4 further or higher diplomas. In 1991 the budget was R2.82 million (HOD 1991). This decreased to R2 million in 1992 and 1993 (HOD 1992; 1993a). As a result fewer students were admitted to the college.

One of the major criticisms against the system of funding for courses organized by the inspectorate, is the long wait for a decision for courses to be approved. Months of planning and preparation can be wasted because of late notification that the funding is not available or reduced. This is frustrating and demotivating. Schools open in mid-January but funding is confirmed in April each year when the new financial year begins. Considering that school examinations are held during June and November when INSET courses cannot be held, superintendents of education have only a few months to finalise plans and offer courses.

#### 6.7.4 THE ROLE OF MANAGEMENT STRUCTURES IN FORMAL AND NON-FORMAL INSET (EXECUTIVE LEVEL)

The Chief Executive Director and two chief directors of education responsible for curricular matters, school management and education planning and the directors for personnel, administration and finance who form EXCO (Executive Committee for

Management) are responsible for the policy and financing of INSET. EXCO is advised by a Management Committee comprising all the directors of education, chief superintendents of education, chief education planners and a chief psychologist (HOD 1993d).

Superintendents of education, as chairpersons of subject committees, present motivations for finance to plan, organize and implement INSET. This is done a year in advance of the programmes. For courses to be offered during the 1993/4 financial year (beginning in April 1993) motivations, including types of courses, reasons for offering a course, number of courses, duration, locations and cost (subsistence, travel allowances, stationery and other materials and guest lecturers' fees) are submitted to the chief superintendents of education for Curriculum Development and School Management in June 1992 for first level approval. Thereafter, the Chief Education Planner for Teacher Education and his staff evaluate the requests, using the draft estimates (financial) for 1993/94 as the yardstick. If the total cost of all requests exceeds the draft estimates, pruning is effected in consultation with the superintendents who initially made the requests. In making the adjustments the following criteria are used: preference for new subjects, curriculum changes, subjects in which pupils performed poorly in the national examinations, change in Departmental policy and subjects which did not receive financial assistance for INSET in the previous year or two (Osman 1992 : Interview).

#### 6.7.5 THE ROLE OF MANAGEMENT STRUCTURES IN NON-FORMAL INSET (MIDDLE MANAGEMENT LEVEL)

Superintendents of education are responsible, *inter alia*, for INSET. The inspectorate, under whom these officers work, is divided into two sections: Curriculum Development and School Management. There are four chief

superintendents of education (academic) who supervise all superintendents of education in Natal-KwaZulu. One director and two chief superintendents of education (management) control four regions in Natal-KwaZulu. Four superintendents of education (management) are responsible for managing schools and providing INSET for principals and their deputies in each region. The Psychological Service is under the control of a chief and a staff of six superintendents of education, who are responsible for managing remedial, special, counselling, vocational guidance and gifted education programmes in 385 institutions in Natal-KwaZulu (HOD 1993d).

Nineteen superintendents of education (academic) are responsible for INSET in English, Afrikaans, Speech and Drama, Indian languages, Biology, Physical Science, History, Geography, Computer Science, School Library Science, Home Economics, Technical subjects, Mathematics, Art, Junior Primary Education, Business Education, Physical Education and Music. Though these officers (except Junior Primary Education) concentrate on INSET in secondary schools, some attention is given to primary school needs in the following subjects: General Science, History, Geography, Mathematics, Music and School Library Science (ibid).

During 1992, 27 curriculum-related courses were offered by the inspectorate to 4 330 teachers in the following subjects: Computer Studies, English, Mathematics, History, Geography, Afrikaans, Speech and Drama, Music, Junior Primary Education, Technical subjects, Art, Biology, Physical Science, Indian languages and General Science (HOD 1992a).

During 1992, 8 superintendents of education (management) offered 72 courses to 685 principals and their deputies and heads of department. The subjects covered were: democratic school management, creating democratic schools, financial management, decision-making and conflict resolution. During the same period, 24 courses were

offered to 600 principals and deputy principals. A special induction course was offered to 86 newly-appointed principals to prepare them for their management role. The following topics were discussed: managing for change, conducting productive meetings and developing a system for promoting school activities (HOD 1992a).

During 1993, INSET courses were offered to approximately 4 000 teachers in the following subjects:

English, Afrikaans, Computer Studies, Accounting, Pre- Primary Education, Technical subjects (Building Science, Drawing, Motor Trade), Health and Family Education, Physical Education and Mathematics. No details are available for courses which do not require funding. Two-hundred heads of department received training in promoting INSET in schools (HOD 1993c).

Superintendents of education and school psychologists attended a two-day workshop on "Superintendents - the Way Forward" in 1992. The programme included discussions and workshops on the following topics: the legitimacy of the superintendents, school visits, the role of the superintendents, accountability and effective report writing.

#### 6.7.6 SUBJECT COMMITTEES AND NON-FORMAL INSET

Every subject is supported by a committee on which teachers, representatives from tertiary institutions, education planners and members of the inspectorate serve. TASA withdrew from these committees in 1989 (discussed in paragraph 4.3, page 172). An average of ten representatives served on each of the forty subject committees. The term of office is two years and meetings are held four times per annum.

One of the primary objectives of subject committees is to advise the Chief Executive

Director (Head of the HOD) on the formulation of policy pertaining to a specific subject. The other objectives range from improving the teaching of the subject, advising on examinations, the purchase of text and reference books, curriculum development and conducting research. Members also advise on PRESET education and INSET. "The enhancing of the professional status of the teacher through in-service education and a range of professional development activities" is regarded as another primary objective of subject committees (HOD 1988a:6).

A "Guide for the Functioning of Subject Committees" lays down the procedures to apply for funding for INSET. The document is not comprehensive, as aspects or details regarding INSET target groups, locations, procedures for teacher withdrawal from classrooms, needs assessment, evaluation, follow-up and support, research and curriculum development and INSET methods have been omitted. Regional subject committees comprising teachers meet regularly to discuss common problems and plan and organize INSET. These committees serve the following areas : Chatsworth (Durban South), Phoenix (Durban North), Pietermaritzburg (Midlands), South Coast, North Coast and Northern Natal.

#### 6.7.7 NON-FORMAL INSET PROMOTED THROUGH PUBLICATIONS

The Department published an "Education Bulletin" three times per year (HOD 1988b). Contributors were teachers, education planners, school psychologists and superintendents of education. Articles dealt with methodology and curriculum matters. Copies were distributed free to all schools, colleges of education, technikons and universities. The superintendents of education for English published a special bulletin entitled "Gleaning" for teachers of English as first language.

An editorial board, comprising all the superintendents of education for the school

curriculum, met twice a year to plan the publications. Since 1990, typesetting, printing and publishing were undertaken by the inspectorate. Prior to that the education planning section was responsible for these functions (HOD 1990).

An evaluation of the Bulletin in 1988 revealed that teachers found the articles of practical value and requested that each school receive more than four copies (HOD 1988b). Owing to staff shortage and time constraints the "Bulletin" was not published since 1993.

#### 6.7.8 NON-FORMAL INSET PROMOTED THROUGH CONFERENCES, EXHIBITIONS AND OTHER INFORMAL MEANS

The members of the inspectorate organize regular conferences and seminars on a wide range of themes that are relevant to the professional development of all superintendents of education and education planners. Officials of other education departments and teacher associations are also invited to these functions.

Exhibitions, competitions and fairs on the following subjects are held regularly by subject societies and the inspectorate : Art, Domestic Science, Business Studies, Careers, Science and Technology. Book exhibitions are also held annually. These promotions drew a large number of teachers and pupils. A speaker, recognized in the field of education, generally opens these functions. The interaction of teachers from various schools reduce teacher isolation and allow for the exchange of ideas relating to classroom issues.

#### 6.7.9 CONCLUSION : INSET IN THE HOD

A serious management flaw was the oversight by education planners to collate and

integrate, from various documents and minutes of meetings, the fragmented INSET policy into one document.

Despite the absence of a policy document there are structures for the planning and promotion of INSET. There is close interaction amongst education planners, superintendents of education and subject committees when determining INSET programmes.

Programmes are planned for each year. There is very little evidence of planning courses that are spread over a longer period. A new aspect is covered at courses each year. Course evaluation is undertaken at the end of each session, but time prevents follow-up and support at school level. However, teachers' centres offer support to those teachers who are within travelling distance to these institutions. Teachers outside the urban areas receive little support.

Several major research projects, relating to INSET, were undertaken by Head Office staff and teachers. Funding is limited for superintendent-organized courses but greater support is given to teachers' centres to assist teacher and centre-initiated INSET and support curriculum development.

The superintendents report back on INSET activities to their relevant subject committees. Members of these committees also provide the necessary feedback as participants at courses. Corrective measures are limited by the few visits to schools by the superintendents. The recent impasse between the HOD and the teacher organization, SADTU, is one of the reasons for the absence of corrective measures. SADTU members objected to the superintendents' visits to classrooms. The absence of adequate feedback on the strengths and weaknesses of INSET programmes prevented the superintendents from making improvements to courses designed for

1993.

Members of the inspectorate encouraged the development of teachers' centres and school-focussed INSET. In 1991, assistance and guidance to heads of department by the inspectorate gave effective direction to these specialist teachers to promote school-focussed INSET. There was also interaction between school-focussed INSET and teachers' centre-based courses. The Centre Heads confirmed that those who attended courses disseminated information to other staff members. (Conference of Centre Heads : 1992).

According to the Chief Director responsible for the inspectorate and school development, the increase in the number of teachers' centres and the expansion of the services to include curriculum development were indicators of the shift in emphasis in INSET, from the superintendents of education to teachers (Naidoo 1992 : Interview). The secondment of curriculum developers in English, Technical Drawing, Speech and Drama and the Sciences to teachers' centres allows the inspectorate to work closely, in developing the subject, in response to requests from the Departmental subject committees, regional subject committees, heads of departments and examiners of the Senior Certificate. The developers independently or jointly with teachers or the inspectorate offer INSET based on the improved methods, resources production and evaluation techniques. The involvement of teachers in INSET and curriculum development, with support from the inspectorate, contributes to enhancing the professional status of the former. At the same time opportunities are afforded to develop a more positive attitude to life-long learning. The members of the inspectorate who during the mid-1960's to mid-1980's, were the key providers of INSET are changing their role to become partners with teachers in promoting their professional growth.

The situational analyses undertaken, through interviews, a study of reports, circulars and publications, personal observations and participation in the planning of INSET indicate a fairly well-planned and organized INSET service. The Senior Certificate Examination results may also be one of the indicators that support the efficacy of INSET (The results are reflected in Appendix 1.1). The pass rate was as follows: 1988 : 95,12%; 1989 : 93,55%; 1990 : 95 %; 1991 : 95,09%, 1992 : 94 %, 1993, 95,7%. The Matriculation Exemption pass was also very high. The average Matriculation Exemption pass rate over the last four years was 73% (HOD 1994).

## 6.8 MANAGEMENT OF INSET IN THE DEPARTMENT OF EDUCATION AND CULTURE : HOUSE OF REPRESENTATIVES (HOR)

### 6.8.1 INTRODUCTION

Information on the management of INSET in the HOR is very limited. When compared with other departments, the regional office for Natal-KwaZulu plays a minor role in promoting the professional growth of teachers. The Department of Education and Culture in the HOR is structured on similar lines to the other tricameral education departments, viz., in the House of Assembly and the HOD. The HOR was established in 1983, in terms of the Constitution of the Republic of South Africa Act, No. 110 of 1983. Its Head Office is based in Cape Town, with regional offices in Durban, Johannesburg, Port Elizabeth and Bloemfontein. The professional head is the Chief Executive Director, who is assisted by two chief directors, eighteen directors and thirteen regional chief inspectors. The Chief Executive Director was responsible for 855 531 pupils (629 137 primary and 226 394 : secondary), 2 011 schools (1 757 : primary and 254 : secondary) and 37 103 teachers in the Republic of South Africa (HOR 1991).

### 6.8.2 POLICY FOR INSET MANAGEMENT

General education policy was determined by the HOR's Minister of Education and Culture and the Ministers' Council. From interviews with officials, both at Head Office and the Durban regional office for Natal-KwaZulu, it was established that there was no documented policy for INSET (Frederickse 1989 : Interview ; Schroeder 1992 : Interview; Swinny 1992 : Interview; Dorkin 1994 : Interview).

Depending on the nature of the INSET needs, policy directives were given at management meetings at the Cape Town Head Office. Examples of such needs are the training of principals throughout the Republic of South Africa. Between 1983 and 1989, when the Subject Advisory Service concentrated on inspections of teachers, limited attention was given to INSET (Strydom 1989 : Interview). Since then there was a policy change which was determined by poor Senior Certificate Examination results. After visiting a group of schools, the subject advisers meet teachers at a central venue to discuss weaknesses and strengths discovered through inspections. Advice is also offered to teachers. This policy applies to schools in Natal-KwaZulu.

### 6.8.3 FINANCING OF INSET

According to the HOR's Chief Inspector for Natal-KwaZulu, no provision is made in the budget for the payment of subsistence and transport allowances to teachers attending INSET courses (Swinny 1992 : Interview; Dorkin 1994 : Interview). Therefore, the inspectorate meets teachers from groups of schools to avoid the payment of such allowances.

#### 6.8.4 THE ROLE OF MANAGEMENT STRUCTURES IN INSET (NATIONAL EXECUTIVE AND MIDDLE MANAGEMENT LEVELS)

At the Head Office level the Chief Executive Director of Education, a chief director and a director are responsible, among other duties, for managing teacher education and INSET at a national level. Up to April 1992, all decisions relating to INSET were taken at the Head Office in Cape Town. The regional chief inspectors now take these decisions (Schroeder 1992 : Interview; Dorkin 1994 : Interview).

#### 6.8.5 THE ROLE OF MANAGEMENT STRUCTURES IN INSET AT THE REGIONAL LEVEL (NATAL-KWAZULU)

The Regional Chief Inspector of Education for HOR schools in Natal-KwaZulu is in charge of the following institutions and pupils: 67 schools (51 primary; 16 secondary); 33 000 pupils; 1 technical college (643 students); 1 403 teachers. Only 7 teachers are unqualified and those who possess qualifications below M+3 number 274 (HOR 1994; Dorkin 1994 : Interview).

Three circuit or area inspectors are responsible for the management of schools. The promotion of subjects and INSET are entrusted to six subject advisers. The subjects are English, Mathematics, Accounting and Typing, Business Economics and Economics, Biology and Woodwork/Handwork (Dorkin 1994 : Interview). Two school psychologists are responsible for planning and offering INSET to counsellors, special and remedial teachers.

Subject advisers for education technology from Head Office offer courses in their specialist field. These courses which commenced in 1991 were completed in 1992. In order to make maximum use of computer-aided instruction systems provided to schools, two officials were sent overseas for intensive training. They in turn commenced training teachers in 1992.

The HOR's inspectorate concentrates on the training of principals and their deputies. The courses are held at a central venue either in Bloemfontein or Cape Town. In 1991, 153 officials attended such programmes, which covered a range of topics on management, staff relations, financial matters, interaction with the community, staff development, promotions and evaluation. Newly appointed principals were also inducted as a part of the department's programme (HOR 1991 : 4). Similar courses were offered in 1992 and 1993. Details were not available.

Policy changes governing Junior Primary Education, resulted in INSET programmes for teachers in this phase of education. Time allocation for the various subjects in the three-year phase, subject development in Mathematics and the Languages, monitoring a child's progress, assessment, remedial measures and maintenance of records, were topics covered.

As indicated earlier, subject advisers offer INSET courses, as the need arose, on a one to one basis or by withdrawing teachers from a cluster of schools. Individual attention is given to teachers after an evaluation visit. If a number of teachers is visited, the subject adviser draws up a list of common problems and meets all the teachers concerned.

Regional INSET courses are held when there are changes to the curriculum or in response to poor Senior Certificate Examination results. The shortage of staff to offer regular INSET prompted the circuit inspectors to seek assistance from the Executive Director of the NED to plan and offer courses for principals during 1992-3. This included newly- appointed principals. The course covered conflict resolution, community relationships, Departmental policy, staff development, human relations, selecting study materials, team-building and effective communication (Dorkin 1994 : Interview).

No data are available as to the number of courses offered or teachers who participated.

#### 6.8.6 THE ROLE OF SUBJECT COMMITTEES IN PROMOTING INSET

The acting Regional Chief Inspector of Education for the Durban office of the HOR confirmed that Departmental subject committees were not established in Natal-KwaZulu (Clarivette 1993 : Interview).

#### 6.8.7 PUBLICATIONS FOR PROMOTING NON-FORMAL INSET

There were no special publications to promote INSET.

#### 6.8.8 CONCLUSION : INSET IN THE HOR

The absence of a structured national policy document and limited regional support are central to the manner in which INSET was managed in Coloured schools in Natal-KwaZulu.

The strong central determination, planning and provision of INSET (from Cape Town) between 1983 to 1991 resulted in the neglect of Natal-KwaZulu Coloured teachers.

The situational analysis of the provision of INSET revealed a host of problems relating to INSET. Since only 3% of the HOR schools are in Natal-KwaZulu, the Head Office staff in Cape Town concentrated on offering INSET to teachers in more densely populated areas in the Cape Province. Those in Natal-KwaZulu who

benefited the most from Head Office organized courses were principals. On rare occasions, if there were no specialists in the Natal-KwaZulu Regional Office, subject advisers from Cape Town were sent to conduct INSET courses.

The HOR has only one media production centre in Cape Town that offers support to the inspectorate to promote INSET. The inspectorate in Natal-KwaZulu did not benefit from this service.

No publications are available to promote INSET. As all the professional staff spend the major part of their time in field-work that extends to rural areas and parts of eastern Transvaal, very little time is available to plan, prepare articles, submit these to Cape Town, proof read and finalise the publication.

The devolution of decision-making to regional offices in 1992 made very little difference to improving the provision of INSET. Adequate financial provision was not made by the regional authorities for INSET. The oversight may be attributed to the transition in decision-making from central to regional level.

The inspectorate, as a team, has had very limited joint discussions on INSET policy, objectives, needs, strategies, support and evaluation. The Directorate responsible for INSET planning for all HOR schools does not cater adequately for the teachers in Natal-KwaZulu. Records on the provision of INSET, with respect to number of teachers, courses, etc., are not maintained.

## 6.9 CONCLUSION : INSET IN THE KZDEC, DET, NED, HOD AND HOR

The situational analyses and review of the provision and organization of INSET through interviews and a study of annual reports and statistics, reveal that limited co-

ordination of all resources resulted in an ineffective, poorly organized service for teachers, especially in the Departments responsible for Coloured and Black education. The abundant resources at schools were not exploited.

National education policy was virtually silent on INSET. However, this should not have precluded each of the five education departments from developing an INSET policy. The inspectorate in each Department was entrusted with the planning and provision of teacher improvement programmes, an aspect of INSET policy. The subject advisers' own role in providing INSET programmes was generally included in official documents relating to their job-description. In itself the policy was not comprehensive. Hence there was limited co-ordinated effort in INSET provision. The teacher associations' (par. 4.3, pages 169-174) and private sector's (par. 4.5, pages 175-204) initiatives in teacher development, the provision of formal INSET by institutions, non-formal INSET, school-focussed INSET, whole-school review and development, follow-up and support and evaluation were elements that were neglected by most of the departments because of the lack of co-ordination and proper planning. If the upper management staff in the Black and Coloured education departments noted the limitations placed on inspectors' school visits by financial restrictions, violence in the community and school boycotts, they would have given school-focussed INSET greater support.

The absence of a philosophy for teacher education at national and regional levels and ill-defined and fragmented policy and objectives for INSET, may be the primary factors that were also responsible for the variations in the funding and provision of structures for INSET in most education departments. The KZDEC, being the largest Department in Natal-KwaZulu, did not have the necessary staff at Head Office to plan, develop and evaluate INSET until 1992 when marginal improvements were made. In the Planning Division of this Department, INSET duties were one of the

many responsibilities of one education planner. In the HOD the post of chief education planner (Teacher Education) was abolished at the beginning of 1993 and INSET planning was assigned to two education planners. In the Natal-KwaZulu offices of both the HOR and the DET, the Regional Chief Inspector of Education and the Director of Education respectively are, in addition to other duties, responsible for INSET. Only the NED had a strong management structure at Head Office for INSET.

There was no consistency in the manner in which norms are determined for financing non-formal INSET. Norms were applied for the funding of formal INSET leading to certification. With the exception of teachers' centres in the HOD, finance for INSET was provided on an *ad hoc* basis. The general reduction in education funding has also resulted in serious reductions in INSET provision.

The quantitative review of INSET provision revealed several patterns. The NED's inspectorate catered for practically all the subjects in the curriculum annually over a five-year period. Such coverage was not affected by the funding. In contrast, KZDEC seemed to over-emphasise certain subjects annually and limited attention was given to problematic subjects such as English, Mathematics and the Sciences. In the HOD the balance between inspector-initiated courses and teachers' centre courses ensured that all subjects in the curriculum were covered. The lack of information from the DET and HOR prevented the writer from making conclusions as to developments and serious deficiencies.

Disparity in the provision of support services for INSET was evident. Teachers' centres, resource centres and curriculum development units exist only in some Departments. INSET publications were limited or non-existent. The existence of DET- and KZDEC- controlled schools within the same geographical area created a problem for the private sector. Structures were developed in 1993 to overcome this

problem for the private sector. Structures were developed in 1993 to overcome this problem. In many instances training programmes had to be devised separately for each Department. From a management point of view, resources can be more effectively used if all schools fall under the control of one education department and a policy for interaction with NGOs is determined.

It may be concluded that if there were a single education ministry and regional education authorities, the type of expertise and structures that the NED and the HOD have can be used to the advantage of all educators in the region of Natal-KwaZulu.

#### 6.10 SUMMARY

In the introductory part of this Chapter reference was made to four social structures in the education systems. Central to the discussion is the need for effective co-ordination of the four structures as a unit, in order to ensure successful teaching and learning in the classroom. This was followed by a review of the national education structures in the Republic of South Africa. Against this background a review of the provision and organization of INSET in each Education Department followed.

The KZDEC is the largest education authority in Natal-KwaZulu. Between 1972 and 1991 this Department was handicapped, without an infrastructure for INSET. The other serious management problems were the absence (until 1992) of a structured INSET policy, inadequate funds and staff to solve major problems in formal and non-formal INSET.

INSET in the DET was considered next. Policy for INSET was determined through the Subject Advisory Service. An infrastructure for INSET was supported with funding but the highly centralized control vested in the Head Office in Pretoria (until

1992) and alienation from the community it served, created a problem. Some of the DET's INSET objectives were not achieved. The Senior Certificate Examination results are one of the key indicators of the failure of INSET in the DET.

An exposition review of the NED indicated that until 1992 teachers benefited from an effective INSET service. An INSET policy, supported by an adequate Head Office structure, finance and humanistic philosophy, were factors that contributed to the success of most programmes. However, the future of INSET is uncertain as limited state funds have virtually transferred the management of schools to the parents. This change has resulted in a vacuum, as there is no clear direction as to how INSET is to be managed under the new system.

The HOD has a well-qualified teaching force, which benefits from non-formal INSET offered, both by the inspectorate and teachers' centres. Despite the absence of an all embracing documented INSET policy, the available infrastructure and support from the Head Office level and the democratic principles that teacher's centres have adopted were contributory factors to the successful promotion of INSET. The reduction in funding to cover teachers' subsistence and travel allowances for inspector-organized INSET courses resulted in an increase in INSET activities at the teachers' centres.

INSET in the HOR was reviewed last. Strong central control of INSET until 1991, the absence of a documented policy and the lack of funds contributed to limited provision of INSET for Coloured teachers. There was no evidence of teacher-initiated INSET. The inspectorate was the key provider of programmes. These were offered on an *ad hoc* basis and were dependent on the subject advisers' visits to schools.

The next Chapter is devoted to an empirical study of the inspectorate's role in providing and managing INSET. The analyses are based on a survey-type questionnaire and literature support.

## CHAPTER SEVEN

### AN EMPIRICAL STUDY OF THE MANAGEMENT OF INSET IN NATAL-KWAZULU

#### 7.1 INTRODUCTION

In the previous Chapter situational analyses of the provision and management of INSET, at the executive and middle management levels, in the five education departments in Natal-KwaZulu, were undertaken. In all the departments subject advisers, the inspectorate comprising the superintendents of education or education specialists were entrusted with the function of promoting non-formal INSET.

In this Chapter the inspectorate is the focal point of study: determining how its members plan, provide and promote INSET on the basis of each department's policy. The questionnaire analyses and discussions will be undertaken under the following headings: policy, funding, needs assessment, objectives, designing, planning and delivery systems, co-ordination, teacher involvement, target groups, motivation, support, evaluation and research.

The background provided in Chapter Three, in which models, approaches and change strategies for INSET were discussed, will be used, where applicable, in discussing responses to questions on INSET methods, research locations, school-focussed INSET and INSET for specialist groups of teachers.

This Chapter opens by describing the research design, explaining the sample and referring to the conceptualisation and operationalisation of the basic assumptions relating to the study and research method used in the study. The research approach is characterised by mainly what is known as survey methodology (Behr 1973 : 33). Therefore, it is logical that the questionnaire and interview are the major research instruments. Description of the research instruments will be given thereafter. Next, discussions will be undertaken of the empirical findings, compared with other research findings or literature on the subject and the situational analyses completed in Chapter Six. The penultimate section contains the conclusion. The Chapter concludes with a summary.

## 7.2 THE RESEARCH DESIGN

### 7.2.1 BASIC ASSUMPTIONS

The design of this study has been influenced by the central assumption that effective management of INSET at the macro- and meso-levels in an education department will maximise the INSET service at the school level. Hence it is also assumed that, in a fragmented education system in which five education departments serve one region, resources relating to INSET, may also through effective management, be shared to the advantage of all teachers in the Natal-KwaZulu region.

### 7.2.2 THE SAMPLE

At the time of initiating this research, there were indications that in a future unitary system of education Natal-KwaZulu may form one of the geographical regions for a

decentralised education department. Both the Buthelezi Commission (1982:81) the KwaZulu-Natal Indaba (1986:30) make reference to this. The Executive Directors of the five education departments in Natal-KwaZulu released a report on tentative plans for such a system (KwaZulu-Natal Education Working Group 1992). Therefore, all five education departments, under the control respectively of the HOA, HOR, HOD, DET and the KwaZulu government, have been included in the study.

The sample was drawn from the inspectorate and subject advisory services of all five education departments. Findings were based mainly on the returns. From the Subject Advisory Service the most senior official for each subject was selected to respond. From the HOD, NED, and HOR which had very few superintendents of education : management (circuit inspectors), all officials were selected. In 1989, in the KZDEC there were twenty-five circuits. At the head of each circuit was a senior deputy chief education specialist (circuit inspector) under whom, on the average, four deputy chief education specialists served. As the senior deputy chief education specialist closely monitored the staff and the INSET service in his area it was confirmed at Head Office that he would provide a fair assessment of the INSET practices (Harper 1989 : Interview). The sampling of officials in other departments was also discussed with managers at the different Head Offices. The Director-General in the DET refused permission to use the same sampling procedures as applied in other departments (Discussed in par 7.2.4.2, page 338).

As the objective of the study was to establish how INSET in general was managed, both circuit inspectors/education specialists/superintendents of education (management) and

members of the subject advisory service were grouped together. Whilst conceding that the members of the inspectorate in charge of school management have a different role to those in the Subject Advisory Service there is common ground in INSET management. Whether INSET is concerned with management development or the curriculum the inspectorate should respond to policy by setting objectives, regulating, applying for funding, consulting, assessing needs, determining target groups, time-scales, locations and methods, providing support, ensuring follow-up, researching and evaluating. A study of official records and published reports provided information on the attention given to both organization and individual development by the inspectorate as a whole.

The survey was preceded by an interview of twenty eight senior officials (upper management level) responsible for INSET policy directives, funding and management of staff and programmes.

### 7.2.3 CONCEPTUALISATION AND OPERATIONALISATION

The very nature of teaching demands commitment, keeping abreast of developments, improving one's skills and competencies, maintaining a high professional standing and providing quality education. Central to these should be the recognition by every teacher of the concept of life-long education and the need for and personal response and involvement in INSET.

The broad treatment of INSET has led to the use of related terms and conceptual haziness (as discussed in Chapter Two, par. 2.2, page 20). Compounded by this is the assumption that there is little clarity or consensus on the processes relating to the management of

INSET. In essence the management of INSET may be defined as the effective use of all available resources to achieve clearly enunciated objectives of INSET as discussed in Chapter Two, par. 2.4, pages 62-63. In the conceptualisation of the management of INSET especially at the macro-level of each of the five education departments there are, in addition to the basic assumptions listed at the outset of the study, several other assumptions which need to be reiterated.

1. It was assumed that the key providers for INSET were members of the inspectorate. The assumption is based on the nature of the job description of subject advisers, superintendents of education and senior deputy chief education specialists.
2. The very nature of a differentiated system of national funding for education meant that funding for INSET varied in each department. The extent of the variations meant the level and scope of INSET provision would have varied in each department. Funding or the lack of it can affect the management of INSET.
3. The legal restrictions placed by the Apartheid system, it was assumed, would not have limited or prevented close interaction and sharing of INSET resources by the various departments in Natal-KwaZulu especially at the macro-management level.
4. INSET itself is a part of the total fabric of education and should be seen in the context of the larger community which education systems and schools serve. The assumption here was that the effects of INSET can be positive only in an environment that motivates teachers and offers them sustained support to excel in teaching and improving learning.
5. It was also assumed that there was general support for the provision of INSET but the levels of management of the service varied.

Against these assumptions the conceptual framework for the management of INSET was determined in Chapter Two. Essentially the framework provided the background and guidelines to the initial interview of senior departmental officials responsible for the management of INSET and the design of a questionnaire to elicit information as to how the middle-managers, viz., the inspectorate planned, designed, offered, supported and evaluated INSET.

The interview schedule was drawn-up around the following five broad areas to determine provision, organization and management of INSET : "Policy, Planning, Organizing, Controlling and Advancing."

In attempting to establish whether each department had a policy for INSET, documentary proof was sought. Where no policy existed officials were asked as to whether a statement of intent or reports on common practice was available. In addition, the writer attempted to establish whether such documents provided an INSET framework.

Under the broad heading of "Planning" the writer tried to establish:

1. Whether objectives were considered as a link to PRESET?
2. Whether objectives were derived from INSET policy?
3. Whether the setting of objectives for each INSET activity was a departmental requirement?
4. The mechanisms available to forecast INSET needs.
5. Whether time-scales were scheduled for INSET activities? (The reference here was especially to the long-term planning of subjects such as the Languages, Sciences and

Mathematics).

6. Whether norms for INSET budget were set?
7. Whether there was any agenda for INSET research and development?

The questions under "Organization" attempted at first to determine structures, facilities, procedures, INSET delivery systems, dissemination and motivation. Thereafter, managers were asked the following questions : Who determined the format of INSET delivery systems? Were there any special programmes to train INSET trainers? In planning and designing INSET programmes were adult education theories used? Was attendance at INSET courses voluntary? How were teachers motivated to attend courses and were there any intrinsic or extrinsic rewards? How were teachers informed of future INSET programmes? Was decision-making centralised, decentralised or both? Under "dissemination" provisions made for the sharing of INSET information were determined. Information was sought on measures taken to motivate teachers who attend INSET.

The questions under "Controlling" dealt with assessing and measuring progress (evaluation) that teachers made after attending INSET, checking on targets set and achieved and the standard of the INSET service; feedback mechanisms (reporting) the effect of INSET; remedial measures.

Finally under "Advancement" questions were designed to determine the development and growth of INSET. Aspects which questions covered were developing school-focussed INSET, types of INSET methods, developing positive teacher attitude to professional growth and future directions for INSET.

The questionnaire was designed on several bases : an outcome of the interviews of senior managers at Head Office, the situational analyses of INSET provision undertaken in 1989 and the elements of INSET management as discussed on pages 38-40.

Critical to the successful management of INSET are Question 1, policy ("official printed, own printed or unwritten") from which objectives (Question 7) are derived. These together with funding (Question 2 ), adequate structures and staff are fundamental to INSET management. (Structures and staff were discussed in Chapter Six).

On the basis of these three elements (policy, objectives, structure/staff) questions were derived to determine the organization of INSET beginning with needs assessment surveys (Question 3) and followed-up by "planning, designing, delivery system, selection of participants and provision for special target groups" (Question 10).

To satisfy the management element of "sequence" Question 4 ("release time") determined when INSET courses were attended. Information on the effective use of resources was provided by Question 14 ("the role of subject committees in INSET planning and provision") and Question 16 ("the role of the private sector in promoting INSET").

Question 13 ("evaluation") and Question 15 ("research on INSET") can be grouped under the management element of "advancing controlling and evaluating". These are also aspects of organization. Evaluation assists to check on targets and standard, report to superiors and apply corrective measures where necessary. Research ensures "advancing" the service, investigation new projects, developing new concepts and identifying

weaknesses, strengths and future directions. Question 5 and 9 ("support") can be grouped under motivation (Question 11) as well as organization. Support for INSET participants through various mechanisms and resources is an integral part of organization. Such support can motivate teachers to effect changes. Question 17 ("teachers and schools") has a second function, in that it establishes the effective use of a location that is best suited to INSET.

Further elucidation as to the value and relevance of questions is given in the introduction of the discussion to several tables in the empirical study.

#### 7.2.4 DATA COLLECTION

Data for the study was gathered by means of studying each education department's annual reports and other official, unpublished documents relating to INSET and through interviews and questionnaires. Documents and archival materials were available from the libraries of most education departments, public relations offices, senior officials, research and statistics sections.

##### 7.2.4.1 INTERVIEWS

Borg (1967:221; see also Behr 1973 : 67) states that "the interview as a research method in descriptive research is unique in that it involves the collection of data through direct verbal interaction between individuals." The main advantage of this method is its adaptability, whereby the interviewer can make maximum use of the responses of the

interviewees to change the interview situation. The method also allows for immediate feedback and permits the researcher to follow-up leads to obtain greater clarity and additional data. The writer notes also the disadvantages of interviews. These are prone to subjectivity and possible bias. To overcome these problems official documents, archival materials and questionnaire responses were used as mechanisms of verification.

In the early stages of this research (1988-1989), interviews were conducted with researchers and experienced educationists in the field of teacher education (Appendix 6.1). Unstructured interviews centred around the need for research into the management of INSET in the Natal-KwaZulu area and the confirmation of problems concerning INSET in general. This type of interview was used because of its flexibility. In addition fewer "restrictions are placed on respondents' answers" (Van Dalen 1979 : 159).

Senior officials responsible for teacher education at the Head Office of each of the five education departments in Natal-KwaZulu area were interviewed at the end of 1989 to obtain an overview of the management of INSET (Appendices 6.2 and 6.3). Further interviews were held with 28 officials to update information or to seek clarification on aspects of INSET. The interviewees were posted advance copies of a section of the interview schedule to enable them to prepare for the interview. This section contained the objectives of the research and the following broad areas of management and open-ended questions on INSET policy, planning, budget, organizing, controlling and advancing. This was done as the officials allowed an hour for the interview. A foreknowledge of the writers' areas of concern was supposed to give the officials adequate time to prepare for the interview and also allowed for maximum information to be given.

The information gathered was used to develop the questionnaire for the survey and for the situational analyses undertaken in Chapter Six. Eighteen officials of the various departments were contacted between 1992 and 1994 to update information. Interviews were taped to prevent distraction and for easy retrieval (Best 1981 : 166).

#### 7.2.4.2 QUESTIONNAIRES

According to Borg (1967:204; see also Behr 1973 : 72 and Van Dalen 1979 : 152-153) the questionnaire survey can be a very valuable technique in helping one to understand the current situation "in some particular" educational area. A seventeen point questionnaire (Appendix 7.2) was devised on the basis of a literature survey, interviews in the Republic of South Africa with experts on INSET and general management principles.

These principles are based on the definitions of management and the organizational aspects education management discussed in par. 2.3, page 35. For the effective management of INSET an education department should have an official written policy and objectives for INSET; adequate funding; an effective structure and staff and facilities; provision to assess INSET needs; support for those who attend courses and the selection of suitable INSET methods. Proper planning of courses, consultation with teachers, recognition of the role of the private sector in INSET and support for teachers and schools to promote INSET, are other factors that can contribute to effective management of INSET. These points are included in the questionnaire to establish how effectively INSET is managed by each education department.

The draft questionnaire was pre-tested on a selected group of eight subject advisers and

education planners in the HOD, who were not included in the sample. On the basis of the feedback, problems concerning ambiguity and the need for clarification of terms, such as "curriculum development" and "distance education", led to necessary changes being made to the questionnaire. Questionnaires, with covering letters, were posted to the inspectorate in each education department (Appendices 7.1 and 7.2). The DET restricted the questionnaires to three key officials responsible for INSET. They were administrators responsible for INSET at Head Office, the Regional Office in Natal-KwaZulu and the College for Continuing Training at Soshanguve, Pretoria. In the opinion of the Director-General of DET, there were several questions that subject advisers would not be able to answer; "if they did so the writer would obtain a misleading conception of the Department" (Director-General : DET 1989). The writer does not agree with this viewpoint because the Director-General of DET was presupposing how his subject advisers would respond.

As voluntary participation can ensure that responses are genuine, there was no compulsion to fill in the questionnaires. Respondents were requested not to enter their names on the returns. This was done as anonymity would ensure that honest responses were made. The writer's phone numbers were given in the questionnaire in the event there were queries. Three out of five departments undertook to distribute and collect the completed questionnaires. As officials in the DET and KZDEC were not located at Head Offices, questionnaires were posted to individuals. By the required date three departments returned all the completed questionnaires. The responses from the other two departments were no

more than 60% and 44%. Reminders posted with additional questionnaires resulted in the numbers returned increasing to 92% and 56% respectively (Table 7.1).

Table 7.1  
RESPONSE RATE TO QUESTIONNAIRES

	UNIVERSUM	RESPONSES	PERCENTAGE
Natal Education Department	30	25	83%
House of Representatives	22	17	77%
House of Delegates	25	23	92%
Dept. of Education and Training	3	3	100%
KwaZulu Dept. of Education & Culture	32	18	56%

#### 7.2.5 DATA ANALYSES

As mentioned earlier the survey methodology formed the main research strategy in the study and therefore the analyses were made according to frequencies, percentages and rank order (Behr 1973 : 74).

As the samples are small (ranging from 3 to 25) the number who did not respond to questions is excluded in the majority of the Tables. In the case of the *yes* and *no* type of question only those who responded are regarded as "n." In some questions respondents were given more than one option. Therefore in such cases the aggregate of responses will be more than 100%. In analysing data, percentage responses are given. For questions with multiple choice answers and three-point rating scales the percentage was calculated on the "n" as shown under *No. Responded* in Table 7.11. The following

abbreviations are used in the Tables and discussions:

NED : Natal Education Department

HOR : House of Representatives : Department of Education and Culture

HOD : House of Delegates : Department of Education and Culture

DET : Department of Education and Training

KZDEC : KwaZulu Department of Education and Culture

Though the three officials in the DET were not members of the Subject Advisory Service, for convenience, all respondents will be referred to as the inspectorate.

### 7.3 LIMITATIONS OF THE STUDY

The major problem was obtaining information from the HOR. Central control vested in the Head Office at Cape Town, staff changes at the Regional Office in Durban, poor maintenance of records, an *ad hoc* approach to INSET that did not require report writing on problems and successes with INSET programmes or the maintenance of statistics resulted in the obtaining of an unclear picture of the status of INSET. These problems do not indicate that INSET is not provided but points more to possible poor management.

In the KZDEC circuit inspectors (senior chief deputy education specialists) who manage schools seem to have no records of management courses offered. Official records indicate no courses were offered in the majority of the 25 circuits. The 1993 returns sent to the writer could not be used as the entries with regard to the number of courses and number who attended seemed excessively high. In several cases the returns for the 1989-1993 period reflected the same number of courses and participants for each year. In many cases

the figures seemed to be inflated. If one considers especially the rural areas it would have been impossible to achieve what was stated.

A similar problem existed in the DET. Senior officials did not have all the records at Regional Office (Morgan 1994 : Interview). The officials in the five area offices (excluding Ermelo Regional Office) seemed to have without access to records responded in a manner that indicated they were not concerned. Two advisers responsible for (primary and secondary schools) indicated that the same number of courses were held consistently each year for the 1989-1993 period.

Statistics in some cases varied when Regional Office records and response from Head Offices were compared. Problems were encountered with NGOs. Some were reluctant to release statistics on INSET courses.

Though the draft questionnaire was tested and modified there was the possibility that misconceptions with some terminologies could have arisen. It was assumed that as all members of the inspectorate held a central brief to promote a subject, develop the teacher, improve the organization of a school and the quality of education, the terminologies and wording of questions would not be unfamiliar to them.

Officials in some education departments, because of the nature of their work, were not available for further interviews and up-dates of information.

## 7.4 ANALYSES OF FINDINGS

### 7.4.1 POLICY FOR INSET

The key question (number 1) in this empirical study sets out to establish whether each education department has an official, printed policy document for INSET. In the absence of such a policy, the members of inspectorate were asked if they had their own printed or unwritten policy for INSET. The responses of the inspectorate appear in Table 7.2.

Before discussing the responses it is essential to refer to the interviews and an examination of official documents relating to INSET policy preceding the posting of questionnaires (Harper 1989 : Interview; Pillay 1989 : Interview; Schroeder 1989 : Interview; Le Roux 1989 : Interview; Du Toit 1989 : Interview).

The following was established : the NED has a written policy; the DET does not have a fully written policy, but aspects are incidentally stated in various documents among these being "The Role of the Subject Advisers." The KZDEC, the HOR and the HOD do not have written policies. However, in each of these departments aspects of INSET policy appear in documents relating to job-descriptions of the inspectorate. Policy directives are also issued at management meeting of chief inspectors/education specialists/superintendents of education, conferences of the inspectorate and through policy speeches made by Ministers of Education and Culture (Dhlomo 1989 : 155-158; DEC : KwaZulu Government Service 1992 :46-48; HOD 1989 : 2-4). The INSET policy of

each department referred to above was discussed in detail in Chapter Six.

Table 7.2

INSPECTORATE'S RESPONSES: INSET POLICY OF EDUCATION DEPARTMENTS

	NED				HOR				HOD				DET				KZDEC																							
	n = 25								n = 17								n = 23								n = 3								n = 18							
	Y				N				Y				N				Y				N				Y				N											
	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%												
1.1 Does your Department have an official printed policy on INSET?	9	38	15	62	4	31	9	69	6	26	17	74	1	50	1	50	5	31	11	69																				
1.2 If the answer is no, do you have your own printed policy on INSET?	4	27	11	73	3	33	6	67	1	7	14	93	-	-	1	100	-	-	10	100																				
1.3 If not, do you have an unwritten policy on INSET?	11	100	-	-	5	83	1	17	3	30	7	70	-	-	-	-	9	82	2	18																				

Sixty-two percent of the inspectorate in the NED was of the view that the Department has no official printed policy document on INSET. The inspectorate in the following Departments was of the view that a written INSET policy document existed : HOR (31%), HOD (26%), DET (50%), KZDEC (31%).

A small percentage of the inspectors, NED (27%), HOR (33%) and HOD (7%) indicated that, individually, they developed their own printed policy to guide teachers in improving their subjects. With the exception of the DET, which has a written policy for subject advisers (as confirmed through interview and documentation (Roux 1989 : Interview), responses from other education departments ranged from 100% (NED) to 30% (HOD).

From the responses it is apparent that there is an unwritten policy, which guides them in planning INSET. Such a policy, discussed in Chapter Six and, as stated earlier, is contained *inter alia* in job descriptions, discussions and decisions taken at conferences, outlined at staff meetings and issued through ministerial pronouncements.

A well-prepared, comprehensive, documented INSET policy can offer better direction to officials who manage INSET. Such policy can also give better directions to administrators to provide suitable infrastructure and adequate funding to the inspectorate. This in turn may ensure the provision of adequate INSET programmes and support and the necessary evaluation of the service. These aspects ought to be included in general teacher education policy.

To understand the findings analysed above, it is necessary to discuss policy in the context of the situational analyses undertaken in the previous Chapter and draw analogies from literature study. Hartshorne (1991 : 12) defines policy:

"...as a course of action adopted by government, through legislation, ordinances, regulations and instructions and pursued through control, the allocation of resources, administration, inspection and monitoring with the general implication that it should be beneficial to the country and its inhabitants."

Though teacher education is mentioned in the South African General Affairs Act (No. 76 of 1984) and various Own Affairs Acts, e.g., the Indians Education Act 61 of 1965, no reference is made to INSET.

In contrast, other countries specify INSET as part of their general education policy (as it appears in parliamentary acts). In England and Wales, the Teachers' Pay and Conditions

Act of 1987 has had a major impact on the planning for INSET needs of teachers who are contractually committed to participate in INSET which includes further training and professional development programmes (ILEA 1988 : 3). The Education Reform Act of 1988 explicitly sets out the INSET policy for England and Wales. This was discussed in Chapter Five, par. 5.3, page 212.

In some of the African states in the Sub-Saharan regions, policy for INSET was determined at national level by various governments. The Zimbabwe government adopted a policy to provide increased access to education at all levels of schools and colleges of education. Teacher education and INSET received special attention as a result of this policy (Mtumbuka 1986 : 3). In 1973, Swaziland embarked on a Ten-Year Post Independence Plan as part of its national policy on INSET (Putsoa 1982 : 6). This included the provision of INSET programmes and courses for the upgrading of unqualified and underqualified teachers. Similarly, in 1968, Botswana initiated a national policy for a five-year INSET development programme to improve the quality and quantity of primary school teachers (Molomo 1982 : 1). By 1975 Lesotho had commenced its second Five-Year Developmental Plan for INSET (Mathot 1982 : 7). All these developments, effected through national policies and the necessary infrastructure and finance by education ministries, were discussed in Chapter Five.

The absence of a coherent and articulate policy for INSET in the Republic of South Africa and Natal-KwaZulu in particular has been raised by several educationists on the subject (Hofmeyer 1991 : 1-6; Gray 1988 : 40; Hartshorne 1987:11-12; van den Berg 1987:15; Pendlebury 1992 : 1-4; Bagwandeem 1991 : 526). Such a policy requires a budget to

maintain an infrastructure for INSET, the provision of a wide range of INSET programmes to satisfy different needs, teacher support systems and evaluation of the INSET service. In England and Wales, the Education Reform Act of 1988 makes all these provisions for INSET. The Act is one of the best examples of a comprehensive and practical INSET policy.

To sum up, it must be emphasised that without a clear INSET policy and a commitment from the Government to support this policy with the necessary funding, INSET could be offered in an unco-ordinated manner and on an *ad hoc* basis.

#### 7.4.2 FUNDING FOR INSET

Question number 2 sets out to establish whether each education department provides adequate funding to satisfy the INSET needs of teachers. The data on the inspectorate's responses appear in Table 7.3.

As the description of items in Table 7.3 focusses on relatively similar areas, the first two: *Is funding available for all your INSET needs* and *most of your INSET needs?* and *Is funding available for some of your INSET needs?* and *very few of your INSET needs?* have been combined. The perception of the inspectorate indicates that there were marked differences in funding for INSET among the five education departments in Natal-KwaZulu.

Table 7.3

## INSPECTORATE'S RESPONSES: FUNDING FOR INSET

Is annual funding available for:	NED	HOR	HOD	DET	KZDEC
	n = 25	n = 17	n = 23	n = 3	n = 18
	n %	n %	n %	n %	n %
1. All your INSET needs?	4 16	1 6	5 22	- -	3 17
2. Most of your INSET needs?	15 60	1 6	3 13	- -	- -
3. Some of your INSET needs?	6 24	5 29	12 52	1 33	8 44
4. Very few of your INSET needs?	- -	- -	2 9	- -	7 39
5. No response	- -	10 59	1 4	2 67	- -

In the NED it may be assumed that, 76% of the inspectorate was satisfied with the funding for INSET. In contrast 83% (KZDEC) and 61% (HOD) of the respondents stated that funding was limited. Similar responses were made by 29% of the inspectorate of the HOR and 33% of respondents in the DET. It must be noted that 59% of the HOR inspectors and 67% of the DET officials did not respond to the question on funding. It may be surmised that these officials were not sure and hence found it convenient not to respond.

Gray (1988 : 38), in his research on INSET in the KZDEC draws attention to the problems created by limited funding. Recruiting suitable personnel for INSET, providing follow-up and support and shortage of resources were other problems identified by Gray.

Harris (1990), addressing senior representatives from the five education departments in Natal-KwaZulu, made reference to similar problems created by limited funding for

INSET, especially in the KZDEC and HOR. The then KwaZulu Minister of Education and Culture, Dr. Dhlomo (1989) drew attention to the general budget restraints which resulted in INSET becoming a low priority in his Department. The Minister who succeeded Dr. Dhlomo made a similar statement in the 1991 parliamentary session of the KwaZulu Legislature (DEC : KwaZulu Government Service 1992 : 60-61).

The shortage of funding for non-formal INSET is related directly to the unequal per capita allowance that the Government provides to each education department (Table 7.4).

Table 7.4: GENERAL EDUCATION: PER CAPITA EXPENDITURE (in Rands)

Departments	1986	1989	1990	1991	1992	1993
NED	2 746	3 572	3 688	4 504	4 694	N/AV
HOD	1 952	2 645	2 943	3 625	3 959	N/AV
HOR	1 330	2 115	2 091	2 853	3 231	N/AV
DET	610	927	1 239	1 532	1 775	N/AV
KZDEC	347	647	(N/AV)	509	1 165	N/AV

(Boraine 1990: 29; DNE 1991: 57; HOD 1990, 1991 a, 1992, 1993 b)

There are no national funding norms for non-formal INSET. However, Donaldson (1992 : 296) provided the following breakdown of the budget for teacher education which reflects the per capita disparity between Black and other education departments in the 1992/3 financial year. Whites (R17 060), Indians (R18 400), Coloureds (R15 240) and Blacks (R5 430). According to Hartshorne (1992 : 23-24/42) the disparity in funding for education, which affected INSET, has been consistent from 1935 to 1990. Considering the backlog in Black education, especially with regard to teachers, classrooms, facilities, text and reference books and the fact that approximately 80% of the budget is apportioned for salaries very little funds remain for INSET.

Having established that funding for INSET especially for Black education is the lowest, in comparison with the other four education departments in Natal-KwaZulu, comments are necessary on the responses made by DET and HOD. As stated in par. 7.2.4.2, page 338 the Director-General of DET maintained that if the inspectorate filled in the questionnaire, the writer might obtain a misleading picture of INSET in his department. There was only one respondent to the question: *Is annual funding adequate for some of your INSET needs?* The other two did not respond to the question. Until 1991, INSET courses for DET teachers in Natal-KwaZulu were held at a central venue, the College for Continuing Training at Soshanguve near Pretoria. Separate funding for INSET for DET teachers in Natal-KwaZulu was provided from 1992.

Despite receiving the second highest per capita allowance for general education, as well as the second highest for teacher education (Table 7.3), 61% of the inspectorate in the HOD responded that funds were not adequate for the INSET needs of teachers. An analysis of the HOD budget from 1989 to 1992 indicated a reduction in the funding for subsistence and travelling allowances for teachers who attended regional INSET courses organized by the superintendents of education but there was an increase in the funds for INSET offered by the four teachers' centres in Natal-KwaZulu. The inspectorate, according to the chief superintendents of education (Khadaroo 1992 : Interview; Venter 1992 : Interview) required more funds to offer INSET to teachers in schools that were not close to teachers' centres. The interviewees also emphasised that the inspectorate gave INSET a high priority.

In the NED, the funding system for INSET changed from the beginning of 1992. The Department decided not to fund the "A" and "C" model schools (over 80% of the NED schools fall under this category) for INSET (Smit 1992 : Interview). Since the introduction, by the NED, of Model C (subsidised) and Model A (private) schools, school boards and governing bodies which are responsible for collecting pupils' fees, are also supposed to meet the cost of INSET. Until the end of 1993 this decision was not put into effect.

In conclusion, it should be noted that the responses seemed to indicate that in 4 out of 5 education departments funding for INSET to satisfy the needs of the majority of teachers is inadequate. The absence of a national and regional policy and clear guidelines and norms to finance INSET programmes and other factors resulted in a differentiated system of funding which affected the provision of an effective INSET service.

#### 7.4.3 METHODS USED BY THE INSPECTORATE TO ASSESS THE INSET NEEDS OF TEACHERS

To ensure the success of INSET programmes, the inspectorate ought to conduct needs assessments. Question number 3 was devised to determine whether a wide range of methods was used to assess INSET needs before inspectors organized INSET programmes. The Question was an open-ended one but one method, namely, *surveys*, was included to give respondents some direction. As each respondent used several methods, the number of responses for the 14 Methods in the Table exceeded n. To obtain an accurate percentage, n reflected on the Table was used for the calculation. Thereafter responses were ranked to determine the most popular methods used to assess INSET

needs. The data appear in Table 7.5.

Table 7.5

INSPECTORATE'S RESPONSES: METHODS USED TO ASSESS TEACHERS' INSET NEEDS

HOW DO YOU ASSESS THE INSET NEEDS OF YOUR TEACHERS?	NEED	HOR	HOD	DET	KZDEC
	n = 25	n = 17	n = 23	n = 3	n = 18
	n % R/O				
Surveys	14 56 1	7 41 1	8 33 3	2 67 1	11 61 1
School Visits	6 24 2	5 29 2	13 57 1	- - -	1 6 2
Evaluation of Teachers	3 12 3	2 12 4	2 9 4	1 33 2	1 6 2
Study of Exam. Results	1 4 7	3 18 3	9 39 2	- - -	- - -
Regional Subject Committees	1 4 7	- - -	2 9 4	- - -	- - -
Request from Teachers	- - -	- - -	1 4 8	1 - 1	- - -
Assessment of Pupils' Work	- - -	- - -	1 4 8	- - -	- - -
Studying Teachers' Qualifications	- - -	- - -	1 4 8	- - -	1 6 2
Meetings of the Inspectorate	- - -	2 12 4	1 4 8	- - -	- - -
Evaluation of School Principals	- - -	- - -	2 9 4	- - -	- - -
Syllabus Changes	3 12 3	1 6 6	2 9 4	- - -	- - -
Research	- - -	- - -	8 33 1	1 33 2	- - -
Inset Feedback	2 8 6	- - -	- - -	- - -	- - -
Regional Meetings with Teachers	3 12 3	- - -	- - -	- - -	- - -

The following *methods* were apparently used by the inspectorate to assess the INSET needs of teachers: *surveys, visits to schools, evaluation of teachers, a study of examination results, regional subject committees, request from teachers for courses, assessment of pupils' class work, studying teachers' qualifications, joint decisions at meetings of the inspectorate, evaluation of school principals, change in the syllabus, acting on research findings, feedback from those who attended INSET courses and regional meetings with teachers.*

It is necessary to clarify some of the methods listed above, as they are direct quotations of responses made by the inspectorate to Question 3. *Visits to schools* are undertaken by

inspectors to examine the work of pupils, assess teachers or principals and monitor progress in school subjects. Thereafter, teachers are met individually or in groups to discuss common problems and areas of concern to teachers and advice is offered on didactics and school management. Some inspectors separated *evaluation of teachers* from *school visits*. Evaluation refers specifically to the examination of the teachers' work in the classroom. This is done during the first, third and seventh year of a teacher's service in a department. Teachers may be examined beyond the seventh year of service. Teachers may also be evaluated if they apply for a merit award or promotion. INSET is offered on the outcome of such evaluation. *Teachers may request INSET courses* if they are encountering problems that they, or their heads of department, cannot solve. *Studying teachers' qualifications* provides information such as the number who are unqualified, underqualified or teaching subjects for which they are not qualified. Special INSET is organized for such teachers.

INSET needs are discussed at *meetings of the inspectorate*. *New syllabus* has to be explained to teachers. *Content, methodology, evaluation, textbooks and classroom organization* are discussed at INSET sessions. *Research findings*, relating to improving teaching and learning, are used to plan and present INSET programmes. *INSET feedback* refers to questionnaires that teachers fill in after attending courses. From time to time some inspectors hold *regional meetings with teachers* to discuss matters relating to teaching and learning. INSET needs are established at such meetings.

From the responses it is assumed that the number of methods used by each department varied as follows: HOD (12), NED (8), HOR (6), KZDEC (4) and DET (3). The indications are that methods such as *Surveys* and *Evaluation of teachers* were used by all

departments. When all the methods were ranked, *Surveys* fell into Rank Order 1 in the NED, HOR, DET and KZDEC, and 3 in the HOD. *School visits* ranked 2 in the NED, HOR and KZDEC and 1 in the HOD.

Only the NED, HOR and HOD indicated that *examination results* were studied to assess areas which require INSET. These departments also based INSET on *new syllabi requirements*.

The methods of assessing INSET needs of teachers may be broadly divided into two categories: bureaucratic top-down and democratic bottom-up (Howey & Vaughan 1983 : 108). The methods used in Natal-KwaZulu fell into both categories.

The following four are democratic methods: *Surveys* (HOD, HOR, NED, DET, KZDEC), *Requests from teachers* (HOD), *INSET feedback* (NED), *Regional meetings with teachers* (NED). It may be assumed that the NED used four methods in which teachers were consulted when assessing INSET needs; the HOD two and the rest (DET and KZDEC) one. The need for teachers to be consulted when establishing INSET programmes is highlighted in a report published by the HSRC (1985 : 63).

INSET can be more effective when the course content is based on self-reported needs of participants. Instruments such as teachers' self-assessment forms and attitude surveys are useful to establish INSET requirements. These two methods were not used by any education department.

In summing up it must be pointed out that one of the requirements for the effective management of INSET is the adoption of a wider range of strategies to establish the needs of teachers. The use of surveys should also be supported by other means in which teachers, subject and teacher associations are permitted to make recommendations.

#### 7.4.4 RELEASE TIME FOR INSET COURSES

The objective of Question number 4 is to determine when teachers attend INSET courses. The question, *When do your teachers and management staff attend courses?* is closed-ended with the following choices: *during school time, over week-ends, during school vacations and after school-hours*. A four-point frequency scale, *always, frequently, seldom* and *not at all*, was used. Data appear in Tables 7.6 and 7.7.

To facilitate discussions, responses from Table 7.7 under *always* and *frequently* have been combined and ranked. The responses under *seldom* have been also ranked. The highest rank is accorded to 1. The ranked data appear in Table 7.6.

Table 7.6  
RANK ORDER: RELEASE TIME DURING SCHOOL HOURS

ALWAYS		FREQUENTLY		SELDOM	
R/O		R/O		R/O	
1	KZDEC 44%	1	KZDEC 50%	1	HOR 41%
2	HOD 43%	2	HOD 39%	2	NED 24%
3	NED 40%	3	NED 36%	3	HOD 17%
4	DET 33%	4	DET 33%	4	KZDEC 6%
5	HOR 12%	5	HOR 6%	-	-

Table 7.7

INSPECTORATE'S RESPONSES: RELEASE TIME FOR INSET

When do your teachers and management staff attend INSET courses?	FED				HOR				BOO				DET				KEDC																							
	n = 23				n = 17				n = 23				n = 3				n = 18																							
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4																				
	n	t	n	t	n	t	n	t	n	t	n	t	n	t	n	t	n	t	n	t																				
1 during school time	10	40	9	16	6	24	-	-	2	12	1	6	7	41	1	6	10	43	9	39	4	17	-	-	1	33	1	33	-	-	-	-	8	44	9	50	1	6	-	-
2 over week-ends	-	-	3	12	7	28	5	20	-	-	6	35	5	29	1	6	-	-	2	9	5	22	5	22	-	-	-	-	2	67	-	-	-	-	4	22	2	11	5	27
3 during school vacations	-	-	1	4	5	20	7	28	3	18	2	12	5	29	1	6	-	-	2	9	3	13	6	26	1	33	-	-	2	67	-	-	-	-	2	11	11	61	1	6
4 after school hours	4	16	14	56	4	16	-	-	7	41	8	47	1	6	-	-	2	9	9	39	3	13	2	29	-	-	2	67	-	-	-	-	-	-	4	22	7	39	-	-

- 1 - Always
- 2 - Frequently
- 3 - Seldom
- 4 - Not at all

With the exception of the HOR (18% response) a very high percentage of inspectors in the KZDEC (94%), HOD (82%), NED (76%) and DET (66%) responded that teachers and members of the management staff attended INSET during school-hours. In contrast, four departments (HOR, NED, HOD and KZDEC) responded that school-staff *seldom* attended INSET courses during school-time.

With regard to INSET courses being offered *frequently* over week-ends the responses were as follows: HOR (35%), KZDEC (22%), NED (12%), HOD (9%) and DET (no responses).

The responses to teachers attending INSET courses *frequently* during school vacations were as follows: HOR (12%), KZDEC (11%), HOD (9%) and NED (4%). Only the HOR (18%) and DET (33%) responded that courses were held *always* during the school-vacations. The combined responses (*always and frequently*) that teachers attended INSET courses after school hours were as follows: NED (72%), HOR (88%), HOD (48%) and DET (67%).

From the foregoing it may be assumed that teachers in all five departments attended INSET courses during school-hours, over week-ends, during school-vacations and after school-hours. However, the emphasis on the times during which courses were held seemed to vary.

Winterton (1977:36), who rejects INSET activities after school hours, states:

"If we are really serious about our quest for quality education then we must also get

serious about designing opportunities for teacher growth into the educational day."

Winterton's view is that willingness to provide time for INSET is in effect a test of the importance we attach to quality teaching. This can become a reality if the education departments add 5 days to the school calendar for INSET. On these days pupils should not attend schools. England and Wales, Sweden and several states in the USA have adopted this system.

From Table 7.6 it may be assumed that the HOR is the only Department in which a very small percentage (18%) of the inspectorate release teachers and management staff during school-hours to attend INSET programmes. Eighty-eight percent (88%) of the inspectorate in the HOR preferred to hold their courses after school hours.

Researchers, Burrello's and Orbaugh's (1982 : 386) analyses of best INSET practices in 90 school districts in the USA highlight, *inter alia*, that INSET courses are more successful if "activities are conducted primarily during participants' normal working hours." In Natal-KwaZulu, the following problems can discourage or prevent teachers from attending or benefiting from courses held after school hours: involvement in extra-curricular activities in the afternoons, fatigue at the end of the school day, staff meetings, preparation of lessons and marking of assignments, domestic responsibilities or chores and general transport difficulties.

#### 7.4.5 DEPARTMENTAL SUPPORT FOR TEACHERS AND MANAGEMENT STAFF ATTENDING INSET COURSES

Responses to Question number 5 are discussed in this Section.

Effective management of INSET requires, inter alia, various types of support, especially at the school-level. At an INSET course it is highly likely that many of the ideas, methods, models and plans are presented or discussed within the limited time (day or half a day) allowed. With teachers coming from different school environments, experiences and backgrounds, teachers will require further support to ensure that the programmes, they participated in, are successful. Finkel (1983 : i) maintains that INSET requires subject advisers and inspectors "to provide the necessary support and to create the appropriate climate and settings" in the school where change takes place.

The necessary support can be provided by curriculum development or teachers' centres, follow-up visits by the inspectorate or the course-leaders, bibliographies and funding to purchase resources. The question in the survey, *How does your Department support teachers and management staff who attend INSET courses?* is a closed question with four choices listed above. The inspectorate's views appear in Table 7.8.

To understand these responses it is necessary to explain the four choices. At the end of a course participants are generally provided with notes, guides or hand-outs. To encourage further reading, better understanding of concepts and theory, bibliographies may be provided. Books and journals, quoted in notes given to teachers, may not be available in school libraries. These could be borrowed from other libraries. Some titles, suggested by course leaders, may be of value to other teachers also. Therefore, adequate funding is essential for the strengthening of a teachers' reference library in schools or teachers' centres.

Depending on the recommendations or advice given at INSET courses, funds may be required to purchase resources. These may be science equipment, audio-visual aids, computer programmes and/or supplementary class readers. Materials may also be required to develop resources such as transparencies for overhead projectors, photographic slides, video-tapes and science kits.

*Follow-up visits* are crucial to INSET courses. Time may not allow for a visit to every participant of INSET courses by the course-leaders, but a random selection can be made. Alternatively, participants could be advised to request assistance. Visits provide opportunities for inspectors to assess their courses in various school environments and obtain feedback to plan future programmes. Conferences with participants of INSET courses, their heads of department, principals and inspectors can assist in several ways. Jointly, staff may integrate innovations into the existing school programmes. Principals can be convinced to assist in organizational changes or to facilitate changes discussed at INSET courses. They can also evaluate courses.

The role of *teachers' centres* in INSET was discussed in par. 4.2.3, page 157. Reference libraries and resource production units at such centres can assist those who attend INSET courses. School libraries or resource centres are handicapped by reduced funding and can offer only a limited service.

A curriculum development centre may form part of a teachers' centre or operate independently of any institution. Such centres can offer a reference library service and technical assistance to produce teaching and learning resources as part of the curriculum

development process. Professional assistance to develop curriculum may also be available in such centres.

The responses in Table 7.8 were ranked to establish the type of INSET support offered by the inspectorate. INSET follow-up visits by the inspectorate received the highest ranking from all education departments. However, it must be pointed out that the low inspector-teacher ratio in several departments and demands made by other duties such as interviews for promotions and merit assessment, minimise this valuable form of INSET support. In the KZDEC 14 subject advisers were expected to assist 38 522 teachers (DEC : KwaZulu Government Service 1993 : 6/71).

Table 7.8

INSPECTORATE'S RESPONSES: DEPARTMENTAL SUPPORT FOR TEACHERS AND MANAGEMENT STAFF WHO ATTEND INSET COURSES

How does your Dept. support teachers and management staff who attend INSET courses?	NED	HOR	HOD	DET	KZDEC
	n = 25	n = 17	n = 23	n = 3	n = 18
	n % R/O				
1. bibliographies	11 44 2	4 24 2	7 30 4	- - -	7 39 2
2. funds to purchase materials and resources	1 4 4	4 24 2	9 39 3	1 33 3	7 39 2
3. follow-up visits	24 96 1	16 94 1	17 74 1	3 100 1	14 78 1
4. teachers' or curriculum development centres	2 8 3	1 6 4	12 52 2	2 67 2	6 33 4

With the exception of the HOD (Rank Order 4), the responses of the other three Departments (NED, HOR and DET) to INSET support, through the provision of bibliographies, fell into Rank Order 2. According to the responses only the DET did not provide bibliographies as an INSET support.

The HOR and KZDEC responses to the provision of teachers' or curriculum development

centres were ranked 4. The responses in the HOD and DET ranked 2. The NED responses were ranked 3. With the exception of HOD, the number who responded to this part of the question was very small. The HOD has functional teachers' centres. The DET centres are playing a very limited or no role in INSET.

Responses to funds to purchase supportive materials and resources fell into Rank Order 2 in the HOR and KZDEC. A fair percentage (24% to 39% of the inspectorate in the HOD, HOR, DET and KZDEC) responded that funds were provided to schools to purchase materials and resources, relative to the suggestions made at INSET courses. The response from the NED (4%) was the lowest. Considering the low, education budget for KZDEC the lowest response was expected from this department.

The planning and presentation of INSET courses may not, in themselves, result in achieving objectives. The provision of a range of after-course support and follow-up are vital in securing long-term applications of advice and improvement of teachers' competencies. Failure to provide such support can reduce the efficacy of INSET courses.

#### 7.4.6 THE ROLE OF MATERIALS DEVELOPMENT AS AN ASPECT OF CURRICULUM DEVELOPMENT

The section in the Questionnaire (Question 6) on curriculum development was divided into three parts. In the first part a closed question was used to determine the role curriculum development plays in INSET. To facilitate scoring, respondents were given the following options: curriculum development is *central to INSET*, *incidental to INSET* or *plays no role*

in INSET.

In the second part of the Question the members of the inspectorate were asked whether teachers received training to undertake curriculum development. The respondents were given the following two choices: *yes* or *no*. Effective teaching requires an understanding of and training in the processes of writing teaching/learning objectives, determining the best teaching strategy for each lesson, selecting or developing the most suitable teaching and learning resources, teaching and testing. Teachers require training to undertake the activities listed. Unqualified teachers in the KZDEC and DET in Natal- KwaZulu need such training the most.

The third part of the Question was a closed question, designed to establish whether there was support for curriculum development at school-level in the availability of teachers' centres, school media-production centres, curriculum development teams and technical help to produce resources.

In planning lessons for a term or for the year, a teacher has several options: to use the previous year's lesson preparation notes, to use a colleague's set of notes, to follow the prescribed textbook or develop the curriculum of the subject. To develop the curriculum successfully many will require assistance. In the school, media centres can assist. On a regional level, groups of teachers can work in a teachers' centre or other suitable venue to develop aspects of the syllabus and curriculum. Such development is essential if education departments are introducing changes to the curriculum or a new curriculum. Teams of experts are needed to assist teachers. In general, teachers will require technical

assistance from production managers in educational television studios, off-set lithographic printers, computer graphics specialists and audio-visual experts, all of whom may assist teachers who do not have the expertise to undertake the production of specific educational media.

Data on the role, training and support for curriculum development appear in Tables 7.9, 7.10 and 7.11.

Table 7.9  
INSPECTORATE'S RESPONSES: THE ROLE OF CURRICULUM DEVELOPMENT IN INSET

What role does curriculum development play in INSET in your Department?	NED		HOR		HOD		DET		KZDEC	
	n = 25		n = 17		n = 23		n = 3		n = 18	
	n	%	n	%	n	%	n	%	n	%
1 Central to INSET	7	28	2	12	6	26	2	67	9	50
2 Incidental to INSET	15	60	8	47	13	57	1	33	7	39
3 No Role	-	-	6	35	-	-	-	-	2	11
No response	3	12	1	6	4	17	-	-	-	-

From the responses it would appear that the role of curriculum development in INSET (Table 7.9) was incidental in the following Departments: NED (60%), HOR (47%), HOD (57%), DET (33%) and KZDEC (39%). The following responses indicate the possibility that curriculum development was central to INSET: NED (28%), HOR (12%), HOD (26%), DET (67%) and KZDEC (50%). From the responses by the inspectorate in the HOR (35%) and KZDEC (11%), the perception is that curriculum development played no role in INSET in these Departments.



Table 7.11

INSPECTORATE'S RESPONSES: SUPPORT FOR CURRICULUM DEVELOPMENT

Is there support at schools for curriculum development in the availability of	WED			HOM			BED			DET			KIDEC								
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3						
	n	n	n	n	n	n	n	n	n	n	n	n	n	n	n						
1. Teachers' Centres	2	8	14	56	1	6	11	65	11	48	10	43	100	4	22	1	6	9	50		
2. School Media Centres?	6	24	4	48	7	28	8	47	4	24	2	12	2	67	3	17	1	6	9	50	
3. Curriculum Dev. Teams?	3	13	5	20	8	32	5	29	4	24	5	29	-	-	2	67	3	17	-	9	50
4. Technical Aid to Develop Resources?	7	28	5	20	6	24	6	35	6	35	3	13	2	67	1	33	4	22	-	9	50

1 - Limited  
 2 - Adequate  
 3 - Nil

A review of responses from Tables 7.9 to 7.11 is essential to obtain an overview of the role of curriculum development in INSET.

Gray's (1988) research report on INSET in the KZDEC highlights problems ranging from funding, lack of teacher involvement, conservatism and inertia amongst teachers and an authoritarian system of management which frustrates curriculum development. The poor quality of teachers, their lack of training, understanding and grasp of the essentials of teaching are factors that prevent their appreciation of the importance of curriculum development. The existence of such problems can affect whatever little the KZDEC was contributing to INSET through curriculum development. Fifty-percent stated that curriculum development was either incidental or it did not play a central role in INSET. Whatever contribution was made by the rest of the respondents (50%) to promoting curriculum development was minimal, if one studied the subject adviser-teacher ratio for the period 1989-1993.

The Department has a teachers' centre in Northern Natal (discussed in par. 4.2.3, page 159) one inspector (6%) stated that adequate support was given to teachers by this centre. Fifty-percent stated there was no support in any form for curriculum development (Table 7.11).

In some respects it may be assumed that the KZDEC teachers in Natal-KwaZulu received better support for curriculum development than those in the DET. Sixty-seven percent of the inspectors in the DET stated that curriculum development was central to INSET but teachers were not trained to undertake tasks related to this function (Table 7.10 : 100%

response).

In 1988, thirteen teachers' centres were established by the DET to serve all the regions in the Republic of South Africa (DET 1988 : 140). This was increased to seventeen in 1992 (McMaster 1992 : Interview). Natal-KwaZulu has three satellite centres which have not been developed to serve teachers effectively as staff and equipment are very limited. The rest of the support for curriculum development (technical aid to produce resources, curriculum development teams and school media centres) was, according to the respondents, inadequate or not provided.

Schools in the HOR also received limited support for curriculum development. Eighty-two percent stated that curriculum development was incidental or it played no role. The HOR has no teachers' centres in Natal-KwaZulu. There was limited back-up support for teachers attending INSET courses (Swinny 1992:Interview).

The HOD has four teachers' centres and two satellite centres in Natal-KwaZulu. In addition all large schools with over 600 pupils were provided with media-production centres. Despite this only 26% responded that curriculum development was central to INSET and 89% stated that teachers were not trained to undertake this task. Forty-eight percent responded that technical help to produce resources was limited. One of the British authorities on INSET maintains that "if INSET is to be effective it will require adequate resources" (Bolam 1982 : 221). Bolam refers to curriculum-related INSET which emphasises effective teaching and learning resources in print, audio and video format.

In the NED, it may be assumed that curriculum development was incidental to INSET (60% responses). Seventy-five percent indicated that teachers had not been trained to undertake curriculum development. As far as support for curriculum development was concerned there were no teachers' centres in this department, but two inspectors (8%) stated that such a service offered by centres was adequate. Fifty-six percent responded correctly that the Department had not established teachers' centres. The incorrect response may be attributed to incorrect completion of the questionnaire.

Other support for curriculum development at NED schools, it seems, was also inadequate or limited. Fifty-two percent of the inspectorate stated that technical help to produce resources for curriculum development was limited, or not available.

Brand (1984:35), in reviewing the work undertaken by the Schools' Council in England and Wales, emphasized the "crucial relationship between curriculum development and teacher development." The reference here is to the projects undertaken by national curriculum teams. He maintains that curriculum development is inseparable from teacher development. Hence, if favourable conditions for curriculum development do not exist "waste, frustration and inefficiency will proliferate" (ibid). Further support for curriculum development comes from Gough (1978 : 35) who emphasises the educative self-renewal of teachers involved in such activities.

A synthesis of the responses of the inspectorate in the five education departments indicates the perception that curriculum development did not play an important, or major role, in INSET. This confirms the HSRC Report (1985 : 63), which identified the lack of strong

links between INSET and curriculum development in South African schools.

#### 7.4.7 INSET OBJECTIVES

Responses to Question 7 are discussed in this Section.

Improving pupils' learning is one of the primary aims of INSET (par. 2.4, pages 42-43). INSET can be offered to achieve other objectives also. The closed question in this sub-section of the questionnaire was designed to determine the most important INSET objectives. Five objectives were included in Question number 7 as choices. These were substantial increase in pupil learning, improved teaching methods, better Senior Certificate Examination results, change in the management of education, and development of positive teacher attitudes towards self and professional growth.

A three point scale, *most important, important and least important* was used to analyse responses. The majority of the objectives used in the question were self-explanatory. The exception is change in the management of education. This requires some comment. The reference here is, broadly, to management styles that are acquired, through attending INSET courses. Techniques, such as collegial decision-making and consultative management, can increase motivation, improve working relationships, increase pupil learning and the school climate, because ideas and changes are decided on jointly by the INSET provider and the participants. As members of the inspectorate attended INSET courses on management it was assumed that they will understand the terminology. Data on the inspectors' responses to the INSET objectives they regarded as *important*, appear in Table 7.12.

Table 7.12  
 INSPECTORATE'S RESPONSES: INSET OBJECTIVES

	HBD n = 15			HOB n = 17			HSD n = 23			DPT n = 3			KEDBC n = 18																			
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3																	
Which of the following objectives do you consider important when planning and delivering your INSET courses?	12	48	9	16	-	-	10	59	6	35	-	-	13	57	6	26	-	-	2	67	1	33	-	-	7	19	5	27	1	6		
1. Substantial increase in pupil learning	18	72	6	24	-	-	16	94	1	6	-	-	16	61	4	17	-	-	3	100	-	-	-	-	-	10	56	3	17	-	-	
2. Improved teaching methods	-	-	13	52	7	28	6	35	6	35	2	13	4	17	11	48	3	13	2	67	-	-	3	33	5	27	5	27	2	11	-	-
3. Better senior certificate results	6	24	6	24	8	32	-	5	29	9	53	-	5	22	9	39	4	17	3	100	-	-	-	-	4	22	8	44	1	6	-	-
4. Change in the management of education	17	68	8	32	-	-	9	53	8	47	-	-	9	39	9	39	-	-	1	33	1	33	-	-	8	44	8	44	-	-	-	-
5. Development of positive teacher attitude towards self and professional growth																																

1 - Most important  
 2 - Important  
 3 - Least important

Five INSET objectives were presented to respondents to determine the importance inspectors accord to each. Responses under *most important* and *important* have been combined and ranked in Table 7.13.

Table 7.13

RANK ORDER: INSET OBJECTIVES

	NED % R/O	HOR % R/O	HOD % R/O	DET % R/O	KZDEC % R/O
Substantial increase in pupil learning	84 (3)	94 (3)	83 (1)	100 (1)	66 (3)
Improved teaching methods	96 (2)	100 (1)	78 (2)	100 (1)	73 (2)
Better senior certificate exam results	52 (4)	70 (4)	65 (4)	67 (4)	54 (5)
Change in the management of education	48 (5)	29 (5)	62 (5)	100 (1)	66 (3)
Positive teacher attitude to self and professional growth	100 (1)	100 (1)	78 (2)	33 (5)	88 (1)

Of significance is that the NED (100%), HOR (100%), KZDEC (88%) were grouped under Rank Order 1 in response to the item *(development of) positive teacher attitudes towards self and professional growth*. For the same item, the HOD's 78% response ranked 2 and the DET 33% response ranked 5. INSET can become a life-long education process if this objective is given adequate attention by the inspectorate. The concept of life-long education as an aim of INSET was discussed in par. 3.2.2.3, page 79.

The HOD's (83%) and DET's (100%) responses ranked 1 for the objective *substantial increase in pupil learning*. In contrast, NED (84%), HOR (94%) and KZDEC (64%) ranked 3. The HOR's (100%) and DET's (100%) responses (*improved teaching methods*) were accorded the highest ranking. The NED's (96%) and HOD's (98%) responses fell into the Rank Order of 2. The objective *better senior certificate examination results* was

low down in the ranking: Rank 4: NED (52%), HOR (70%), DET (67%); Rank 5 : KZDEC (54%) and HOD (65%). The responses from the NED (48%) and HOR (29%) resulted in the objective *change in the management of education* being ranked 5. In contrast DET's (100%) response fell into Rank Order 1. The DET apparently regarded three of the five objectives as *most important*. These were *substantial increase in pupil learning* (100%), *improved teaching methods* (100%) and *change in the management of education* (100%).

The NED (100%), HOR (100%), KZDEC (88%) and HOD (78%), it may be inferred, favoured the objective, *the development of positive teacher attitudes towards self and professional growth*. From their responses, it may be assumed that, at least, four education departments placed a very high value on this INSET objective. This is of extreme importance to the management of INSET, when one considers that supervisors are not there to "police" teachers but to serve as facilitators of change. Sergiovanni and Starratt (1979 : 298) observe that teachers are astute enough to perform well when the supervisor is present. But "the proof of the pudding", state the writers, "is whether they will do the job of their own free will and on a sustained basis." It bears repeating that this can be ensured if teachers support a life-long commitment to self-improvement.

Boult (1988:26) articulates the following objective of INSET : "to promote methodological change by providing the framework for teachers to develop strategies for planning, implementing and evaluating curricular change to meet the learning needs of students." Hicks (1979:1) and Sergiovanni and Starratt (1979:298) also support the view that planners of INSET and participants in programmes should strive for an increase in student

learning.

From the foregoing it is noted that there is concurrence among some educationists that *substantial increase in pupil learning* is an important INSET objective. The responses from the HOD's inspectorate for this INSET objective fell into Rank Order 1.

In the opinion of the writer, the obtaining of *better senior certificate examination results* should be incidental to other objectives. Training teachers specifically to prepare pupils to pass examinations can defeat the objective of providing a well-rounded education. In four education departments this objective was ranked 4. In the KZDEC it was ranked 5.

The best of INSET programmes can fail in a school that is poorly managed. The responses in the HOR (53%) and NED (32%) show that the objective *change in the management of education* was least important. In contrast the combined responses under *most important* and *important* in the other departments were: NED (48%), HOD (61%), KZDEC (66%) and DET (100%). Dillon-Peterson (1981 : 6) states that a well-managed school will contribute to maximum personal growth of teachers and create a better atmosphere for effective school change.

In conclusion, it should be pointed out that the inspectorate felt that the attainment of *better senior certificate results* was the least important of the five objectives discussed. Indications are that the rest of the objectives were important and the analyses of data revealed that each department regarded several objectives as *most important* or *important*. The responses were very high for most of the objectives. Despite the absence

of a documented INSET policy in most departments, the inspectorate were aware of objectives that could contribute to effective management of INSET.

#### 7.4.8 INSET METHODS USED BY THE INSPECTORATE

Responses to Question number 8 are discussed in this Section.

A wide range of INSET methods are necessary for INSET programmes to be effective. The nature of the course and the type of target group should determine the method. The Question listed the following four alternatives: *lectures, seminars, workshops and distance education*. In addition there was an open-ended choice which made provision for methods not listed in the Question. A three point scale : 1 - *most of the time*, 2 - *seldom* and 3 - *not at all*, was used for the responses.

The first three methods (*lectures, seminars and workshops*) were included as they are popular formats for delivering courses. The fourth method, (*distance education*) is expected to make a major contribution to both formal and non-formal INSET to assist especially the very high percentage of Black teachers who are serving in remote rural areas.

Data on INSET methods used by the inspectorate in the five education departments in Natal-KwaZulu appear in Table 7.14. From the responses it appears that INSET through workshops was popular in all the departments. The responses *most of the time* ranged from 56% (KZDEC) to 88% (NED). The responses in the other three departments were as follows: HOR (82%), HOD (78%) and DET (67%).

The following were the perceptions of the inspectorate:

*Lectures* were least popular with the HOD : only 17% of the inspectorate used the *lecture* format *most of the time*. Seventeen percent of the inspectorate indicated that they did not use *lectures* at all. The response to *lectures* being utilized, *most of the time*, by other departments were as follows: KZDEC (72%), DET (67%), HOR (59%) and NED (24%). In the NED, 56% of the inspectorate *seldom* used *lectures* in their INSET programme.

The DET (100%) was the only Department that *seldom* availed itself of *seminars* as an INSET method. The responses, to the use of *seminars most of the time*, from the other departments were as follows: NED (60%), HOR (41%), HOD (39%), and KZDEC (44%).

The highest response for selecting *distance education* as an INSET method *most of the time* was from the DET (67%). The responses from the other departments under *most of the time* was low: NED (8%), HOR (6%) and KZDEC (6%). There was no response from the HOD. The following were the responses for *not at all*: NED (32%), HOR (53%), HOD (48%) and KZDEC (39%).

Table 7.14  
INSPECTORATE'S RESPONSES: METHODS USED IN INSET

	MED			NOR			ROO			DFT			RIDE																			
	n = 25			n = 17			n = 25			n = 3			n = 18																			
Which of the following methods do you use in INSET?	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3																	
1. Lectures	6	24	14	56	2	8	10	59	6	35	-	-	4	17	9	39	4	17	2	67	1	33	-	-	13	72	2	11	-			
2. Seminars	15	60	7	28	-	-	7	41	8	49	1	6	9	39	7	30	-	-	-	-	-	3	100	-	-	8	44	4	22	1	6	
3. Workshops	22	88	1	4	-	-	14	82	3	18	-	-	18	78	2	9	-	-	-	-	2	67	1	33	-	-	10	56	4	22	1	6
4. Distance education (correspondence tuition)	2	8	6	24	8	33	1	6	4	24	8	53	-	-	6	20	11	48	-	2	67	1	33	-	-	1	6	3	17	7	39	-
5. Other methods	1	4	-	-	-	-	1	6	-	-	-	-	1	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	6	-	-

1 - Most of the time  
2 - Seldom  
3 - Not at all

The response to Item 5, *other methods* used in INSET was limited: NED (4%), HOR (6%), HOD (4%) and KZDEC (6%). The methods referred to were: *evaluation, use of videos* and *inspections*. Of these three, only *evaluation* may be regarded as an INSET method if it is a part of systematic appraisal. *Videos* are tools to be used in *workshops* or *lecturers*.

Of the four methods listed as part of the Question in Table 7.14, the majority of the departments apparently used *workshops, seminars* and *lectures most of the time*.

In the open-ended part of the Question (Item 5 : *other methods*) there was scope for the inspectorate to list some of the INSET methods discussed in par. 3.3.1 (page 107) 3.3.3 (page 113) and 3.3.4 (page 116) : that is, induction, secondment scheme and the Inquiry, Observation and Feedback method. Instead, one inspector from each of the NED, HOR and KZDEC referred to the use of videos as an INSET method. However, the inspectorate from the same departments commented on teacher evaluation and inspections as other INSET methods. Van den Berg (1983:73), in emphasising the severe manpower shortage and financial restrictions upon full-time release of large number of teachers, recommends the distance learning approach to INSET. Goble and Porter's (1977:216) study of the changing role of the teacher makes similar reference to distance learning or teletuition in INSET. In a paper on "Alternative Routes to Teacher Certification", Yule (1987 : 9) recommends that more use should be made of distance education especially in formal INSET. Such an expansion can cater for the very large number of underqualified teachers in the rural areas of Natal-KwaZulu. It is in the area of non-formal INSET that the large number of Black teachers in the rural areas are disadvantaged. Black teachers,

with very large classes of mixed standards and abilities, no facilities and limited resources. need INSET through distance education the most.

#### 7.4.9 CONSULTATION IN THE PLANNING OF INSET COURSES

Responses to Question 10.1 are discussed in this Section.

If INSET is to be managed effectively, there is a need for consultation between the providers (the inspectorate) and the participants (teachers) through surveys and other methods. Such consultation can ensure that the inspectorate caters for the specific needs of teachers. Consultation should also extend to others concerned with INSET. Advice from experienced college lecturers, with regard to new methods and theory, can give inspectors some direction for INSET. There are important and useful structures for consultation to determine INSET programmes. These are regional subject committees and the various education departments' subject committees on which are represented experienced successful teachers and lecturers from both colleges and universities.

For the above reasons, the closed question (Table 7.15) was drawn up to establish whether inspectors consult college lecturers, teachers and subject committees when planning INSET courses. The following three point scale was used to elicit responses: 1 - *to a great extent*, 2 - *to a limited extent* and 3 - *not at all*. The responses *to a great extent* were ranked to compare preferences in each department and between departments.

Table 7.15  
INSPECTORATE'S RESPONSES: CONSULTING ROLE OF OTHERS IN PLANNING INSET

In the planning of INSET courses which of the following play a consultative role?	NPT						FOR						HOD						DET						KZDEC											
	n = 25												n = 17						n = 23						n = 3						n = 18					
	1		2		3		1		2		3		1		2		3		1		2		3		1		2		3							
	n	%	R/O	n	%	n	%	n	%	R/O	n	%	n	%	n	%	R/O	n	%	n	%	n	%	n	%	R/O	n	%	n	%						
1. College of education lecturers	5	20	3	7	28	5	20	4	24	3	5	29	6	26	4	17	3	5	22	10	43	1	33	2	1	33	1	33	4	22	3	5	27	5	27	
2. teachers	12	48	1	10	40	-	-	6	35	1	9	53	-	-	6	26	2	9	39	6	26	-	-	-	3	100	-	-	5	27	2	9	50	1	6	
3. subject committees	12	48	1	7	28	4	16	5	29	2	4	24	5	29	11	48	1	7	30	3	13	2	67	1	1	33	-	-	7	39	1	8	44	-	-	

1 - To a great extent  
2 - To some extent  
3 - Not at all

As teachers form the primary target group for INSET, they should be consulted more often by inspectors. The discussion that follows is based on the perceptions of the inspectorate. The highest responses that teachers were consulted *to a great extent* by the inspectorate were made by the NED (48%) and HOR (35%); the responses in the other departments were HOD (26%) and KZDEC (27%) The responses to *not at all* were: HOD (26%) and KZDEC (6%).

When ranked, the responses that college lecturers were consulted were placed at the end of the scale (Rank Order 3) by NED, HOR, HOD and KZDEC. The responses of the inspectorate in the DET fell into Rank Order 2.

Responses indicate that subject committees were also consulted by the NED (48%), HOR (29%), HOD (48%), DET (67%) and KZDEC (39%). From the responses it may be assumed that a fair percentage of the inspectorate, in the following Departments, did not consult subject committees when planning INSET , NED (16%), HOR (29%) and HOD (13%).

Merton and Yarger (1988 : 32-37); HSRC (1985 : 63); Wildman and Niles (1987 : 4-10); Sparks (1985 : 59-61) and Gledhill (1989 : 54-55) express the view that teachers should be involved in INSET planning. Taylor (1980 : 338) also affirms that INSET courses require teachers to "participate actively in the planning and design of what is offered". It is presumed that such consultation did not take place in the DET. In the HOD (65%), NED (40%), HOR (53%), DET (100%), KZDEC (56%) of the inspectorate indicated that they consulted teachers *to some extent* or *not at all* when planning INSET. If this were

the situation, it reflects a serious management problem. Consultation and collaboration in assessing INSET needs with potential participants (teachers) and others involved in promoting education (lecturers from tertiary institutions), teacher associations and subject committees can increase motivation and strengthen support for INSET.

#### 7.4.10 THE EXTENT TO WHICH VARIOUS PERSONNEL ARE USED TO DELIVER INSET

Responses to Question 10.2 are discussed in this Section.

The Question in Table 7.16, which is closed, was designed to establish to what extent various personnel are used to offer INSET in each education department. The planning and provision of INSET is only one of the many functions of the inspectorate. The others are teacher evaluation and assessment, conflict resolution, teacher welfare, controlling examinations, school management and promotion of school subjects. In developing an infrastructure for INSET, each education department should make provision for the utilisation of teachers, college, university and technikon lecturers and other educationists as consultants. Teachers can benefit more from the varied experience of experts.

Some teachers who have excelled in the classroom, using innovative and successful methods, can serve as INSET course-leaders. Others who have tested teaching methods through action research can also, individually or as team members, offer INSET. There are also in universities and technikons expertise and experience that can improve teaching skills and improve the subject background of teachers.

Table 7.16

INSPECTORATE'S RESPONSES: THE EXTENT TO WHICH VARIOUS PERSONNEL ARE USED TO DELIVER INSET

In offering INSET courses to what extent are the following personnel used?	MED						HOR						HOD						DET						REDEC											
	n = 25												n = 17						n = 23						n = 3						n = 16					
	1		2		3		1		2		3		1		2		3		1		2		3		1		2		3							
	n	%	R/O	n	%	n	%	n	%	R/O	n	%	n	%	n	%	R/O	n	%	n	%	n	%	R/O	n	%	n	%	n	%	R/O	n	%	n	%	
1. the Inspectorate	9	36	2	6	24	8	32	16	64	1	-	-	2	12	11	48	1	6	26	2	9	1	33	2	2	67	-	-	8	44	2	6	33	3	17	
2. teachers	13	52	1	10	40	1	4	2	12	4	13	75	-	-	8	35	2	12	52	3	13	1	33	1	2	67	-	-	9	50	1	6	33	1	6	
3. college lecturers	5	20	3	10	40	6	24	5	29	2	6	35	7	41	4	17	3	9	39	7	30	2	67	1	1	33	-	-	3	17	3	9	50	3	17	
4. university/technikon lecturers	-	-	-	12	48	10	40	4	24	3	5	29	5	29	1	4	4	8	35	12	52	-	-	-	2	67	1	33	1	6	5	8	44	5	27	
5. consultants outside your department	1	6	4	12	48	7	28	1	6	5	6	35	7	41	1	4	4	9	39	9	39	1	33	1	2	67	-	-	3	17	3	9	50	3	17	

1 - To a great extent

2 - To some extent

3 - Not at all

To determine to what extent the services of various personnel are used by the Education Departments to provide INSET, the respondents were given five choices: *the inspectorate in each education department, teachers in general, college of education lecturers, university and technikon lecturers and consultants*. Consultants may be defined as specialists, employed on contract basis to undertake special projects for education departments. Such consultants may be drawn from management institutes, the HSRC, universities or commerce and industry.

The inspectorate, according to responses, apparently played a prominent role as INSET providers. This is indicated by the responses, *to a great extent* which were ranked as follows: HOD (48% : Rank Order 1), HOR (64% : Rank Order 1), NED (36% : Rank Order 2), DET (33% : Rank Order 2) and KZDEC (44% : Rank Order 2).

The responses to the use of *teachers to a great extent* varied from department to department. The highest responses were as follows: NED (52% : Rank Order 1) and KZDEC (50% : Rank Order 1). In the DET (33%) and HOD (35%) the responses were ranked 2 but 75% of the *inspectorate* in the HOR, possibly used *teachers to some extent* as INSET providers. A very high percent (67%) in the DET fell into the same category. From the responses it may be assumed that teachers were used to various extent in planning and providing INSET.

With the exception of DET (67% : Rank Order 1) and HOR (29% : Rank Order 2), the NED's (20%), HOD's (17%) and KZDEC's (17%) responses to the use of *college lecturers* in planning or promoting INSET were ranked 3.

In the NED (48%), KZDEC (44%) and DET (67%) the inspectorate, it seems, used the services of *university and technikon lecturers to some extent*. *Consultants* were used to a great extent as follows: NED (6% : Rank Order 4), HOR (6% : Rank Order 5), HOD (4% : Rank Order 4), DET (33% : Rank Order 2 and KZDEC (17% : Rank Order 3).

From the analysis of data in Table 7.16, it may be assumed that *the inspectorate, teachers, lecturers from tertiary institutions and consultants* were used to a greater or lesser extent. The NED and KZDEC placed a high emphasis on using *teachers* in delivering courses, because the inspectorate could offer INSET to only a limited number of teachers, on a regional basis.

Teachers can play a central role in disseminating information obtained at regional courses offered by the inspectorate. Since INSET needs arise from problems or difficulties in the classrooms, teachers as members of subject departments in schools or subject associations in a region are readily available to assess demands, confer with colleagues and jointly plan INSET programmes. This can ensure that INSET is an integral part of the school programme. With such an arrangement, the other key provider of INSET, the inspectorate and to a lesser extent, consultants and lecturers from tertiary institutions can respond to the specific needs of teachers, schools and education departments.

The DET's 100% response (the responses under *to a great extent and to some extent* were combined) that *college lecturers* were used as INSET providers, refers to the role of the College for Continuing Training in Soshanguve, Pretoria. This College, until 1991, provided INSET for all DET teachers in the Republic of South Africa.

#### 7.4.11 METHODS USED BY THE INSPECTORATE TO MOTIVATE TEACHERS TO ATTEND INSET COURSES

Responses to Question 11 are discussed hereunder.

Three closed questions in Table 7.17 were framed to establish whether each education department used several strategies to motivate teachers to attend INSET courses. The fourth question, an open form type, was designed to allow respondents more scope to explain other ways in which teachers were motivated. All the points raised in the Question refer to extrinsic motivation.

Ashley and Mehl (1986:44) aver that teacher motivation influences teacher effectiveness. While a few teachers may participate in INSET because of their dedication and commitment to the profession, many may require extrinsic motivation in the form of certificates of attendance. Unqualified teachers whose salaries are low, can be motivated if they are paid a travel and subsistence allowance to attend courses at venues which are a distance from their schools. Burrello and Orbaugh (1982 : 385), who reviewed practices and research on INSET over several years in three states in the USA, draw attention to how inconvenient locations for courses discourage participation by teachers.

Regulations exist in each education department for the payment of boarding, subsistence and travel allowances to teachers who attend INSET courses. There was a 100% *yes* response by the following departments to the question on whether such payments were made: NED, DET and KZDEC. In contrast, in the HOR and HOD the *yes* response was

88% and 83% respectively. Limited funding was the reason for the responses in the HOR and HOD.

Table 7.17  
INSPECTORATE'S RESPONSES MOTIVATING TEACHERS TO ATTEND INSET COURSES

1. Does your Dept. provide teachers attending INSET courses with	NED		HOR		HOD		DET		KZDEC											
	n = 25		n = 17		n = 25		n = 3		n = 18											
	Y	N	Y	N	Y	N	Y	N	Y	N										
	n	%	n	%	n	%	n	%	n	%										
1.1 boarding subsistence and travel allowance?	25	100	-	-	15	88	1	12	19	83	4	17	1	100	-	-	17	100	-	-
1.2 certificates of attendance?	6	25	18	75	3	23	10	76	17	74	6	26	1	50	1	50	5	29	12	71
2. Does your Dept recognise certificates of attendance for promotion purposes or merit assessment?	2	10	18	90	1	6	12	92	9	39	14	61	1	50	1	50	2	12	15	88
3. Are venues for INSET courses within easy travelling distances for teachers?	21	84	4	16	15	94	1	6	17	74	6	26	-	-	1	100	8	44	10	56
4. Specify other ways which are used to motivate your teachers to attend INSET	1	12	-	-	4	24	-	-	10	43	-	-	2	67	-	-	4	22	-	-

From the responses it may be assumed that not all inspectors issue certificates of attendance: NED (25% : yes), HOR (23% : yes), HOD (74% : yes), DET (50% : yes) and KZDEC (29% : yes). The reason for the low response from the inspectorate in the NED, HOR and KZDEC may be attributed to the absence of a policy directive for the issuing of *certificates of attendance*.

Only a small percentage of those who responded that *certificates of attendance* were awarded stated that their departments recognized the certificates, either for promotion or

merit assessment or promotion. In the following departments apparently only some members of the inspectorate who awarded certificates recognized such awards: HOR (15%), HOD (35%) and KZDEC (17%). The value of *certificates of attendance* is enhanced if they are recognized by education departments. The differences that exist between education departments and between inspectors in each department could possibly be ascribed to the absence of clearly defined and articulated policy or other directives.

The HOR (94%:yes), NED (84%:yes) and HOD (74%:yes) selected INSET locations within *easy travelling distance* for teachers. This has been confirmed in interviews (Dorkin 1994; Viljoen 1994; Nadasen 1994). In the KZDEC only 44% of the inspectorate replied in the affirmative. All the respondents in the DET (100%:yes) were unanimous that the INSET venues were not within *easy travelling distances* for teachers. A very high percentage of schools in the KZDEC and DET are in rural areas.

The following responses were made to the open-ended question: *specify other ways which are used to motivate your teachers to attend INSET courses?*

DET : *support at teachers' centres; follow-up visits.*

HOR : *personal communication with participants; encouraging teachers to write to course leaders for clarification or other assistance;*

HOD : *support through teachers' centres;*

NED : *ensure that INSET courses have relevance for participants;*

KZDEC : *follow-up visits to schools.*

The need to motivate teachers attending INSET courses, by providing incentives, was researched through a survey in 1981 by the Asian Programme for Educational Innovation and Development. The researchers concluded that:

"...incentives for whole-hearted participation in in-service education are not always present in INSET programmes and in conditions under which they are made available to teachers"  
(APEID 1982:5).

Murphy (1985:43), in his doctoral research on "The Evaluation of an In-Service Project for Black Primary School Teachers in South Africa in the Early 1980's", draws attention to trends in the USA which allow teachers to accumulate credits through INSET courses. Such credits, linked to salary increments, also enhanced eligibility for promotion. Incentives for teachers attending INSET courses, e.g., future promotion or a cash merit award for excellence in teaching may appeal to teachers and motivate them to attend courses.

Interviews (Khadaroo 1992; Nadasen 1994; Viljoen 1994; Dorkin 1994; Venter 1992; Swinny 1992; Schroeder 1992; Du Toit 1992) with officials in the NED, HOR and HOD confirmed that the majority of inspectors hold their courses on a regional basis to minimise travel for teachers participating in INSET courses. The HOR and NED select schools as INSET centres. The principals from Natal HOR schools attend INSET courses either in Bloemfontein or Cape Town. The department meets all costs for these courses. The HOD uses its four teachers' centres and satellite centres in Chatsworth, Durban.

Phoenix, Tongaat, Stanger and Pietermaritzburg for most of its courses. Schools are used in areas where there are no teachers' centres. Prior to 1991, the DET's INSET courses were held in Pretoria for all teachers in its department. Hence the DET's 100% response that INSET venues were not *within easy travelling distance* for teachers. In 1991, the DET delegated the task of organizing INSET courses to regional heads, so that courses could be held at teachers' centres and schools closest to participants (Madlala 1992: Interview; Nyember 1992: Interview). The KZDEC uses the Siza Centre in Northern Natal for INSET for teachers who live in that area. Hostel facilities are available at this centre and the department meets the travelling, subsistence and boarding costs incurred by teachers. To some extent the eleven colleges of education, universities, technical colleges and schools in urban areas are used.

Teachers in rural schools are at a disadvantage for attending INSET courses. Gray (1988:28) confirms this in his research on INSET in Natal-KwaZulu. He refers to the logistical problems associated with transportation, long distances and poor roads. The KZDEC, through the Umlazi College for Further Education, is addressing the problem. This is being effected through the Vulani Project which has an outreach programme designed to offer INSET to teachers outside the urban areas. This pilot project involves 7 lecturers and 350 teachers from rural and farm schools. The lecturers travel to the schools to work with teachers in their classrooms. At the end of two years they write the Primary Teachers' Certificate examination.

The DET also has a rural schools' INSET programme which minimises teachers' travel. A specially designed "Management and Teacher Development" INSET programme, used

in urban schools was modified and extended to all farm and rural schools. The programme was contracted to a private human resources development company for several years until the end of 1991. As from 1992 each regional head of the DET was responsible for the programme. In Natal-KwaZulu the Chief Director's Office in Pietermaritzburg undertook to promote this programme.

#### 7.4.12 METHODS USED TO DISSEMINATE INSET INFORMATION

Responses to Question 12 are discussed in this Section.

From interviews with various officials in the five education departments, it was established that, as a practice and funds permitting, one representative from a school was invited to participate in INSET courses (Appendix 6.2 : List of Interviewees : Senior Education Departmental Officials).

Since INSET courses were limited to small groups of teachers, it was essential to establish with whom and how information was shared. The inspectorate had to complete the following statement with two alternatives: *participants are encouraged to share information with colleagues in their own schools, and/or from neighbouring schools.* Thereafter, this question was posed: *Which of the following methods of disseminating INSET information do you use?* Three choices were given: *through journals or publications, through distance education (correspondence courses) and through other*

means. Data appear in Table 7.18.

Table 7.18

INSPECTORATE'S VIEWS ABOUT THE DISSEMINATION OF INSET INFORMATION

1. Participants are encouraged to share information with their colleagues	NED	HOR	HOD	DET	KZDEC
	n = 25	n = 17	n = 23	n = 3	n = 18
	n %	n %	n %	n %	n %
1.1 In their own schools	23 92	12 71	20 87	3 100	17 94
1.2 From neighbouring schools	18 72	12 71	16 70	2 67	14 78
2. Which of the following methods of disseminating INSET information do you use?					
2.1 Through journals/publications	14 56	6 35	14 61	2 67	9 50
2.2 Through distance education (correspondence courses)	3 12	2 12	3 13	3 100	6 33
3. Other means?	6 24	1 6	1 4	1 33	5 28

There was a very high response to participants in INSET programmes sharing information with colleagues in their own schools: DET (100%), KZDEC (94%), NED (92%), HOD (87%) and HOR (71%). Sharing information with colleagues in neighbouring schools elicited the following responses: KZDEC (78%), NED (72%), HOR (71%), HOD (70%) and DET (67%). From these responses it may be inferred that INSET information was shared by teachers.

Journals and publications were presumably used by the inspectorate to disseminate INSET information. The responses were as follows: DET (67%), HOD (61%), NED (56%), KZDEC (50%) and HOR (35%).

With the exception of the DET (100% response) there was a low response to *through distance education (correspondence courses)*: KZDEC (33%), HOD (13%), NED (12%) and HOR (12%). Interviews with senior officials confirmed that the responses were accurate to an extent.

Under *other means*, the following responses were made by the inspectorate in the various departments:

NED : *regional meetings (24%)*

HOD : *regional subject committee meetings; discussion groups and teachers' centres (4%).*

Responses from interviews and analyses of documents on INSET provision confirm these responses (Appendix 6.2 : List of Interviews : Senior Education Departmental Officials). To extend INSET to more than one participant, various strategies are necessary. In all education departments, it would appear that those who attend INSET courses arrange group meetings of teachers both from their own schools and neighbouring schools. With the exception of the HOR (35%) the NED, HOD, DET and KZDEC education departments responded that journals and other publications, such as newsletters and printed guidelines on various school subject matters, were used to disseminate information on INSET. In Natal-KwaZulu, the HOR has very limited facilities to produce journals and other print materials for INSET. The Department's only media centre is in Cape Town.

Limited use was made of the KZDEC's journal, "Fundisa", to promote INSET. This

was discussed in par. 6.4.7, page 273. The DET's journal, "Educamus", which is used to publish articles related to INSET was discussed in par. 6.5.9, page 288. The NED's publication, "NEON", was used to a very limited extent to promote INSET.

In comparison, the HOD's publication, "Education Bulletin" was published specifically to improve teaching and learning in the classroom. Articles were contributed by members of the inspectorate, teachers, lecturers from HOD colleges of education and the University of Durban-Westville.

Distance education as an INSET method was discussed in par. 3.3.5, page 118. Essentially the method refers to any form of education that is undertaken away from the location where the teaching or learning activity takes place.

In the question in Table 7.18 the writer intended to establish whether *correspondence courses* were used to disseminate recommendations made at INSET courses. The responses were low. *Distance education* methods, including several communication strategies, are used mainly in formal INSET, leading to certification. Natal College of Education, Springfield College of Education and Umlazi College for Further Education are institutions in Natal-KwaZulu that use distance education methods. Holmberg (1988:114-115) recommends well-developed self-instructional materials and two-way communication at a distance to promote independent study. Such ideas can be applied to non-formal INSET, especially for teachers in rural areas.

#### 7.4.13 EVALUATION OF INSET PROGRAMMES BY THE INSPECTORATE

Responses to Question 13 are discussed hereunder.

Hofmeyer and Pavlich (1987:77) draw attention to the limited models and strategies used in the Republic of South Africa to evaluate INSET of Black teachers. Such limitations may also exist in White, Coloured and Indian education. In order to determine whether INSET objectives have been achieved, evaluation of courses and programmes ought to be undertaken. Depending on such evaluation, organizers can improve INSET courses.

Two questions on evaluation were used to survey the views of the inspectorate. The first was a closed question: *Are teachers asked to comment on courses they attend?* It is customary for comments to be verbal or in a written form. Some inspectors ask participants to fill in a short questionnaire designed to determine the value of the course, effectiveness of presentation, suitability of techniques used by the course leader, adequacy of time allowed for questions, suitability of the venue for the course, suitability of starting and finishing times and relevance of the content. Other items may also be added to the questionnaire. The practice is for the questionnaire to be filled in at the end of the course. Occasionally teachers return to schools to give participants adequate time to review the course. (Appendix 6.2 : List of Interviewees : Senior Education Departmental Officials).

The second question was an open form one: *How do you evaluate INSET courses?* In addition to being an open question, the inspectorate was given the following three choices which are evaluation methods: *analysing Senior Certificate Examination results, classroom*

visits and surveys. The responses to the choices were ranked. Data on the questions on evaluation appear in Table 7.19.

Table 7.19  
INSPECTORATE'S VIEWS OF THE EVALUATION OF INSET PROGRAMMES

	NED	HOR	HOD	DET	KZDEC
	n = 25	n = 17	n = 23	n = 3	n = 1
	n % R/O				
1. Are teachers asked to comment on courses they attend?	23 92 -	15 83 -	21 91 -	3 100 -	1 83 -
2. How do you evaluate INSET courses?					
2.1 analysing senior cert. exam results	4 16 3	5 35 2	8 35 2	2 67 2	1 61 1
2.2 classroom visits	12 48 2	14 82 1	15 65 1	3 100 1	1 61 1
2.3 surveys	16 64 1	3 18 3	8 35 2	1 33 3	3 17 3
2.4 other methods	- - -	1 6 -	3 13 -	- - -	1 6 -

Commenting on INSET courses attended by teachers, was apparently the most popular method of evaluating programmes. The responses were NED (92%), HOR (83%), HOD (91%), DET (100%) and KZDEC (83%).

The first choice, *analysis of Senior Certificate Examination results* can provide some indication of the effects of regular or well-organized, sustained INSET programmes. The second choice, *classroom visits*, a term used by the inspectorate generally, may be undertaken for several reasons in diverse ways: a casual visit to discuss problems and successes in the classroom; a visit, in terms of departmental regulations that provide for teachers' performance to be evaluated periodically; or a visit to obtain information or feedback on INSET courses. The third method, given as a choice to the inspectorate, is *surveys*. The success of INSET programmes, especially those offered to all schools in a

region, can be gauged through *surveys*. The fourth part of the question: *other methods of evaluation* was an open form type.

An examination of the rank order of responses to the first three choices discussed above indicates that *classroom visits* were possibly the most popular with the DET (100%), HOR (82%), HOD (65%) and KZDEC (61%). In the NED, the response of 48% fell into Rank Order 2.

Responses to the use of *surveys* were ranked 1 in two departments: NED (64%) and DET (33%). In the HOD (35%) the Rank Order was 2. Responses in the HOR (18%) and KZDEC (17%) fell into Rank Order 3. From this it may be inferred that surveys were used to evaluate INSET.

The responses to *analysing Senior Certificate results* were as follows: DET (67%: Rank Order 2), KZDEC (61%: Rank Order 1), HOR (35%: Rank Order 2), HOD (35%: Rank Order 2) and NED (16% Rank Order 3). Analysing Senior Certificate Examination results at the beginning of each year is standard practice (Appendix 6.2 : List of Interviewees: Senior Departmental Officials).

Responses to other methods of evaluation were as follows (these were not ranked):

In the HOR, 6% of the inspectorate presumably conducted inspection visits. As stated earlier, during a classroom visit a teacher's competencies and pupils' written work are examined or inspected, hence the term inspection visits.

Thirteen-percent of the inspectorate in the HOD apparently used the following methods of evaluating INSET : *feedback from regional subject committees, interviews with teachers who attended INSET courses and discussions with principals for their views and opinions of teachers' performance before and after they attended INSET courses.*

Six-percent of the inspectorate in the KZDEC responded that *tests written at the end of each course by participants* were used as a basis for INSET evaluation. These tests, it may be assumed, were designed to establish whether the immediate objectives of INSET courses, as to the adaption of new curriculum or methodology, had been realised. Hebron (1984: 68-74) suggests that tests or questionnaires ought to be used not only to establish how far course objectives have been met but also to determine participants' overview of the course. Whilst tests have merit as an evaluation instrument teachers can react negatively especially at the end of a long and tiresome INSET session. It may be for this reason that only four education departments did not use this method. In comparison, KZDEC used the method to a limited extent.

Hebron (1984 : 68-74) also recommends the case study as a form of INSET evaluation. Crossley and Vulliamy (1984 : 195) describe the case study as a type of illuminative evaluation at school level. The aims of evaluation in a case study, the writers explain, are to study an innovatory programme (introduced at an INSET course), examine how it operates and the manner in which it is influenced by the "various school systems" in which it is applied. Though useful, only a few case studies can be undertaken in each department as there is a staff shortage.

The other aims are to determine the advantages and disadvantages of an INSET

programme and establish how pupils' *intellectual tasks and academic experiences are most affected*. In achieving these aims, evaluators can document the responses of participants, both teachers and pupils, in a *scheme* or a new teaching/learning programme.

Another educationist, Saville (1980:181-182), recommends the following methods that he and his fellow subject advisers used in England and Wales to evaluate INSET: the use of experienced and qualified personnel from universities, colleges or human resources management institutions to undertake large scale evaluation of INSET programmes in which teachers participate on a national level; post-course observation of participants in the school environment; *self-monitoring*, as a process in which objectives are set by course leaders and provision of check-lists for a teacher to evaluate himself.

In assessing the self-monitoring process, it was concluded that there was a marked difference between initial end-of-course evaluation and evaluation carried out six months later. At the end of the course a teacher responded to an evaluation instrument in isolation to the reality that existed not only in his own classroom but also in the total school environment.

A policy of rigorous and sustained evaluation can prevent the inspectorate assuming "an authority of wisdom on schools and teachers" (Saville 1980:119). Self-criticism also leads to the creation of conditions within the schools and classrooms for evaluative practice to develop, thus providing teachers with evidence on which to articulate their INSET work.

#### 7.4.14 THE ROLE OF THE PRIVATE SECTOR IN PROMOTING INSET

Responses to Question 16 are discussed in this Section. Hartshorne (1985:49) observes that "no consideration of INSET in The Republic of South Africa would be complete without attention being given to non-official, non-departmental programmes funded by the private sector." He also draws attention to the "experimentation, innovation and research ... that for the most part are taking place in these projects." The writer concurs as Government funding for INSET is inadequate and many NGOs have been providing INSET for well over a decade. As far as *experimentation, innovation and research* are concerned, private sector promoters of INSET may be devoting more time than inspectors to programme development as many projects have full-time staff.

Hofmeyer (1988:65), in her research into INSET in the Republic of South Africa, states that "private sector agencies play an important if not dominant role in INSET, attempting to fill the gaps left by departmental programmes or offering alternatives to the centralised course structure of official INSET." Bot's (1986) research into INSET in the Republic of South Africa identified 48 non-formal INSET projects in Natal-KwaZulu, that were sponsored by the private sector. In par. 4.5, pages 177-180 the writer identifies 21 major private sector-initiated projects in Natal-KwaZulu.

From the foregoing it is evident that the private sector is, through various projects and agencies, providing INSET for teachers in Natal-KwaZulu. A sound management policy in each department is to provide for some co-ordinating mechanisms to ensure that there is no duplication of INSET programmes. Such co-ordination can also ensure support for

the private sector's courses that may be effective alternatives to those provided by the inspectorate. Objectives for the courses can also be determined jointly by the inspectorate and the private sector INSET programme organizers. The questions in the survey set out to establish the points discussed and the data appear in Tables 7.20 to 7.22. The data in Table 7.20 were extracted from question 14.4.4, page 516.

Responses indicate that representatives have observer status only, in the subject committees of the two education departments:

NED (8%) and HOR (6%) Table 7.20.

Table 7.20  
INSPECTORATE'S VIEWS:  
PRIVATE SECTOR REPRESENTATION ON EDUCATION DEPARTMENTAL SUBJECT COMMITTEES

Do representatives from the private sector serve on your subject committees?					
	NED	HOR	ROD	DET	KZDEC
	n = 25	n = 17	n = 23	n = 3	n = 18
As observers	2 (8%)	1 (6%)	-	-	-
With full voting rights	-	-	-	-	-
Not applicable	7 (28)	-	4 (17)	3 (100)	6 (33)
No response	16 (64)	16 (94)	19 (83)	-	12 (67)

The absence of representation from the private sector on subject committees of the HOD, DET and KZDEC could have created problems for the management of INSET. As both the private sector agencies for INSET and the inspectorate in the various education departments offer courses for the same target group, the lack of co-ordination could have resulted in duplication of courses in certain subjects.

The next question set out to establish whether education departments provided for co-ordination between their officials and the private sector when planning INSET (Table 7.21).

Table 7.21

## INSPECTORATE'S RESPONSES:

## CO-ORDINATION BETWEEN THE PRIVATE SECTOR AND EDUCATION DEPARTMENTS WHEN PLANNING INSET

Is there co-ordination between the private sector and your Department when INSET programmes are being planned?					
	n	Y		N	
		n	%	n	%
NED	25	2	10	18	90
HOR	17	3	27	8	73
HOD	23	5	29	12	71
DET	3	2	100	-	-
KZDEC	18	11	61	7	39

From the responses in Table 7.21, it may be assumed that there was co-ordination between the education departments and the private sector when INSET was being planned. However, the degree of co-ordination varied as reflected in the range of responses: DET (100%) to NED (10%). The responses from the other departments were: KZDEC (61%), HOR (27%) and HOD (29%). Despite the fact that the private sector was not represented on subject committees in the HOD, DET and KZDEC (Table 7.20), the perception is that there was some form of co-ordination in these departments.

Table 7.22

## INSPECTORATE'S VIEWS:

## THE EXTENT TO WHICH INSET COURSES OFFERED BY THE PRIVATE SECTOR FULFILL OBJECTIVES SET BY THE INSPECTORATE

To what extent do you regard INSET courses offered by the private sector as fulfilling your educational objectives?	NED		HOR		HOD		DET		KZDEC	
	n = 25		n = 17		n = 23		n = 3		n = 18	
	n	%	n	%	n	%	n	%	n	%
A very great extent	-	-	-	-	-	-	-	-	4	22
A great extent	2	8	2	12	3	13	1	33	4	22
Not sure	9	36	2	12	-	-	-	-	5	27
Some extent	3	12	7	41	9	39	2	67	3	17
Not at all	7	28	2	12	4	17	-	-	1	6
Not applicable	4	16	2	12	6	26	-	-	-	-
No response	-	-	2	12	1	4	-	-	1	6

From Table 7.22, the responses to *a very great extent* and *a great extent*,

have been combined to facilitate discussion:

NED (8%), HOR (12%), HOD (13%), DET (33%), KZDEC (44%)

In comparison with the other education departments it may be inferred from the responses that the KZDEC (44%) is deriving the maximum benefit from courses arranged by the private sector. The DET's responses (33%) were the second highest. A study of the annual reports of INSET projects managed by the private sector in Natal-KwaZulu, indicates also that the majority of the participants were from the KZDEC and DET (READ 1992-3; ELET 1993; TOPS 1993; CASME 1989-93; ELC 1992-3; SEP 1989-93). The reasons for this were: limited Government funding for INSET, the high percentage of unqualified and underqualified teachers in the DET and KZDEC and the shortage of staff in the inspectorate. The average responses to *some extent* was 35%.

Table 7.23

INSPECTORATE'S RESPONSES: COMPARISON OF INSET COURSES OFFERED BY THE PRIVATE SECTOR AND THE INSPECTORATE

In comparing your INSET courses with those offered by the private sector would you regard the latter as more of the same type offered by you?																																								
	NED				HOR				HOD				DET				KZDEC																							
	n = 25								n = 17								n = 23								n = 3								n = 18							
	Y		N		Y		N		Y		N		Y		N		Y		N		Y		N																	
n		%		n		%		n		%		n		%		n		%		n		%																		
	9	60	6	40	4	57	3	43	5	50	5	50	3	100	-	-	8	73	3	27																				
Or effective alternatives to your courses?	9	64	5	36	10	100	-	-	5	56	4	44	-	-	3	100	9	69	4	31																				

The following were the responses that the courses offered by the private sector INSET agencies were the same type as offered by the inspectorate (Table 7.23) : DET (100%), KZDEC (73%), NED (60%), HOR (57%) and HOD (50%). It may be assumed that the target groups for each provider (inspectorate and the private sector) were not the same. The average percent of the inspectorate who responded *no* was

40%.

The courses offered by the private sector were seen as *effective alternatives to the inspectorate's courses* in the HOR (100%) and KZDEC (69%), NED (64%) and HOD (56%). In the DET 100% responded that private sector INSET was not an *effective alternative to that of its inspectorate*. It must be noted that questionnaires were not filled in by members of the inspectorate. Only senior DET Head Office, Regional Office and College for Continuing Training staff responded for the inspectorate.

Table 7.24

THE EXTENT TO WHICH THE INSPECTORATE USE THE INSET COURSES INTRODUCED BY THE PRIVATE SECTOR

To what extent are you able to implement courses or aspects of courses offered by the private sector as part of your own INSET programme?										
	NED		HOR		HOD		DET		KZDEC	
	n=25		n = 17		n = 23		n = 3		n = 18	
	n	%	n	%	n	%	n	%	n	%
A very great extent	-	-	1	6	2	9	-	-	17	3
A great extent	3	12	1	6	3	8	1	33	22	4
Not sure	8	32	18	3	35	8	33	1	22	4
Some extent	5	20	47	8	-	-	33	1	22	4
Not at all			12	2	43	10	33	1	22	4
No response	6	24	12	2	13	3	-	-	11	2
					-	-	-	-	6	1

With regard to implementing private sector-initiated courses in part or completely, the combined responses from Table 7.24 (*a great and very great extent*) were HOD : (44%), KZDEC (39%), DET (33%), NED (12%) and HOR (12%). The average response to *some extent* was 35,4%. It can be inferred from the following responses *to not at all* that a very small percentage of the respondents did not implement private-sector initiated INSET courses as part of their own programmes: NED (20%), HOD (13%),

HOR (12%) and KZDEC (11%).

Considering the limited resources the teachers of the KZDEC had, they were the major target group of private sector INSET agencies. The DET, which had a better infrastructure than the KZDEC for INSET also benefited from the NGOs INSET service. The discussion that follows is directed at these two education departments.

An overview of the role of the private sector in INSET was presented in Chapter 4, par. 4.5, pages 175 - 205. In the previous economic recession and the Government's inability to increase the education budget, especially for the DET and the KZDEC, the private sector continued to play a significant role in promoting education in general and INSET specifically.

Of the seventeen major INSET projects operating in Natal-KwaZulu, some are based locally, whilst others are of a national nature as programmes are offered in other provinces and to the Black independent states. The subjects covered by the projects are School Management, Mathematics, Science, English and Pre-primary Education.

A substantial amount of money was spent annually on INSET projects in Natal-KwaZulu by the private sector. Many of these projects have been in existence for over a decade. There were sustained developmental efforts by private sector projects. In some areas external evaluators presented positive evaluation of INSET programmes to sponsors. These aspects were discussed in par. 4.5, pages 182 - 205.

#### 7.4.15 THE ROLE OF DEPARTMENTAL SUBJECT COMMITTEES IN PROMOTING INSET

Responses to Question 14 are discussed in this Section.

Education departments have within their structures subject committees that are responsible for, *inter alia*, advising the executive directors on all matters pertaining to the promotion of subjects in the school curriculum. As a rule an inspector chairs such a committee that is comprised of experienced subject specialists from schools, colleges of education, technikons, universities and teacher associations, as well as representatives from the private sector.

These committees also make recommendations for the provision of INSET courses and may, in doing so, establish needs, plan, design, present and evaluate courses. Their recommendations are submitted to the chief superintendent of education / director / chief education planner or chief education specialist for approval and confirmation of requested funding. Committee members also contribute journal articles to professional publications that some education departments promote.

Subject committees, as part of the management structures in each education department, were discussed in par. 6.4.6, 6.5.6, 6.6.5, 6.7.6 and 6.8.6, pages 272, 282, 300, 312, and 320 respectively. The information for the discussions was obtained from interviews of senior Head Office officials of education departments and a study of official documents, including annual reports.

This part of the Questionnaire sets out to establish the inspectorate's viewpoints on the establishment, composition and functioning of subject committees. Data appear in Tables 7.25, 7.26 and 7.27.

The inspectorate (100% response) in all five education departments confirmed information obtained from interviews of senior departmental officials (Appendix 6.2) that subject committees were established. (Table 7.25). As the DET and HOR have no subject committees serving Natal-KwaZulu schools, it is assumed that respondents were referring to committees working at the Head Office levels.

Table 7.25  
INSPECTORATE'S RESPONSES: THE ESTABLISHMENT OF DEPARTMENTAL SUBJECT COMMITTEES

Has your Department established subject committees?					
	n	Yes		No	
		n	%	n	%
NEED	25	22	100	-	-
HOR	17	16	100	-	-
HOD	23	19	100	-	-
DET	3	3	100	-	-
KEDEC	18	17	100	-	-

Table 7.26  
REPRESENTATION ON DEPARTMENTAL SUBJECT COMMITTEES

Do representatives from the following serve on your subject committees? In what capacity?										
	NEED		HOR		HOD		DET		KEDEC	
	n = 25		n = 17		n = 23		n = 3		n = 18	
	1*	2*	1*	2*	1*	2*	1*	2*	1*	2*
	%	%	%	%	%	%	%	%	%	%
teachers' associations	16	84	11	89	-	100	-	100	21	79
universities	16	84	18	82	-	100	-	100	75	25
technikons	21	79	-	100	33	67	-	100	100	-
private sector	33	67	50	50	-	-	-	-	-	-
colleges of education	-	100	-	100	-	100	33	67	50	50
subject advisers	-	100	-	100	-	100	-	100	-	100

\*1 - observer status \*2 - with full voting rights

The responses confirm information obtained during interviews of senior officials (Appendix 6.2). Representatives from the following served on the subject committees in all five Education Departments : teacher associations, universities, technikons, colleges of education and the inspectorate or Subject Advisory Service. In only two education

departments, the NED and HOR, were the private sector represented on subject committees. (Table 7.26).

The following inferences are made from data analysis:

Representatives from the technikons had observer status only on subject committees in the KZDEC. Representatives from teacher associations had full voting-rights only on subject committees in the HOD and DET. In the KZDEC, NED and HOR these representatives were observers on some committees and had full voting-rights on others.

Most subject committees requested that education departments provide INSET courses (Table 7.27). A percentage of the inspectorate in the following departments responded that their committees did not request INSET courses: NED (9%), HOR (53%) and KZDEC (29%).

Table 7.27  
REQUEST FOR INSET COURSES BY DEPARTMENTAL SUBJECT COMMITTEES

Do subject committees request INSET courses?					
	n	Yes		No	
		n	%	n	%
NED	25	20	91	2	9
HOR	17	7	47	8	53
HOD	23	19	100	-	-
DET	3	3	100	-	-
KZDEC	18	12	71	5	29

From an analysis of responses in Table 7.27 the perception was that subject committees were involved in planning, designing, offering and evaluating courses. The highest percentage responses were from the inspectorate in the HOD(100%) DET (100%) and the NED (91%). The responses from the other departments were as

follows: HOR (47%), and KZDEC (71%).

The percentage responses (Table 7.28), that subject committees were not involved in planning, designing, offering and evaluating courses, were high in the following departments: DET (67%), HOR (57%) and KZDEC (53%).

Table 7.28  
DEPARTMENTAL SUBJECT COMMITTEES INVOLVEMENT IN PLANNING, DESIGNING, OFFERING AND EVALUATING INSET COURSES

Are subject committees involved in planning, designing, offering and evaluating INSET courses?					
	n	Yes		No	
		n	%	n	%
NED	25	19	86	3	14
HOR	17	6	43	8	57
HOD	23	13	100	-	-
DET	3	1	33	2	67
KZDEC	18	6	47	9	53

To establish INSET needs, plan, design, offer and evaluate courses and attend to other matters relating to the guidelines set by each education department, subject committees ought to meet at least once every school term.

The question in Table 7.29, *How often do the subject committees in your Department meet?* gave respondents three choices: *at least once per annum, once per term, as the need arises.*

Table 7.29  
FREQUENCY OF MEETINGS HELD BY DEPARTMENTAL SUBJECT COMMITTEES

How often do subject committees in your Department meet?										
	NED		HOR		HOD		DET		KZDEC	
	n = 25		n = 17		n = 23		n = 3		n = 18	
	n	%	n	%	n	%	n	%	n	%
at least once per school term	3	12	7	41	23	100	1	33	6	33
once per annum	7	28	-	-	-	-	1	33	3	17
as the need arises	15	60	10	59	-	-	1	33	9	50

With the exception of the HOD which had one rule for all subject committees there seemed to be a flexible arrangement as to when committees should meet in the other four education departments (Table 7.29). The committees in the HOD met once per school term. With the exception of the DET (33%), the responses that subject committees met as the need arose, were very high: NED (60%), HOR (59%) and KZDEC (50%).

According to the DET (Roux 1989 : Interview; DET 1988 : 38) 39 subject committees were established at Head Office level in Pretoria. Representatives of the teaching profession served on most of these committees which work with the Head Office staff in Pretoria or Johannesburg. The DET in Natal-KwaZulu did not establish subject committees for the region. Nyember (1992 : Interview) stated that attempts were being made to establish subject committees.

TASA withdrew all representatives from the HOD subject committees in 1989 (Samuels 1989 : 1-3). The other major teacher bodies that also withdrew from departmental subject committees were the Black African Teachers' Association of South Africa (ATASA) and the Coloured teachers' Union of Teachers' Association of South Africa (UTASA). These bodies refused to co-operate with racially divided education departments. Furthermore, they also withdrew from other state structures that advise on education policy formulation. Withdrawal meant the loss of a voice in policy-making concerning INSET. Withdrawal also meant that there was no co-ordination between the education departments and the organized teaching bodies when INSET was planned and offered.

Hartshorne (1983:9-10) recommends that solutions should be sought through democratic strategies, such as consultation, which involve teachers and teacher associations to the fullest extent, particularly in establishing the nature of INSET programmes and the target groups. Failure to do so can limit the success of such programmes. The writer supports the principle of consultation, as INSET affects teachers directly. Teacher organizations have as one of their objectives, the provision of on-going professional development of their members. They are probably more closely involved than the inspectorate in promoting the welfare of teachers. Joint decision-making can benefit teachers better.

Morrell (1988 : 28-31) refers to a survey of international educational literature which reflects general agreement that the viewpoints of teachers and teacher organizations should be taken into account by education authorities when planning and presenting INSET. In the USA, the influence of organized teacher-bodies such as the American Federation of Teachers and the National Education Association, led to the development of federally funded teachers' centres that were designed to promote INSET. A similar development has not taken place in Natal-KwaZulu, though there is a potential for it.

In Europe, INSET activities are implemented by many institutions and organizations through co-ordination with colleges and universities, central, regional or local educational bodies, teacher associations and organizations and the private sector (International Bureau of Education 1985:13).

In the Republic of South Africa, Thembele (1987:50) states that, without intending to

underestimate the contribution made by education departments and other INSET agencies, all those INSET efforts by outsiders will fail to achieve the desired result of improving the quality of teacher performance unless they are planned, organized and implemented through collaboration with teachers and teacher associations. INSET becomes more meaningful if those, who are to benefit from it, are consulted.

Hofmeyer (1988:85) states that teacher organizations are increasingly regarded as the prime agents for INSET as "their membership provides them with a significant numerical base for launching INSET activities." Providing these associations have the necessary infrastructure and support, they can make a major contribution to INSET, both independently and in partnership, with the State education departments.

According to Gray (1988:31), who researched INSET in the KZDEC, "teacher associations were seen as an important route for INSET work" as they could promote "grassroots ownership" of the programmes. The reference here is to the provision of INSET programmes in which teachers have a say by determining needs and advising on strategies and locations.

The writer concurs with Thembela (1987), Hofmeyer (1988) and Gray (1988). If teacher associations work independently of the various subject committees of each education department, they may probably increase the chances of providing INSET in isolation. This can lead to un-coordinated efforts and duplication of services. Of serious consequences for INSET is the absence of the combined voice of teachers in influencing decisions concerning their own INSET needs.

#### 7.4.16 THE ROLE OF TEACHERS AND SCHOOLS IN PROMOTING INSET

Responses to Question 17 are discussed in this Section.

The importance of school-focussed and school-based INSET, in which teachers and schools play a central role in the professional growth of staff, was discussed in section 3.2.2.4, page 82. For the effective management of INSET, education departments, including the inspectorate, should not only acknowledge the role teachers can play in assisting one another in INSET programmes to satisfy needs identified in their own schools, but also provide support for school-focussed INSET.

To establish the role teachers and schools play in promoting INSET two questions were asked. The first, an open-ended one, was designed to establish the type of voluntary INSET activities teachers and schools organized for themselves (Table 7.30). *Schools* refer to the role of management staff in promoting INSET. The second question was a closed one designed to establish the extent to which teachers and schools were involved in INSET activities, organized by themselves (Table 7.31). The following five choices were given to the respondents: *a very great extent, a great extent, not sure, some extent* and *not at all*. For discussion purposes the responses under *a very great extent* and *great extent* were combined. Thereafter, the responses were ranked.

Table 7.30

## TYPES OF VOLUNTARY INSET ACTIVITIES TEACHERS AND SCHOOLS ORGANIZE FOR THEMSELVES

	NED		HOR		HOD		DET		KZDEC	
	n = 25		n = 17		n = 23		n = 3		n = 18	
	n	%	n	%	n	%	n	%	n	%
1. Regional subject committee meetings	2	8	3	18	7	30	1	33	-	-
2. School based subject committee meetings	2	8	3	18	6	26	1	33	-	-
3. Staff development programmes	4	16	-	-	1	4	-	-	1	6
4. Seminars	1	4	-	-	1	4	-	-	4	22
5. Workshops	8	32	2	12	4	17	-	-	4	22
6. Developing curriculum materials	1	4	-	-	1	4	1	33	-	-
7. Discussions	-	-	1	6	1	4	-	-	1	6
8. Excursions and field trips	1	4	-	-	-	-	-	-	-	-
9. None	-	-	-	-	-	-	-	-	2	11
10. Not sure	-	-	-	-	-	-	-	-	2	11
11. Not applicable	2	8	4	23	2	9	-	-	4	22
12. No response	4	16	4	23	-	-	-	-	-	-

The following types of voluntary INSET activities were probably initiated by teachers and management staff in the various education departments: *regional subject committee meetings, school-based subject committee meetings, staff development programmes, seminars, workshops, developing curriculum materials, discussions, excursions and field trips* (Table 7.30). The following were the perceptions of the inspectorate : workshops were offered in three departmental schools: NED (32%), HOR (12%), HOD (17%) and KZDEC (22%), regional subject committee meetings were held by schools in the following departments: NED (8%), HOR (18%), HOD (30%), DET (33%), the responses to school-based subject committee meetings as voluntary INSET activities were as follows: NED (8%), HOR (18%), HOD (26%) and DET (33%).

The perceptions of the inspectorate were that the number of voluntary INSET activities

were as follows: NED (7), HOR (4), HOD (7), DET (3) and KZDEC (4). The HOD schools probably offered the largest number of INSET activities. In contrast the DET offered the fewest.

Table 7.31  
THE EXTENT TO WHICH TEACHERS AND SCHOOLS ARE INVOLVED IN INSET ORGANIZED BY THEMSELVES

NED			HOR			HOD			DET			KZDEC																	
n = 25			n = 17			n = 23			n = 3			n = 18																	
1	2	3	1	2	3	1	2	3	1	2	3	1	2	3															
n	%	n	%	n	%	n	%	n	%	n	%	n	%	n	%														
8	32	1	4	13	52	2	12	-	-	12	71	9	39	1	4	9	38	1	33	1	33	1	33	7	39	3	17	7	39

1 - a very great/great extent  
2 - not sure  
3 - some extent/not at all

The extent to which teachers and schools were involved in INSET activities probably organized by themselves listed in Table 7.31, varied from 12% (HOR) to 39% (HOD), i.e., when responses under to a *very great extent* and a *great extent* were combined. These combined responses are ranked below:

1. HOD : 39%
1. KZDEC : 39%
3. DET : 33%
4. NED : 32%
5. HOR : 12%

The following are the ranked responses to *some extent*:

1. HOR : 65%
2. NED : 48%
3. HOD : 35%
3. KZDEC : 33%
5. DET : 33%

From the responses above it may be assumed that teachers and schools were involved in INSET activities organized by themselves albeit to varying degrees.

Dillon-Peterson (1981:1-3), writing about staff development and organization development as the "gestalt of school improvement", concludes that both are essential for maximum and effective change in teaching and learning. She defines staff development as a :

"...process designed to foster personal and professional growth for individuals within a respectful, supportive, positive organizational climate having as its ultimate aim better learning for students and continuous, responsible self-renewal for educators and schools."

Organization development is defined by Dillion-Peterson (1981 : 3) as the:

"...process undertaken by an organization, or part of an organization, to define and meet changing self-improvement objectives, while making it possible for individuals in the organization to meet their personal and professional objectives."

Both definitions have some implications for INSET. If the INSET activities which the principal and his management staff design involve the staff of a school, teachers in all probability will be able to meet the challenges of self- improvement and satisfy the objectives of the institution. In doing so, teachers can actively participate in life-long learning processes. In par. 3.2.2.3, page 79, the Life-long Learning INSET Model is defined as the means through which teachers can elevate themselves to being true professionals, so that they can adjust to changes. The importance and value of this model are highlighted when one compares it with the Deficit Model which has drawbacks if teachers' needs are not accurately assessed or teachers do not co-operate in returning needs-assessment surveys. Misinterpretation by teachers and or INSET providers and inadequate INSET programmes may also create a problem for the model. The Deficit Model was discussed in par 3.2.2.2., page 78.

Organizational change and development require change and development in and of human as well as physical and technical resources. In schools this may entail INSET which require clear school mission statements and strategic plans supported by a range of INSET programmes based on individual and group teacher needs. The organizational climate must also be positive and supportive, as teachers may not respond to INSET in an environment that has excess stress.

Some INSET programmes require school organizational changes, e.g., time-table amendments, which principals may more readily support if they are part of the processes in planning and designing INSET courses. Most courses require support in the form of additional text and reference books, teaching aids and other resources which principals can provide.

#### 7.4.17 RESEARCH ON INSET

Responses to Question 15 are discussed in this Section.

In order to improve INSET, Zahorik (1981:10-11) recommends using both qualitative and quantitative research. Research findings can assist planners and the inspectorate to improve the design of programmes and the general provision of INSET. Whitehead (1987:142) undertook a collaborative research project involving art teachers who attended INSET programmes, and college lecturers and subject advisers. The research findings assisted INSET planners, course leaders and participants to evaluate courses and actions taken as a consequence of their new understanding of the subject. According to those involved in the research, the outcome of such a co-operative project was the improvement of the structuring and organization of the course.

The question in Table 7.32 was designed to establish whether any major or minor research projects were undertaken by education departments between 1986 and 1989. The Questionnaire was completed at the end of 1989. Major research refers to large scale projects, concerning national or regional INSET programmes. Such research can be conducted over periods of a year or longer.

Minor research projects refer to action research or surveys conducted over short periods. Information was sought under two categories: departmental (education) projects and projects undertaken on behalf of education departments by agencies such as the HSRC or universities.

Table 7.32  
INSPECTORATE'S RESPONSES: RESEARCH UNDERTAKEN BY EACH EDUCATION DEPARTMENT

Has any major/minor research been undertaken on INSET during the last three years?											
	WED		HOR		HOD		DET		KZDEC		
	n = 25		n = 17		n = 23		n = 3		n = 18		
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	
	n %	n %	n %	n %	n %	n %	n %	n %	n %	n %	
<b>Major Research:</b>											
Departmental	1 6	17 94	3 18	14 82	5 24	16 76	2 100	- -	2 12	14 88	
Agencies appt. by the Dept.	2 13	14 87	1 9	10 91	4 31	19 69	1 50	1 50	1 19	13 81	
<b>Minor Research:</b>											
Departmental	11 61	7 39	6 40	9 60	6 29	15 71	2 100	- -	6 40	9 60	
Agencies appt. by the Dept.	2 18	9 82	1 8	11 92	- -	18 100	2 100	- -	9 60	6 40	

From the responses several assumptions could be made. The DET was the only

department from which there was a 100% *yes* response that major research was conducted by its own officials. The other *yes* responses were NED (6%), HOR (18%), HOD (24%) and KZDEC (12%). With the exception of the HOD it may be assumed that the other three departments had undertaken limited research into INSET.

The indications are that agencies were also used to conduct research, but on a limited basis, as indicated by the following *yes* responses: HOD (31%), KZDEC (19%), NED (13%) and HOR (9%).

The *yes* responses to whether minor departmental research into INSET was conducted by agencies were as follows:

DET (100%), KZDEC (60%), NED (18%) and HOR (8%). The HOD did not use agencies to undertake minor INSET research. This was confirmed during interviews (Appendix 6.2 : List of Interviewees : Senior Education Departmental Officials).

The NED and the HOR responses indicated that limited attention was paid to research into INSET. The NED's research team, attached to the Head Office in Pietermaritzburg, was reduced considerably as funds for its upkeep were not available. The HOR has no research section neither at its Head Office in Cape Town nor at the Regional Office in Durban. At the Head Office there is a research section with one staff member (Groenewald 1994 : Interview). Limited funds also prevented both these departments from using agencies to conduct research. The *no* responses were as follows:

major research: NED (87%); HOR (91%)

minor research: NED (82%); HOR (92%).

The KZDEC also has no research section, but 60% responded that minor research was conducted by agencies. There was evidence of only one such research by Gray (1988). The HOD reduced its research staff from two to one official. This limited the research undertaken on INSET.

In addition to the problem of limited staff, inadequate funding for INSET and the absence of policy directives were possible reasons for three out of five education departments undertaking very few INSET research projects. The limited research on all aspects of INSET (suitability of models and strategies, teacher attitudes to INSET provision, the value of formal INSET offered by tertiary institutions) can affect the quality of programmes. INSET is a developmental process that requires monitoring through various strategies, including research.

#### 7.4.18 INSET FOR SPECIALIST GROUPS

Responses to Question 10.5 are discussed in this Section.

From interviews and a study of departmental reports, it was established that the participants for INSET varied from homogeneous to mixed interest groups. There was no written evidence of INSET programmes being offered to future principals or mid-career teachers. \*

This sub-section of the survey endeavours to establish whether separate INSET courses were offered to the following groups: beginner teacher, newly appointed principals, teachers who were teaching subjects for which they had not been trained and mid-career

teachers. Responses scored under *yes* or *no* appear in Table 7.33

Table 7.33  
INSPECTORATE'S RESPONSES: INSET FOR SPECIALIST GROUPS

Do you offer separate INSET courses for	NED		HOR		HOD		DET		KZDEC											
	n = 25		n = 17		n = 23		n = 3		n = 18											
	Y	N	Y	N	Y	N	Y	N	Y	N										
	n	%	n	%	n	%	n	%	n	%										
1. beginner teachers?	17	74	6	26	9	60	6	40	7	54	6	46	1	50	1	50	3	20	12	80
2. newly appointed principals?	7	54	6	46	6	75	2	25	4	67	2	33	-	-	1	100	9	56	7	44
3. future principals?	3	27	8	73	2	33	4	67	1	14	6	86	1	50	1	50	-	-	14	100
4. teachers who are teaching subjects for which they have not been trained?	11	69	5	31	11	79	3	21	16	89	2	12	2	100	-	-	9	60	6	40
5. mid-career teachers?	9	50	9	50	10	71	4	29	9	60	6	40	1	50	1	50	6	40	9	60

With the exception of the KZDEC (20%: *yes*), the percentage response that INSET was offered specially for the beginner teacher was high : NED (74%), HOR (60%), HOD (54%) and DET (50%)

It may be assumed that the DET made no INSET provision for newly appointed principals. In comparison, the other departments' *yes* responses were as follows: NED (54%); HOR (75%), HOD (67%) and KZDEC (56%).

Future principals are generally drawn from the levels of senior deputy and deputy principals. INSET is essential to prepare these deputies for executive management posts. The indications are that only the KZDEC did not offer INSET to future principals. The percentage responses that the inspectorate offered INSET to this group of managers were: NED (27%), HOR (33%), HOD (14%) and DET (50%).

However, non-certificated courses are offered by Technikon Natal and Access College (a private institution).

All education departments possibly gave adequate attention to the INSET needs of teachers, who were teaching subjects that they were not trained for. The *yes* responses were NED (69%), HOR (79%), HOD (89%) DET (100%) and KZDEC (60%).

The average *yes* response, that INSET was probably provided for the mid-career teacher, was 54%. The *yes* responses ranged from 71% (HOR) to 40% (KZDEC), indicating that adequate INSET provision was probably made for teachers in the mid-career phase.

The importance of providing induction courses for the beginner teacher is highlighted and discussed in paragraph 3.3.1, pages 107-110. It is in the first year of teaching that support and motivation offered to a young teacher, may contribute to building firm foundations for life-long education.

In Kathrada's (1989 : 124-125) M. Ed research on INSET in Indian schools in Natal teachers responded overwhelmingly (95,8%) that it was essential for specifically designed INSET programmes to be provided for the probationer, but in contrast only 54% of the respondents (inspectorate) in the HOD (Table 7.33) seemed to have offered courses to the beginner teachers. The lowest response (20%) was from the KZDEC. In 1989, 2 181 newly qualified teachers were appointed by this department (DEC : KwaZulu Government Service 1989 : 10). Considering that only three inspectors

(20%) responded that they had provided INSET courses for the beginner teacher, it may be assumed that a large number of teachers depended on guidance from their principals or heads of department only in their first two years of teaching.

The NED, DET, HOR and HOD provided structured INSET to principals (Pillay 1989 : Interview; Strydom 1989 : Interview; Marais 1993 : Interview; Fiat Lux 1992 : 15). Special sections in these Departments planned, co-ordinated, arranged and evaluated INSET for principals. Principals in KZDEC probably benefited from courses organized by CASME and Technikon Natal.

Senior deputy and deputy principals are generally promoted as school principals on the basis of their successful administrative performance in schools. Training in management skills for such deputies may not only improve their performance in their present posts, but prepare them for promotion posts.

Whilst INSET may help the mid-career teacher to some extent, Evans (1989:10-15) identifies other problems that one has to address. He asserts that the mid-career professionals, including teachers, may be prone to demotivation (boredom, loss of enthusiasm, diminished job-interest) and levelling of performance. This may be exacerbated by stress created by failing health, changing family composition, pre-occupation with personal and family concerns, loss of the experience of success and growing isolation. This can apply to teachers in Natal-KwaZulu also.

As such teachers cope with these issues they may be divided into recognizable types along a continuum of competence, involvement and growth (Figure 7.1).

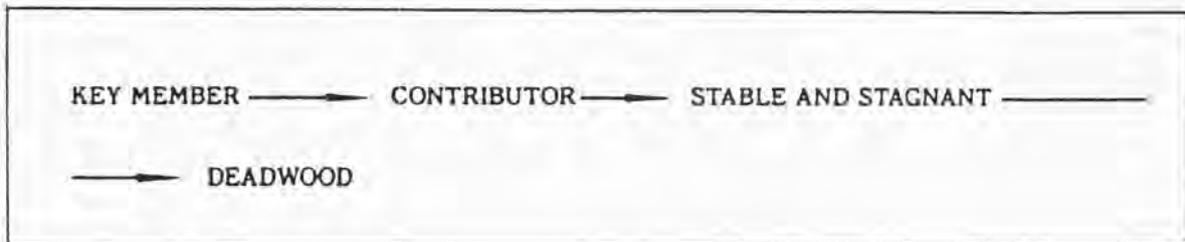


FIGURE 7.1 : CONTINUUM OF MID-CAREER TYPES  
(Evans 1989a : 11)

At one end of the continuum are key members, teachers who are engaged in self-renewal activities and who sustain both their enthusiasm and performance at exceptional levels. Contributors constitute the second group of teachers who are solid, reliable participants in INSET programmes.

In contrast to the key members and contributors are the stable and stagnant and the deadwood. These teachers could have virtually *retired* on the job or their professional growth possibly stopped altogether. INSET for the latter based on the "defect" model, designed to correct performance, may be of no avail and a waste of effort. Hence, efforts must be directed to offering INSET to such groups before they reach the deadwood stage.

From the responses made by various officials, the perception is that specialist groups of teachers were considered for INSET. Consistently high responses were made by all departments for the item on INSET for teachers responsible for subjects for which they

were not trained. Such INSET has to be offered regularly because of the annual timetable changes which, *inter alia*, result in some subjects being taken by non-specialists.

Note: Question 9 was not discussed as the majority of the inspectors not not respond. It seems that they regarded it as a repetition of Question 5.

## 7.5 CONCLUSION

Arising from the interviews with various Head Office personnel of the five education departments, which formed the basis for the study, the situational analyses undertaken in the previous Chapter and the conclusions expressed at the end of the analyses of each statistical table, it is clear that the management of INSET is undermined in several departments essentially by the lack of a national and regional, coherent, documented policy and regulations for INSET. The problem is compounded further by the system of funding for general education and the absence of norms, on which a budget for non-formal INSET can be determined. As a consequence Black and Coloured education in Natal-KwaZulu seems to have benefited the least from an INSET service that was unco-ordinated, poorly funded and under-staffed. Furthermore, the absence of or lack of support services probably prevented a sustained thrust in INSET provision.

Interviews with senior officials in all departments indicated that in the planning of INSET, time schedules were not used, resulting in *ad-hoc* provision of programmes, based on sporadic reviews and limited needs' assessment surveys. The indications are that research and development also received little attention, especially by the HOR, NED and KZDEC because of inadequate staff

The departments, that were poorly organized in terms of structure, facilities, support

and the determination of procedures for INSET, were the KZDEC and HOR. Improvements in staff provision and development of INSET policy and procedures were noted in the KZDEC only from 1993.

In the planning of courses there was no common ground in the five education departments until early 1994 when network committees were established. Consultancy with teachers, teacher organizations, the private sector and other education departments was non-existent and varied from 1992.

Conclusions are discussed in greater depth in the next Chapter.

## 7.5 SUMMARY

This Chapter opened with a discussion on the research design chosen for the empirical study. The discussion was preceded with a brief reference to the basic assumptions underlying the study. Thereafter the writer described details of the research methodological process.

Next, analyses were made of thirty-two tables reflecting the responses of officials of the five education departments in Natal-KwaZulu. With the exception of the DET, all the officials are superintendents of education/education specialists or subject advisers. In the DET, managers or administrators of INSET completed the Questionnaire. The findings included various INSET perspectives, drawn from literature surveys.

Conclusions were drawn from the analyses of responses and recommendations for an improved INSET service were made.

The *inspectorate* and teachers were the main providers of INSET in most education departments. In the DET lecturers were the key INSET providers, as it was the only Department that used a college for further training as a central national venue for non-formal INSET.

The indications are that the KZDEC and DET are the only departments that did not provide venues for INSET that are easily accessible to teachers. The DET resolved this problem by providing regional INSET centres closer to schools. Schools in the rural areas are not easily accessible to INSET providers.

Generally the inspectorate did not exploit the potential of teachers and management staff in promoting INSET where the problems were identified, that was in the classroom. INSET methods used were limited. The well-tried and popular strategies such as lectures, seminars and workshops were used by most of the departments.

Curriculum or subject development, it seems, did not receive the attention it deserved in the majority of departments. As learning takes place through a curriculum, much of the INSET offered by subject advisers/superintendents of education/education specialists related to improved or new methodology, more suitable and effective resources, in the main and remedial measures and evaluation to some extent. Training of teachers in curriculum development seemed to be limited in four out of five departments.

In conclusion, it should be emphasised that INSET was provided by all five education departments. What is of concern is the level and scale of provision, the staff, facilities and resources to support training, a balance between sustained and "one-shot" courses, co-operative ventures with the private sector, the use of a variety of INSET methods to suit the diverse of teacher needs, consultation with the professional bodies, the choice of locations for INSET and the promotion and support for school-focussed INSET, whole school review, organization and curriculum development. In comparison with the NED and HOD, the KZDEC and HOR had limitations as far as these points raised. The DET started improving its INSET service only after the decision in 1991 to decentralise the provision of the service. As stated in the opening paragraph, funding and the absence of a policy for INSET were some of the critical factors that led to the disparity in the provision of INSET, when the services in the five departments in Natal-KwaZulu were compared.

Conclusions arising from the study of the provision and management of INSET and recommendations are discussed in the next Chapter.

## CHAPTER EIGHT

### CONCLUSIONS AND RECOMMENDATIONS

#### 8.1 CONCLUSIONS

Both internationally and in Natal-KwaZulu interest was focussed on various aspects of INSET. These ranged from debates on a common terminology to attention being given to objectives, funding, the contribution of INSET to quality education, suitability of models and strategies, resistance to change, lack of co-ordination and coherence of programmes offered by various INSET providers. Such interest is reflected in research projects, attendance at conferences and contributions to journals and other publications.

Central to this interest is the consensus that INSET is vitally important and pivotal to the concept of life-long education of teachers, the enhancement of professional competence, the improvement of the repertoire of classroom skills, personal development, the development of a positive attitude to change and the fostering of a culture of learning. In the final analysis, all these developments are expected to improve learning and create schools of excellence.

In Natal-KwaZulu, educationists are at a critical phase in finalising recommendations to merge all five education departments into a single regional education authority. Project Task Groups (PTG's) were responsible for making recommendations. The processes of consultation with all stakeholders in education have been completed and documentation has been submitted to the education ministry for a final decision. Despite the points made earlier

a study of the "PTG Report : Teacher Education", reveals that recommendations were limited to "the encouragement of the development of a pre- and in-service education as a continuum", the acceleration of "up-grading programme for unqualified and underqualified teachers", "the use of distance education for formal and non-formal INSET and the establishment of one teachers' centre in each of the proposed eight regions (PTG 1994 : 10-11). The balance of the twelve-page report is devoted to PRESET. Whilst admitting that these few recommendations are valid for Natal-KwaZulu, they do not reflect the shortcomings of INSET. Neither does the Report include strategic plans and a holistic approach to the management of INSET.

The processes involved in the management of INSET (pages 38-40) will be used as criteria to determine how effective the management of INSET was in the five education departments under review,

An overview indicates that all education departments were offering INSET courses despite the absence of national or regional INSET policy or clearly articulated and documented or published objectives. *But the general conclusion is that the service was not effectively managed. The research also indicated that expertise and resources relating to INSET were not shared by the five education departments.*

*In the main the inspectorate, guided by their job-description or appointment documents, provided INSET. Most documents did not include all the management aspects of INSET. These were a clear definition of INSET, wide-ranging objectives, needs assessment, methods, effective use of resources, co-ordination and evaluation. These and other extraneous factors*

affected the quality and extent of the provision and management of INSET. In comparison ILEA's ten main objectives for INSET par. 5.4.2, page 217, reflect the depth and explicit directions which a local education authority communicated to all providers of programmes.

Crucial to the management of INSET is concurrence on its definition. The absence of this created a problem for managers delineating providers and target groups and setting of time-scales. The determination of an effective delivery system and most suitable locations, including the acknowledgement of the significance of the school's role in INSET could have been affected by a limited definition or differing perceptions of INSET.

Where objectives of INSET formed part of the job-description of the inspectorate or other documents relating to his duties, the management styles of officials were restricted, structures and INSET providers were limited and models and strategies were more of the "top-down" type. In a manner the inspectorate, as a part of a bureaucratic system, found themselves limited by constraints that affected the sound management of INSET. One of the major flaws in the system was that an inspector because of his dual role (evaluator for promotion to higher posts and adviser) was inclined to give "teacher development... a low priority (Kathrada 1989 : 101). Kathrada in his research on the HOD's inspectorate found that the inspector in all departments suffered role tensions and schisms created by being a critic and evaluator of teachers for promotion and that of a counsellor and staff developer. (Note : Reports written by inspectors on teachers are used either for merit recognition that carries a financial award or for promotion purposes).

Finding themselves in this dilemma the inspectorate had a tendency to adopt "positional

control" as referred to in Campbell's Cult of Efficiency Model (*Vide* also pages 71-72). The INSET programmes offered through strategies generated by such a model did not necessarily have lasting effects on teachers because change would have been imposed. Hence it may be argued that in many cases only limited objectives of INSET were achieved. This may be regarded as a management weakness. The question then arises as to whether the inspectorate had other options outside the bureaucratic constraints especially when one has to please one's managers who usually set priorities and ground rules. One such priority was the assessment of teachers specifically for financial, merit awards and promotion to senior positions. Such a priority included preparation and study of evaluation instruments, obtaining concurrence from teacher associations, undertaking evaluation, preparing reports, sitting on moderation panels, finalising assessments and making recommendations. Such time-consuming exercises generally affected the management of INSET to which less time was given. This is concluded by the pattern and regularity of INSET provision. In general the workshop or lecture method was used once a year when teachers were met on a regional basis. The inspectorate did not optimise the services of other INSET providers, again a management default. The reference here is to the NGO s and teachers.

Several structures existed to promote INSET. But according to the survey, interviews and situational analyses all were not used to the extent that one can conclude there was effective organization. Subject committees (formed by departments to work closely with the inspectorate at Head Office), regional subject committees/societies/associations (comprising teachers who have excelled in promoting teaching and learning) and subject committees at schools have the potential to promote INSET competently through collaboration and consultation. In the HOR, KZDEC and DET these valuable structures that could have

conducted needs assessments, planned, designed and offered INSET jointly with the inspectorate were non-existent or weak. One of the serious drawbacks was the nomination of members by the inspectorate. Members would be more acceptable to their peers if school and regional committees nominated or elected representatives.

As far as organizational structures at the macro-level for INSET were concerned, the NED's joint committee of representatives of the various professional and finance sections indicated better management as the forum allowed for debate and consensus. In the other departments a hierarchical system operated. In such a system, members of the inspectorate presented motivations to their immediate superiors (usually the chief superintendent of education or chief education planner/specialist) for his comments and recommendations. From this level, the Finance Section had to confirm whether funds were available. Thereafter, in some cases, the Education Planning Section had to make comments supporting, rejecting or revising recommendations. This was prior to the approval from the Director responsible for Teacher Education. The final approval was granted by a chief director. Such bureaucratic red tape was time-consuming, demotivating and probably frustrating to the inspectorate.

The most cost-effective structure that is appropriately located to effect change through INSET is the school. The principal is in the vanguard of change. Teachers and heads of department are valuable resources for establishing needs, serving as role-models, peer-group coaches and as key linkages critical to the process of capacity building and developing a culture of teaching and learning. The principal and staff can undertake periodic whole-school review and offer INSET on a developmental basis. Information obtained during interviews and a study of reports confirm the responses made by the inspectorate that teachers and schools

played a limited role in promoting INSET.

There was limited evidence (from interviews and annual reports) that comprehensive, articulated, developmental plans for promoting INSET were available to school principals. There was also no evidence that training was made available to support school-based and school-focussed INSET. The reference here is mainly to schools under the control of the HOR. In the KZDEC schools, there was limited support in the form of resources both human and technical. Though the NED had such support in the form of human resources only 32% responded that teachers and schools were involved to a great or very great extent in INSET activities organized by themselves. In the HOR a management development team is based at the Head Office in Cape Town. As a result local principals benefited from courses held occasionally outside Natal-KwaZulu. There is no evidence of structured follow-up on such courses to assist in school-specific problems. Through poor foresight the management development section in the HOD was disbanded after the experienced and highly qualified head was transferred in 1992. Despite this the HOD's superintendents of education offered school management courses but not on a developmental basis. A similar section in the NED offered courses on a developmental basis and provided the necessary pastoral support to management staff in schools.

The next structure with potential, but neglected by managers, is the tertiary education sector. Collaboration between several departments and universities, colleges of education and technikons was limited. The contribution of the tertiary sector to both formal (certificated/award bearing courses) and non-formal INSET can be increased and enhanced. INSET for teachers in the technical education sector received no attention in the KZDEC.

The potential of technikons was not realised by most INSET managers. The expertise in technical colleges which are more valuable to especially teachers of the technically-biased "N" courses was, according to the situational analyses, not used.

For an extensive period the private-sector supported NGOs were providing INSET without the support of most education departments. This structure that has valuable expertise, staff and funding could have made a more valuable contribution to INSET if education departments recognized them and worked as partners. The NGOs themselves have been, until recently, working independently-especially in providing INSET for Science teachers. The life-span of these projects is dependent on secondments that were not extended by especially KZDEC. Such secondments are essential to extend NGO-initiated programmes that have been successful. A criticism against "co-operatives" such as the Toyota Teach Primary Schools Project and the newly initiated EQUIP Project is the absence of a synergy to ensure effective management of disparate INSET providers that have valuable expertise. The PTG (1995) Report makes no mention of the future role of NGOs in promoting INSET in Natal-KwaZulu. Such an omission can again result in NGOs working independently of an education department, preventing a co-ordinated approach that is a requirement for effective management.

Teachers' centres can play not only a supportive role to INSET providers but also offer a sustained developmental thrust to teacher-identified professional needs. The HOD centres were used extensively by teachers and inspectors. In contrast the DET centres were a misnomer. Centres were not provided with adequate staff, equipment and facilities to enable them to satisfy INSET needs.

The teacher organization is another valuable component of an INSET system. It is one of the most potent vehicles for strengthening the concept of life-long education. In several departments, the collaboration with teacher organizations was limited or non-existent. Thembela (1987 : 50) avers that "all...INSET efforts by *outsiders* will fail to achieve the desired result of improving the quality of teacher performance unless they are planned, organized and implemented by or in collaboration with the teachers' own professional organization."

Appropriate timing of courses is essential to ensure success of INSET. The majority of the departments adopted the principle of holding courses during school-hours. Only the inspectorate in the HOR preferred to meet teachers in the afternoons. This was done so that members of the inspectorate could visit teachers either to discuss problems or evaluate their work. Where common problems were identified, INSET was offered to groups of teachers. A major problem with utilising school-hours for INSET was that, at times, teachers responsible for several subjects, especially in the primary schools, had to attend several INSET sessions offered by different subject advisers.

A highly motivating factor is to locate INSET courses either at schools or closest to where a teacher works. A very high percentage of responses from the NED, HOR and HOD indicated that courses were probably held at venues within easy travelling distance to participants. The KZDEC's problem in locating courses closer to schools was that a high percentage of institutions is in rural areas. Schools are isolated from each other. The Department did not seek alternate solutions for non-formal INSET. In contrast, the DET's cascade method of training and modular management programmes for principals were sound

attempts to use techniques that allow for localising INSET programmes. The problem in the KZDEC could be attributed to several factors : the absence of clear objectives, limited time, limited or no research support to test methods and in some cases ignorance or unfamiliarity.

For the effective management of INSET, evaluation of programmes and the service as a whole is essential. The inspectorate undertook a type of evaluation that Evans (1989 : 57) refers to as "monitoring." In order to improve an INSET course, the last part of the session is generally reserved for feedback from participants. The short-coming of such evaluation is that no questions could be asked about the long-term impact or value of a course. This could only be done after teachers experienced success or failure with suggestions made at the courses. Such an exercise which is referred to as a review can be time-consuming and require manpower and finance. Personnel have to be properly trained to undertake reviews. For these reasons it seems that departments did not conduct proper evaluation.

## 8.2 RECOMMENDATIONS

### 8.2.1 TEACHER EDUCATION POLICY

*For INSET to be successful there is a need to establish a broad national and a provincial policy for teacher education.*

It is recommended that such a policy be determined at a national level after obtaining concurrence with provincial education authorities and teacher organizations. In doing so, it must be clarified that such a recommendation does not support central control of teacher

education. Strong central control was one of the major contributors to the problems that were encountered in education.

By determining policy on a consultative and consensus basis, the national Department of Education department should also ensure that financial provision for both PRESET and INSET is made. Another reason for suggesting a national determination is that Article 126 (3) of the new Constitution states that policy with regard to certification of qualifications, salaries and conditions of service and the implementation of Labour Relations contained in the Education Act 1993 (Act 146 of 1993) will be decided and applied at a national level.

The division of the control of tertiary education between the national and provincial departments of education creates an anomalous situation for teacher education. Teacher education is offered by universities and technikons which fall under the control of the national Department of Education (1994 : 16). Colleges of Education which also offer teacher education come under the jurisdiction of the provincial Department of Education. It will not be in the interest of INSET management for each education department to determine general policy for colleges of education. Policy variation can also affect NGOs promotion of INSET. Many are working in conjunction with universities or colleges of education (ibid). General teacher education policy determined at national level can contribute to improved co-ordination of INSET at provincial level.

In determining INSET policy, education planners should take careful note of Hartshorne's (1992 : 27) advice:

"INSET must not be seen in isolation, either from the general state of the education system in which the teacher works, or from the condition of the

society in which he has to live."

Policy determined at national level can be more effective if it is considered within the national strategic framework of the Reconstruction and Development Programme (RDP 1994 : 7-11). In the changing face of South Africa and according to the RDP "White Paper Discussion Document" (RDP 1994 : 7-8) attention will be focussed on the following : Science and Technology; women, youth, rural and disabled people; literacy; skills training and the development of entrepreneurial skills; life-long learning; educare programmes and nation-building. The consequences of all these will be a review of teacher education curriculum. This in turn will have an effect on INSET management for lecturers and teachers.

If the nine provincial education authorities determine their own general INSET policy, problems can arise especially for accreditation or priorities set by the RDP can be bypassed to satisfy less important needs. The possibility of different interpretations of INSET can also compound the problem for effective management.

Policy determination at national level using inclusive mechanisms can allow for broad consultation. This can ensure "a wide latitude to design and deliver" INSET programmes and allow the type of flexibility that did not exist previously (Department of Education 1994 : 16).

In response to the broad principles that education and training are basic human rights, the State is committed to "protect these rights, so that all citizens have the opportunity to develop their capacities and potential and make their full contribution to society" (Department of

Education 1994 : 11). The principle of open-access to life-long education and training for all individuals entrenched in the White Paper for education also has a bearing on the State's commitment to equal opportunities for INSET (ibid).

These broad principles provide the framework for teacher education in general. As for INSET, general guidelines are provided in the RDP discussion document (1994 : 7-8). The development of human resources is one of the five key programmes of the RDP. The RDP (1994 : 8) also emphasises life-long education (*Vide* also par. 3.2.2.3, page 79). Guided by the broad principles, and the guidelines set by the RDP, the following is recommended as an overarching policy for INSET : *The national Department of Education, in recognizing that INSET is a major vehicle for human resource development, will take responsibility for the broad national policy development and financing of the service. Each provincial Department of Education will develop INSET policy, regulations and guidelines and manage the service within the broader policy for teacher education.*

#### 8.2.1.1 CONCEPTUAL FRAMEWORK FOR POLICY DEVELOPMENT

It is recommended that the broad national policy be debated and finalised within a conceptual framework on the following lines:

1. Legal framework including contractual obligations (increasing the school year to accommodate teachers for day-release) and teachers' professional obligations;
2. Finance : norms for general INSET and criteria for the application of funds for

special INSET projects;

3. Structures : national and regional structures (advisory); framework to support INSET;
4. Resources : rationalisation of resources; supporting framework: teachers' centres, school-based reference libraries; curriculum development units; management training institutes;
5. Users : adequate INSET access to all professionals at tertiary, secondary, primary, pre-primary/creches, adult education and youth centres;
6. Providers : identifying strengths and weaknesses of all INSET agencies and providers and ensuring a co-ordinated approach to INSET provision.

The policy for the management of INSET, at provincial, regional, local and institutional levels should be developed within the regional legal and financial framework.

It is recommended that the provincial education authority develops its policy for INSET from this statement:

*"In order to raise the standard of education the provincial Department of Education will ensure that INSET will be more effectively provided through new financial arrangements, improved structures and support."*

It is also recommended that INSET be managed under the following broad guidelines:

All schools should draw-up a mission statement and institutional plans for INSET. The plan should be developed on a three, five and ten-year phase.

Institutional support should be given to management development.

1. Regulations : Within the necessary legal framework and policy for INSET essential regulations concerning the organization of the service should be determined.
2. Finance : It is recommended that in the budget a per capitation of R500 (per teacher) be considered for all non-formal activities. Mechanisms should be established and criteria set for determining how funds will be distributed for the various types of INSET. The funding for formal INSET should be reviewed to cater for the INSET of lecturers and staff for research.
3. Structures : Essential structures at the provincial level (to interact with national, regional, local and institutional structures) should be established. Emphasis should be on local structures and support for school-based and school-focussed INSET. Attention should be given to research and development.
4. Resources : After evaluating all available resources and establishing short, medium and long-term goals a support framework for INSET

should be established; support for INSET should be accessible.

5. Users : Mechanisms should be established to determine needs of various users in the whole education spectrum and to facilitate effective professional support.
6. Providers : To ensure maximum benefit to all teachers, a co-ordinated approach should be adopted. All providers should receive training in androgogy and change strategies, and be given the necessary exposure to a wide range of models and methods relating to INSET.

#### 8.2.2 STRUCTURES FOR INSET MANAGEMENT

*For the effective management of INSET, education structures should be established at national and provincial levels.*

The national structures, it must be reiterated, are recommended for effective co-ordination of INSET offered by the national and provincial authorities, to discuss and solve INSET problems of a national nature and ensure that funding is made available. Recommendations that follow integrate new structures that have been determined by the national Department of Education.

A key policy-making structure, as from 1995, will be HEDCOM (Heads of Education Departments Committee) representing the nine provinces and the national Head of Education.

HEDCOM will be responsible to CEM (Council of Education Ministers) comprising the national Minister of Education and the nine provincial Ministers of Education (also referred to as MECs for Education).

A special structure is necessary to represent the practitioners viewpoints on INSET. The White Paper makes provision for such a structure, viz., a National Council for Teacher Education (NCTE). The membership of NCTE should comprise representatives from teacher organizations, teacher education faculties of universities, technikons and colleges of education, technical colleges, the NGOs and the National Training Board or its equivalent. A Regional Teacher Education Council should be established at provincial level. The NCTE should advise HEDCOM and CEM on all matters relating to teacher education: PRESET, induction, INSET, further education, and distance education.

Most critical to INSET are the structures at provincial levels. These include new structures that will ensure the provision and management of INSET and support at school level. In developing new structures one has to choose between building on existing mechanisms or making a major overhaul to the system. The decision is made easier when two research reports are compared. After two-years of research, the KwaZulu-Natal Education Working Group (1994) recommended a "unitary Department of Education and Training." One of its proposals was the provision of "a lean, efficient education structure" (KwaZulu-Natal Education Working Group 1994 : 6). This is not reflected in the recommended Head Office staff composition. Similarly the proposed four Area Office structures also indicate an expanded bureaucracy. The indications are that the previous hierarchical decision-making, tall pyramid type structure is being perpetuated.

In contrast the New South Wales Education authority's research on restructuring decided to turn the whole education structure "downside up", by providing a leaner bureaucracy and more support at school-level (Schools Renewal 1989 : 7). The research was undertaken as a result of the community's severe criticism and dissatisfaction with the delivery and outcome of education programmes. The main finding was that the efficiency and effectiveness of public education was seriously undermined by existing structures and burdensome operational, administrative and state-wide uniform practices. The main recommendations were decentralisation and greater support for the school as the key organizational element and not the system as the main provider of teaching and learning resources (Schools Renewal 1989 : 4-10).

To manage 2 227 schools and 60 000 teachers, the suggested structures for the New South Wales Education authority were a Central Executive comprising a director-general, four assistant director-generals, eight directors and six assistant directors. In contrast the KwaZulu-Natal Education Working Group (1994:34) recommended fifty-eight management staff members for the new provincial Department of Education. It may be argued that there are limited grounds for comparison because the context in which the education systems operate are different. But the principle is important. The researchers in New South Wales recommended a power shift from the Central Executive to ten Regional Authorities and principals of schools and the community. Provision is made for a cluster of schools in each Authority to be serviced by an Education Resource Centre. The objective of each Centre, is to provide INSET facilities to develop the curriculum and the necessary resources and a library service. Principals have been given expanded management responsibilities and financial control. In the KwaZulu-Natal Education Working Group (1994 : 35) document,

it is recommended that an Area Office be managed by fifteen officials (excluding Level 6 superintendents of education). This will result in the creation of sixty management posts at the four area offices. The Local Office will be managed by a level six superintendent of education (management) and assistant superintendents on levels 4 and 5. Provision is also made in the document for school management councils with broad representation at four major levels : school, local area in each of the four major areas and at provincial level. Whilst consultation is important the four-tiered school management council system can delay the flow of information and decision-making.

Similarly the document indicates a laborious mechanism of "control" and feedback. The interaction between the three management structures proposed for the Natal-KwaZulu education authority can be time-consuming and affect decision-making at the lower structures where INSET takes place.

To develop a management system that allows for greater support for INSET at schools combination of ideas from both the KwaZulu-Natal Education Working Group's Report and the New South Wales School's Renewal reports can be adapted to suit local needs.

#### 8.2.2.1 A HOLISTIC STRUCTURE

The following recommendations are made for a holistic approach to INSET management (Diagram 8.1 : School Support Structure : page 447):

The school should become the focal point of the Provincial Education Authority. With

expanded management responsibilities and increased financial delegations, the school can develop into an effective educational unit. Through management training, principals can assume greater educational leadership roles and support effective school-focussed INSET.

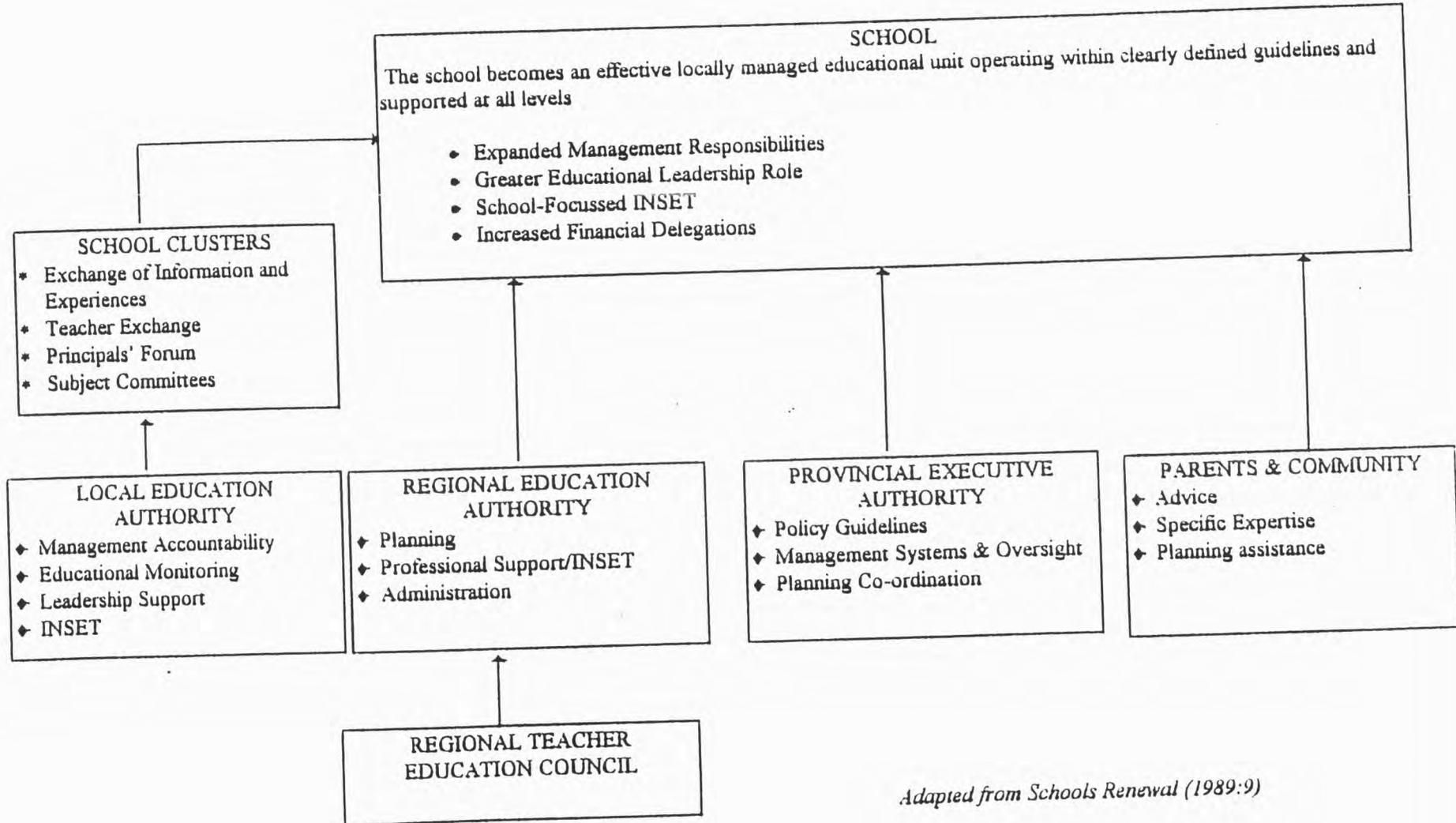
Peer support can be encouraged through school clusters. Forty to fifty schools can form a cluster. Clusters can establish principals' forums and subject committees through which exchange of information and experiences and subject development could take place. The principals' forum can initiate teacher exchanges. Parents and the community can be encouraged to play a more active role in schools. School Management Councils comprising parents and community members should be established.

Working closely with schools will be the Local Education Authorities. Each Authority will be accountable for the management of institutions, monitor educational progress and provide leadership support and INSET.

Planning, administration, professional support and INSET will be provided by regional education authorities. Regional Teacher Education Councils should be formed to advise the authorities on all matters pertaining to teacher education. The Provincial Education Authority should be responsible for policy guidelines, regulations, management systems and oversight and planning and co-ordination.

DIAGRAM & 1 SCHOOL SUPPORT STRUCTURE

**SCHOOL SUPPORT STRUCTURE**



### 8.2.2.2 PROVINCIAL EDUCATION AUTHORITY

The following structure is recommended for the Provincial Executive Authority (Diagram 8.2 : page 450):

Under a director-general will serve a deputy director-general who will be responsible for education. Three sections controlled by a chief director each will be responsible for :

1. Finance and Administration
2. Education Planning, Policy and Development
3. Management Systems : Personnel and Human Resources Development and Curriculum and Educational Programmes

Each Section should be staffed as follows:

Section 1 : Director (Finance and Administration)  
Director (General Administration)  
Assistant-Director (Education Audit)

Section 2 : Director (Policy Planning),  
Director (Resource Planning)  
Assistant-Director (Pupil Welfare)

Section 3 : Director (Personnel Policies)  
Director (Curriculum and Education Programmes)  
Director (Regions and Schools)

Director (Human Resources Development : INSET)

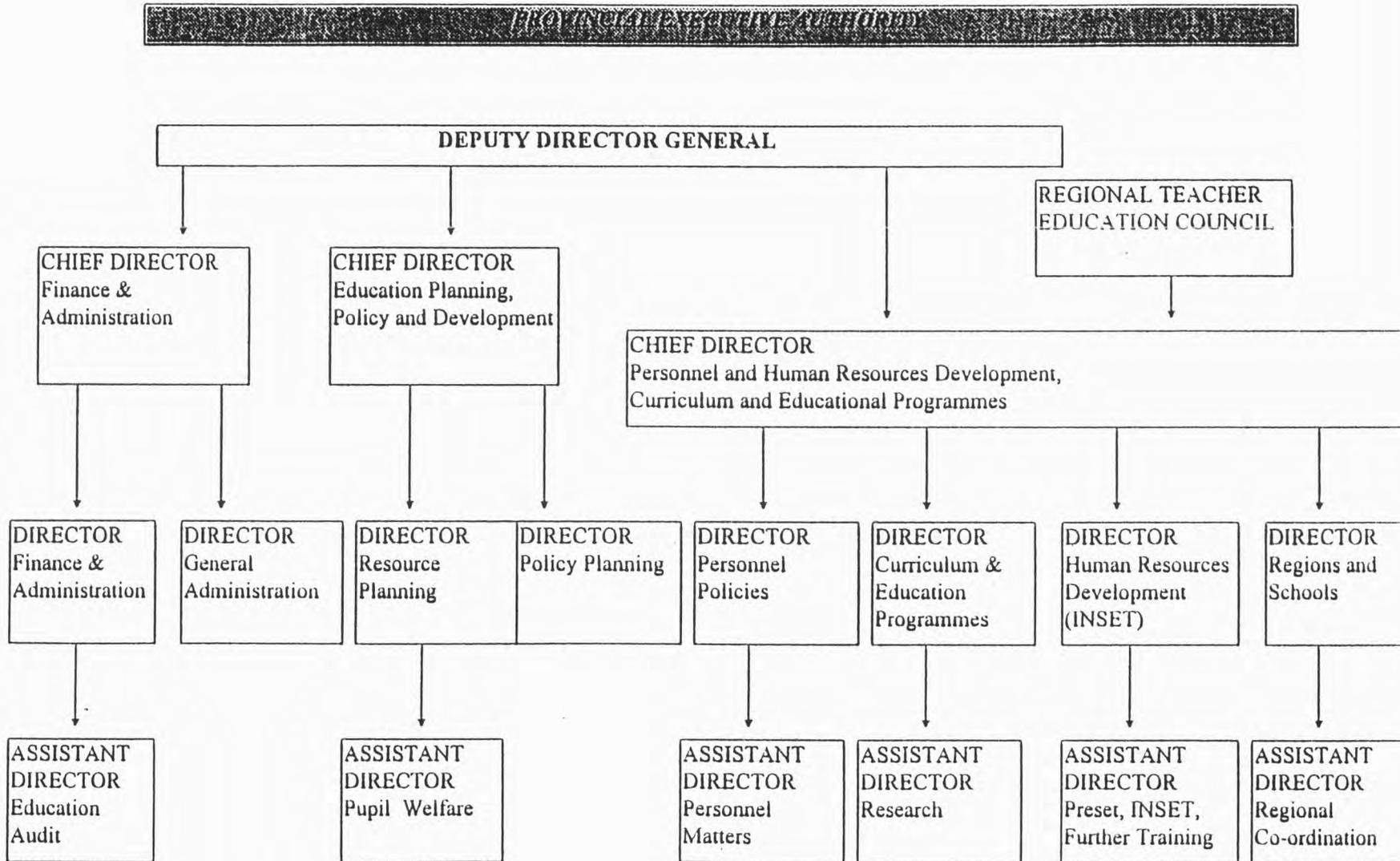
Assistant-Director (PRESET, INSET and Further Training)

Assistant-Director (Regional Co-ordination)

Assistant-Director (Research)

The Regional Teacher Education Council will liaise with the Chief Director responsible for Personnel and Human Resources Development (provincial level) and the chief education planner (regional level). This advisory Council should comprise representatives from teacher organizations, providers of INSET and education authorities.

DIAGRAM 8.2 : PROVINCIAL EXECUTIVE AUTHORITY



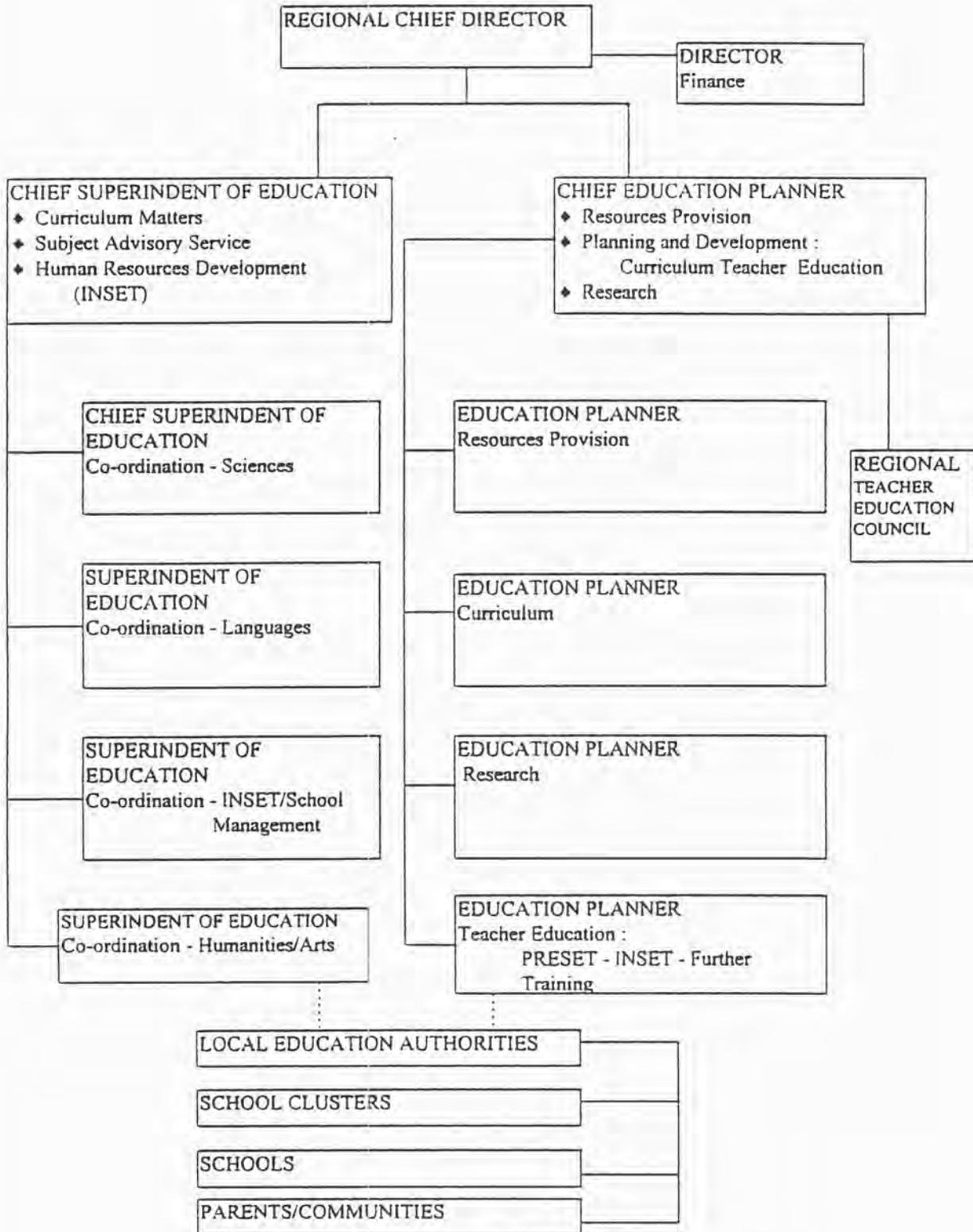
### 8.2.2.3 REGIONAL EDUCATION AUTHORITY

It is recommended that the present four divisions of Natal-KwaZulu be retained (*Vide* : Map of Natal-KwaZulu : page 452). Each region should be managed by a regional chief director.

Each area will have approximately 1 200 schools/institutions. The structure of each Authority will be the same (Diagram 8.3 Regional Education Authority). Three sub-sections under a regional chief director will be responsible for giving effect to policy. A director will be responsible for finance. A chief superintendent of education will be responsible for curriculum matters, subject advisory service and INSET. Under him, four superintendents of education will be responsible for the co-ordination of Sciences, Languages, School Management/INSET and Humanities/Art. With the assistance of subject advisers/assistant superintendents of education and curriculum developers at teachers' centres, the co-ordinators will promote INSET and engage in action research and curriculum development in schools. They with the assistance of school INSET co-ordinators and the Regional Teacher Education Council will monitor and review INSET programmes.



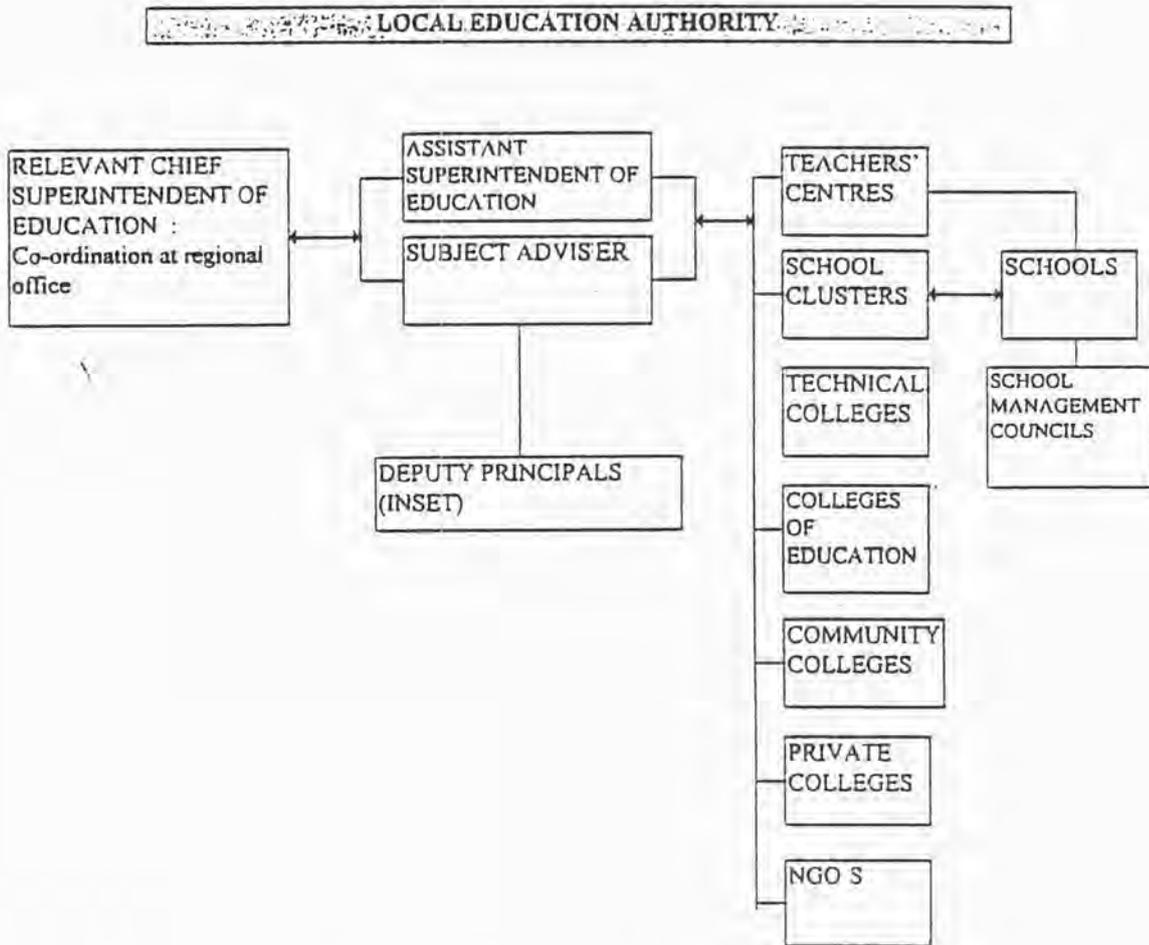
**DIAGRAM 8.3 : REGIONAL EDUCATION AUTHORITY**



8.2.2.4 LOCAL EDUCATION AUTHORITY

Thirty Local Area Offices should be created. The structure of a Local Education Authority is shown in Diagram 8.4.

*DIAGRAM 8.4 : LOCAL EDUCATION*



Each of the 30 Local Area Offices should be staffed with subject advisers determined by the following norms:

Junior Primary Education : 1 per 400 schools with Junior Primary

Senior Primary Education	:	1 per 400 schools
Secondary Schools	:	all subjects in the curriculum require at least one subject adviser, the norms for subjects such as English, Mathematics, Physical Science and Biology should be more liberal. The minimum staff should be two per subject, per local area.

Four assistant superintendents of education should be appointed per Local Education Authority to promote management and organization development.

Staffing should be determined on a phased basis. In the first phase, the staff from the five education departments should be re-distributed. Transfers should be effected on a voluntary basis. Where inspectors could not be re-located, offers should be made for transfers to teachers' centres.

An important aspect of the structure is the teachers' centre which is expected to play a significant role not only as a provider of teacher-identified INSET needs but also as a co-ordinating mechanism for all the relevant providers of INSET in each of the four regions.

Teacher support for INSET should also be provided by teachers' centres. The DET centres which are virtually non-functional should be closed. Initially two centres are required per area. Siza Centre should be supplemented with a new centre. The norm of one teachers' centre to 6 000 teachers and two satellite centres per region is recommended. By retaining

the present centres (shown within brackets) the following provisions have to be made:

Area 1 (Northern Natal : 12 896 teachers) : 2 new satellite teachers' centre required;  
(Siza Centre : existing); 1 new teachers' centre required.

Area 2 (Zululand : 12 507 teachers) : 2 new satellite teachers' centre required;  
(Stanger Teachers' Centre to be upgraded to service the whole area); 1 new  
teachers' centre required.

Area 3 (Pietermaritzburg : 13 017 teachers) 2 new satellite teachers' centres required;  
(Pietermaritzburg Teachers' Centre : existing); 1 new teachers' centre  
required.

Area 4 (Durban : 24 293 teachers) 2 new satellite teachers' centres required; (Phoenix  
Teachers' Centre, Durban Teachers' Centre and Chatsworth Teachers' Centre  
: existing) 1 new teachers' centre required.

(Source of statistics : KwaZulu-Natal Education Working Group 1994 : 90)

It is also recommended that a deputy principal in each school should be given additional duties to enable him/her to serve as an INSET co-ordinator. Such a co-ordinator can be a useful communication link between the school and other INSET providers. Other duties may include establishing needs, evaluating INSET and providing pastoral support to teachers. Such co-ordinators should be trained.

It is recommended that clusters of schools are determined on the proximity of location to one another. Such clusters can be used for networking innovations, providing a forum for INSET and a co-operative to improve education in general. Clusters can also assist to develop the life-long education concept and ensure the ownership principle in INSET projects. Teacher exchanges between schools and clusters can be arranged.

The recommended staffing for the six main centres is as follows:

Centre Head (administration, promotion of INSET, communication)

Deputy Head (curriculum development, programming of INSET activities, evaluation) and

Curriculum Developers (research and development and management of INSET) :

2 x English,

1 x Mathematics,

1 x Physical Science,

1 x Biology and

1 x Librarian.

In addition to this core staff, it is recommended that teachers who display special abilities be seconded to undertake action-research to improve classroom practice. The following technical, secretarial and administrative staff should be considered for each centre : 2 technicians, 2 administrative staff, 1 receptionist and 1 typist with experience in word-processing.

The following staff should be considered for the satellite teachers' centre : a Centre Head, typist and a technician.

### 8.2.3 FINANCE

*The effective management of financial resources can contribute to an improved INSET service.*

The present system of financing INSET can be divided into sectors: salaries of inspectors and other technical, administrative and secretarial staff; transport allowance for INSET participants; inspectorate's transport provision; subsistence; materials (printing generally) for the courses. The additional support for teachers' centres should be given for the purchase of library reference books.

Civil service staffing norms apply to the appointment of members of the inspectorate. By rationalising the number of inspectors and shifting the emphasis of INSET provision to teachers' centres and schools the budget need not be strained.

The salaries of school management staff are already accounted for in the budget. It is the question of making better use of existing human resources in the schools. Such personnel require intensive management training. A train the trainers programme will be cost-effective to appointing more inspectors than the norms allow.

The other human resources for INSET for which additional funding is not required are the private sector initiatives and the tertiary institutions. Such resources will make valuable contributions if they are better managed through the structures recommended.

During 1993, five education departments spent approximately R3,5 million on non-formal inspector-organized INSET. The average expenditure on a teachers' centre was R500 000. In terms of per capita allowance, R57 was spent on inspector-organized courses. In the HOD the per capita allowance for the use of teachers' centres was R119. Figures for Siza Centre were not available.

With regard to the financing of non-formal INSET the following recommendations are made:

1. The per capita allowance should be R500 for the first three-year period (1995-1998) to allow for the establishment and consolidation of structures that will ensure co-ordination and greater involvement in INSET. The per capitation (R500 x 62 713 teachers) will provide a budget of R31,4 million.
2. The funding will continue to support inspector-organized courses with provision being made for subsistence, travel allowances, allowances for guest lecturers and the printing of notes/guides/curriculum materials. Networking with Area and Local Subject Committees will also require funding. The current budgeted amount of R3,5m should be increased to R4m. Special attention should be given to management and organization development.

Approximately R8m will be required to manage teachers' centres. To establish three new and eight satellite centres approximately R1,2 million will be required.

Most Blacks schools do not have reprographic equipment to prepare curriculum materials.

To supply 1 000 schools per annum "CD" copiers or duplicators will cost R12 million.

For the proposed Institute of Management Training approximately R1,5 million will be required.

Three mobile resource centres to support teachers in the rural areas will be required at a cost of R1 million each. The first should be purchased in 1995.

The balance of the budget (R0,9 million) should be set aside for research and development. The projects that should receive attention are : INSET models and methods and change strategies/facilitators.

Having recommended the necessary mechanisms for policy, legislation and provision for the management of INSET and having developed a budgeting norm, attention will be given to other management issues and recommendations.

The structures themselves provide for two main locations for non-formal INSET. When participants are withdrawn for INSET a suitable school within a cluster of institutions should serve as a location. This can minimise travel. Each school should become the prime location for school-focussed INSET. Teachers' centres will also provide regional venues. Travel will be minimised as "satellite" centres will be established closer to schools. Tertiary institutions, community halls and civic centres can be used for certain programmes.

The recommended structures (an INSET co-ordinator in each school, subject committees,

Regional Teacher Education Council, Institute of Management Training, INSET College, Teachers' Centres, Local and Regional Education Authorities) in their interaction with one another could develop various methods of assessing INSET needs and evaluating the service.

#### 8.2.4 INSET MODELS AND METHODS

*For effective INSET management a wide range of INSET models and methods should be used by providers.*

No two schools are alike. Teachers' needs vary. Lectures and workshops suit only certain needs and groups of individuals. In Chapter Three a cross-section of INSET models and strategies reflected the scope of methods available to managers. The success of these strategies is dependent on a sound synthesis of theory and practice through research and trial.

The models and strategies reviewed can provide the necessary drive for a collaborative, systematic, life-long education type of activities, centred on the processes of teaching and learning. School-focussed INSET (*vide* page 82) the Whole-School Review and Improvement INSET Models (*vide* page 97) are central to the de-emphasising of inspector-initiated INSET and the initiating of a more balanced approach to teacher improvement. Both these models can encourage teachers to undertake critical self-evaluation and become active participants as well as observers, working in collaboration with curriculum developers from teachers' centres, members of the inspectorate and consultants. Schools using such models can become fertile grounds for action-research into other models recommended in Chapter Three. Several projects and research undertaken on these aspects support the need for teachers playing a central role as researchers, innovators and developers so that they

contribute to a "cyclical spiral of school improvement" (Jones et al. 1987 : 194). The projects were In-Service Teacher Education Evaluation Projects (SITE) and Guidelines for Review and Development in Schools. For details on these projects Jones et al. (Ibid) quotes Baker 1982, McMahon 1984, Holly 1986; MSC 1986.

For school-focussed INSET, which may be new to most Black schools, to be successful it has to be properly managed. Therefore Regional Education Authorities should develop the necessary guidelines which should not be prescriptive. Some directives for this appear in par. 5.4.10, page 223. Each school's mission statement for education should be developed in consultation with the staff and school management councils. A framework for INSET should then be developed, taking into consideration the curriculum, staff needs and resources. Time-scales should be then set on the basis of short, medium and long-term goals. Critical to these points is the need to manage INSET through a cyclical process involving needs identification, prioritising, negotiation with external agencies for INSET, training, delivering programmes, monitoring, clarifying, assisting teachers, evaluating and providing feedback and improving the programmes. The deputy principal (INSET : co-ordination) is expected to play an important role in school-focussed INSET.

The recommendation takes into consideration Fullan's conceptual framework for change. Of import also is Pennel and Alexander's (1990 : 38; see also, Schofield 1994 : 3) that in the school context, conceptual frameworks facilitate change-initiation and maintenance. Schofield (ibid) who modified and tried Pennel and Alexander's model in two geographical locales in the Republic of South Africa found that the paradigm was effective in developing school-based change.

The recommendation must not be seen as a simplistic overnight solution to teacher improvement problems. There are several caveats to be heeded. Changes will be slow and incremental. Cultural change can be achieved only within schools (Dalin 1993 : 104; Hargreaves 1994). Micro-level (school) and macro-level changes cannot be dictated by educational authorities but can only take place through needs identification by pupils, teachers and the community. Any re-orientation should be based on such needs. Needs may be jointly agreed upon by teachers and the inspectorate. Preconditions for change are essential. These will be an improvement in the nature of school management and an affirmation and trust in teachers themselves, between teachers, between teachers and management and management and the inspectorate (Dalin 1993 : 104). Schools should also move away from a strong authority-based mode, which leads to alienation, to an approach which they develop into organic and holistic institutions.

Within the school-focussed framework it is recommended that research-based models (par. 3.2.2.5, page 88) be used to introduce proven methodologies to improve classroom practice. The Research-based INSET Approach (par. 3.3.2, page 110) also uses research findings to provide collaborative professional growth.

The other models and strategies that have a school-based or school-focussed emphasis are Induction (par. 3.3.1, page 107) which is critical to providing a foundation for a link with pre-service theory and the concept of life-long education and the Inquiry, Observation and Feedback Method that promotes positive interaction between supervisors and teachers. In the Concerns-based Adoption Model (par. 3.2.2.7, page 93), the importance of the change facilitator in schools is highlighted.

INSET has been neglected in the rural schools. One of the solutions is to introduce the Urban and Rural School Development INSET Model (par. 3.2.2.6, page 91) which involves the community in collaborative INSET projects and distance education. Further elaboration on distance education follows.

#### 8.2.4.1 DISTANCE EDUCATION

*It is also recommended that the Distance Education Model be introduced to promote non-formal INSET to benefit teachers who could not attend courses.*

*In addition managers should ensure that a wider range of media is utilised in distance education programmes.*

For distance education to be cost effective, economy of scale should apply. The education budget cannot support three INSET colleges using this method. Therefore, it is recommended that Natal College of Education that is centrally located in Pietermaritzburg become the Distance Education College for INSET in Natal-KwaZulu. Satellite "campuses" or learning centres should be established for contact tuition. Heads of department and senior lecturers should form the basic staff. Part-time staff drawn from schools and lecturers from tertiary institutions could be trained to act as tutors. This is more cost effective to having a very large campus-based staff. Parts of tutorial-writing could also be contracted to consultants. Schools, teachers' centres and community resources could be used as "campuses."

The use of national television and radio is essential for distance education. Mechanisms for educational radio and television should be established at national level. A co-ordinated

approach is needed for this medium to succeed. To ensure effective management of INSET at schools it is recommended that structured and sustained training and support be given to principals and their deputies. Modular, certificated management courses should be considered for all deputy principals.

To obviate management courses being designed only by specialists from commerce and industry, and the use of literature, manuals, videos, and theory that are predominantly industry-based or the stock-in-trade of industrial-training organizations, there is a need for such activities to be undertaken by a Management Training Institute for Natal-KwaZulu. Such an institute should be linked to the INSET College which should have distance education facilities and "satellite" study centres and closer links with the Regional Education Authorities. Courses should be modular, certificated or non-award bearing. Modules should be designed in such a manner that participants acquire credits which may be used towards completion of an educational degree or diploma. The Scottish model offers guidelines (*Vide* par. 5.5, page 225).

An aspect that the proposed institute should undertake is a train the trainers programme. To ensure that the programmes are practical, case studies, simulation exercises and role-playing techniques should be employed. The Commonwealth Secretariat's (1991 : 41) intensive research into training needs of school heads in Africa strongly recommends action learning methods. Such methods involve active participation of managers using "reality orientated materials" such as personal experiences.

Under the guidance of a tutor, challenging exercises should be provided to bridge the gap

between theory and practice. On the job training should be also included in modules. Follow-up and support should be provided by the Institute's staff.

### 8.2.5 TEACHERS' CAREER AND GUIDANCE UNIT

*It is recommended that a teachers' career and guidance unit be established.*

As a wide range of institutions are open to all teachers and there is a proliferation of academic and professional award-bearing courses, teachers will require guidance. Assistance in developing career profiles will also be required.

A career and guidance unit for teachers can reduce "paper chase" and assist prospective students in the selection of courses which can benefit individuals or the education system.

## 8.3 EPILOGUE

The preceding recommendations may need amplification or further research. However, their value to decision-makers will depend on their understanding of the management of INSET and the change paradigm, their sensitivity to teacher needs, a tempering of bureaucratic constraints, the creation of a positive and receptive school culture and the acknowledgement that "The teacher, as the ultimate consumer, holds the veto" over INSET (Van den Berg 1987 : 24-25).

Education officials who are currently planning the new provincial education authority should take note that INSET is one of the key contributors to excellence in education. Therefore it should be planned on an integrated basis, taking into consideration the "Triple-I" continuum and ensuring short, medium and long-term goals through the development of a positive attitude to life-long education.

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# *APPENDICES*

## APPENDIX 1.1

## SENIOR CERTIFICATE EXAMINATION RESULTS

## NATAL-KWAZULU STATISTICS

YEAR		BLACKS		COLOUREDS	WHITES	INDIANS
		KZDEC	DET	ROR	NED	HOD
1988	% pass with exemption	16	21,95	23,3	49	-
	% pass without exemption	40	37,85	49,1	47	-
	Total % pass	56	59,8	72,4	96	-
1989	% pass with exemption	12,24	13,11	26,7	49	40,86
	% pass without exemption	29,75	27,15	51,1	46	50,85
	Total % pass	41,99	40,28	87,8	95	91,71
1990	% pass with exemption	9,6	12,83	28,0	48	44,3
	% pass without exemption	33,25	27,24	59,8	47	48,89
	Total % pass	42,85	40,06	87,8	95	93,19
1991	% pass with exemption	9,93	13,95	27,8	48	47,84
	% pass without exemption	27,55	29,09	58,2	49	45
	Total % pass	37,47	40,04	86,0	97	92,84
1992	% pass with exemption	9	13,62	27,0	47	49
	% pass without exemption	28	35,26	62,5	51	46
	Total % pass	37	48,89	89,5	98	95
1993	% pass with exemption	10	14,3	26,8	47	43,3
	% pass without exemption	32	34,5	64,7	50	46,5
	Total % pass	42	48,8	91,5	97	89,8

(HOD 1994, DET 1994b, EDUSOURCE 1994, ROR 1994, NED 1994a)

CLASSIFICATION OF TEACHER QUALIFICATIONS IN SOUTH AFRICA

Teachers may be classified according to academic and professional qualifications as follows:

- a3 : lower than standard 10 without teachers' qualification
- aa : standard 8 or 9 plus a teachers' qualification of not less than 2 years duration
- A : standard 10 plus one year apposite teacher training
- B : standard 10 plus two years apposite teacher training
- C : standard 10 plus 3 years apposite teacher training

(DNE : 1989 : 4)

DISCUSSION AND CORRESPONDENCE WITH EXPERTS IN INSET

General discussions on the subject of the management of INSET were held with the following educationists during the course of 1988-1989 when the research was initiated.

1. ASHLEY, M. (Prof.) : CAPE TOWN

University of Cape Town : Head - Mobil Education Foundation of S. Africa and joint author "INSET in South Africa : Issues and Directions."

2. HARTSHORNE, K. (Prof.) : CORRESPONDENCE

Ex-consultant to the Centre for Continuing Education at the University of Witwatersrand; Ex Director of Education Planning : Department of Education and Training (DET); involved with Black education since 1938; author of books and journal articles on Black education.

3. HOFMEYER, J.M. (Dr.) : JOHANNESBURG

Education consultant ; Ex-lecturer : University of Witwatersrand and author of several publication including : "Policy Issues in INSET : International and South African Perspectives."

4. LE ROUX, A. (Dr.) : PINETOWN  
Ex-Rector of Edgewood College of Education (Durban) and past Chairman of  
CORDTEK, Director : Teacher Education : Ex-Department of National Education.
  
5. NIVEN, J.(Prof.) Late : DURBAN  
Emeritus Professor of Education : University of Natal ; Chairman : Council of  
Springfield College of Education; Chairman : KwaZulu-Natal Indaba Education  
Committee; served on various education projects and committees.
  
6. PETERS, L.E. (Mr) : DURBAN  
Ex-Rector of Springfield College of Education and Chairman of the Hexagon Trust  
and executive member of CORDTEK.
  
7. VAN DEN BERG, O. (Prof.) : FACULTY OF EDUCATION  
University of Western Cape; served as member of the HSRC Work Committee on  
INSET.

LIST OF INTERVIEWEES : SENIOR EDUCATION DEPARTMENTAL OFFICIALS

ALLY, M. (1992)	Regional Head : SADTU, Durban Office, 2 March
CLARIVETTE, B.H. (1993)	Acting Chief Superintendent of Education, HOR, Durban, 9 July
DHLOMO, F.M. (1994)	Co-ordinator : TOPS (Natal-KwaZulu), Durban, 14 October.
DORKIN, W. (1994)	Acting Chief Inspector, HOR, Durban, 10 September.
DU TOIT, D.J. (1989)	Chief Inspector Education, NED, Pietermaritzburg, 12 June.
DU TOIT, D.J. (1992)	Chief Superintendent of Education, Pietermaritzburg, 12 June.
FREDERICKSE, L. (1989)	Inspector of Education, HOR, Cape Town, 6 March.
GUMA, T. (1992)	Chief Education Planner, KZDEC, Ulundi, 23 March.
HARPER, W.G. (1989)	Assistant Secretary, KZDEC, Ulundi, 11 September.
HARPER, W.G. (1990)	Assistant Secretary, KZDEC, Ulundi, 7 September.

HARPER, W.G. (1992) Director of Education, KZDEC, Ulundi, 7 February.

HOBDEN, P. (1992) Co-ordinator : Science Education Programme : CASME, Durban, 4 June.

KHADAROO, G. (1992) Chief Superintendent of Education, HOD, Durban. 12 June.

KUNENE, H. (1992) Administrative Officer : Finance, KZDEC, Ulundi, 21 September.

MADLALA, C.F.M. (1992) Chief Education Specialist, DET, Pietermaritzburg, 28 July.

MARTIN, B.H. (1990) Director of Education, DET, Pietermaritzburg, 12 October.

Mc MASTER, M. (1994) Education Specialist, HOR, Pietermaritzburg, 1 February.

MOODLEY, K. (1994) Administrative Officer, CASME, Durban, 6 October.

MARAIS, J.J. (1989) Chief Superintendent of Education, Pietermaritzburg, 12 June.

MORGAN, D. (1994) Chief Education Specialist, DET, Pietermaritzburg, 29 November.

MOWENG, I. (1994) Public Relations Officer, DET, Pietermaritzburg, 5 September.

MPATI, C. (1994) Lecturer in charge of the Vulani Project, Umlazi College of Further Education, Durban, 5 October.

NADASEN, S. (1992) Education Planner, HOD, Durban, 17 September.

NADASEN, S. (1994)	Chief Education Planner, HOD, Durban, 12 October.
NAIDOO, L.R. (1992)	Director of Education, HOD, Durban, 23 April.
NAIDOO, S. (1993)	Facilitator, Hexagon Teachers' Centre, Durban, 8 March.
NYEMBER, M.R. (1992)	Chief Education Specialist, DET, Pietermaritzburg, 8 December.
NYEMBER, M.R. (1993)	Chief Education Specialist, DET, Pietermaritzburg, 20 May.
OSMAN, E. (1991)	Chief Education Planner, HOD, Durban, 7 October.
OSMAN, E. (1992)	Chief Education Planner, HOD, Durban, 16 March.
OGLE, M. (1992)	Director : ELET, Durban, 9 October.
OGLE, M. (1994)	Director : ELET, Durban, 9 September.
PADAYACHEE, M. (1992)	Director, Urban Foundation, Durban, 12 March.
PADAYACHEE, M. (1994)	Director, Urban Foundation, Durban, 10 August.
PILLAY, M. (1989)	Chief Superintendent of Education, HOD, Durban, 6 November.
ROUX, R.H. (1989)	Chief Inspector of Education, HOR, Cape Town, 6 March.
RYMAN, D. (1994)	Executive Director : NTS, Durban, 3 June.
SCHROEDER, G. (1992)	Director of Education, HOR, Cape Town, 28 July.

- SCHUTTE, R.J. (1994) Vice-Rector, Indumiso College of Education, Pietermaritzburg, 23 September.
- STRYDOM, S. (1989) Chief Inspector of Education, HOR, Cape Town, 6 March.
- SMIT, L.S. (1992) Director, NED, Pietermaritzburg, 13 March.
- SWINNY, H.D. (1992) Chief Inspector of Education, HOR, Durban, 27 March.
- TOMLINSON, J. (1993) Director, READ, Durban, 6 August.
- VAN RENSBURG, C. (1994) Acting Director, Finance, DET, Pietermaritzburg, 19 October.
- VENTER, P.J. (1992) Director : Curriculum Matters, HOD, Durban, 14 April.
- VILJOEN, B. (1994) Chief Superintendent of Education, NED, Pietermaritzburg, 9 August.
- VISAGIE, P. (1994) Toyota Teach Primary Schools Project, Durban, 30 July.

## RESEARCH

*"An Evaluation of the Management  
of In-Service Education and Training  
in KwaZulu Natal"*

Tel. No. : 031-2692255

Fax No. : 031-2692256

Private Bag x05  
DORMERTON  
4015

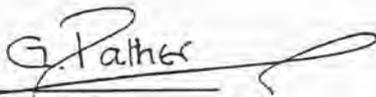
Dear Sir

Thank you for consenting to be interviewed.

A copy of the approval to include your Department in the research is attached for you information.

In order to enable you to prepare for the interview and save time I am also enclosing the key aspects of INSET management, on which the questions are based.

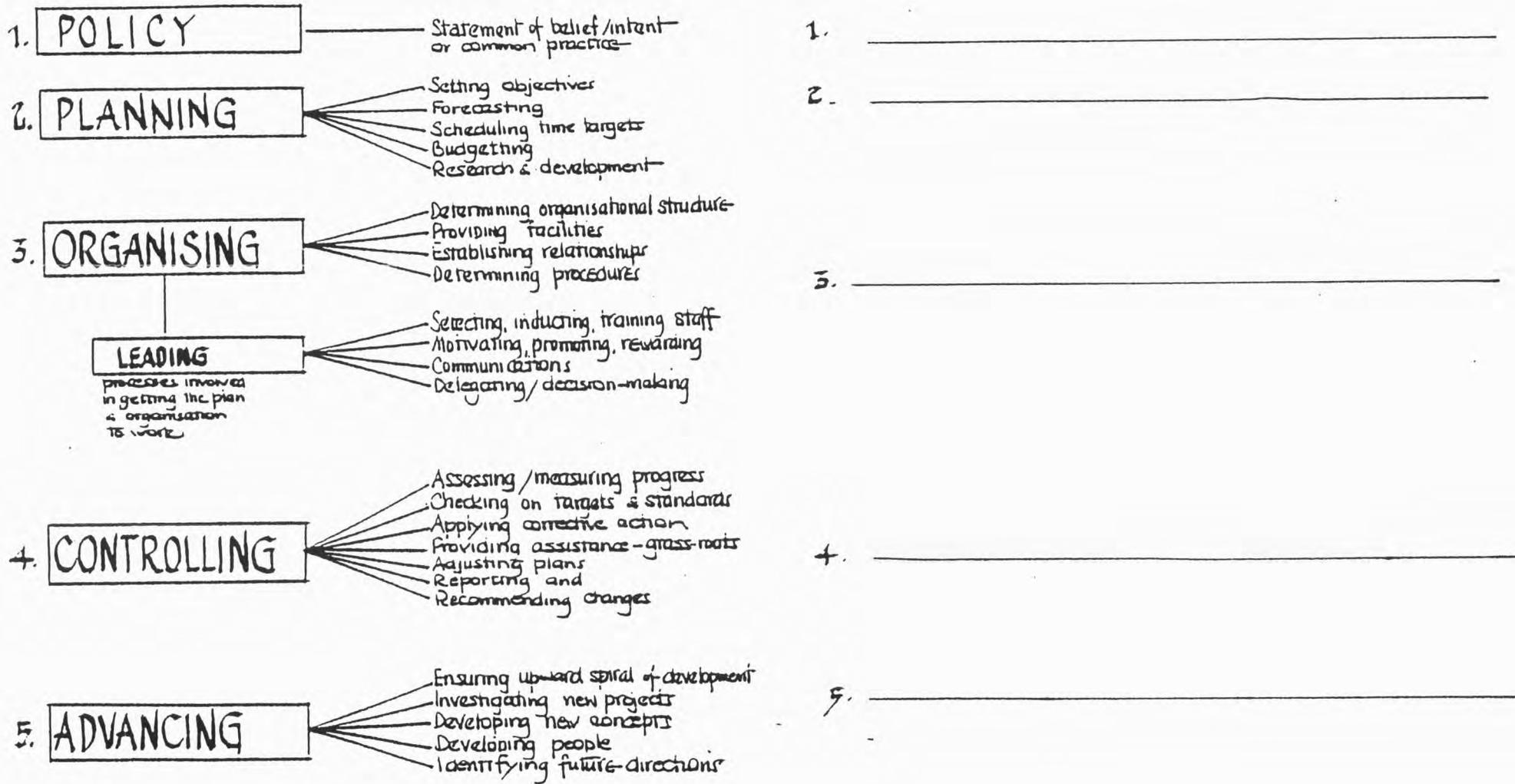
Yours faithfully



G. PATHER  
RESEARCHER

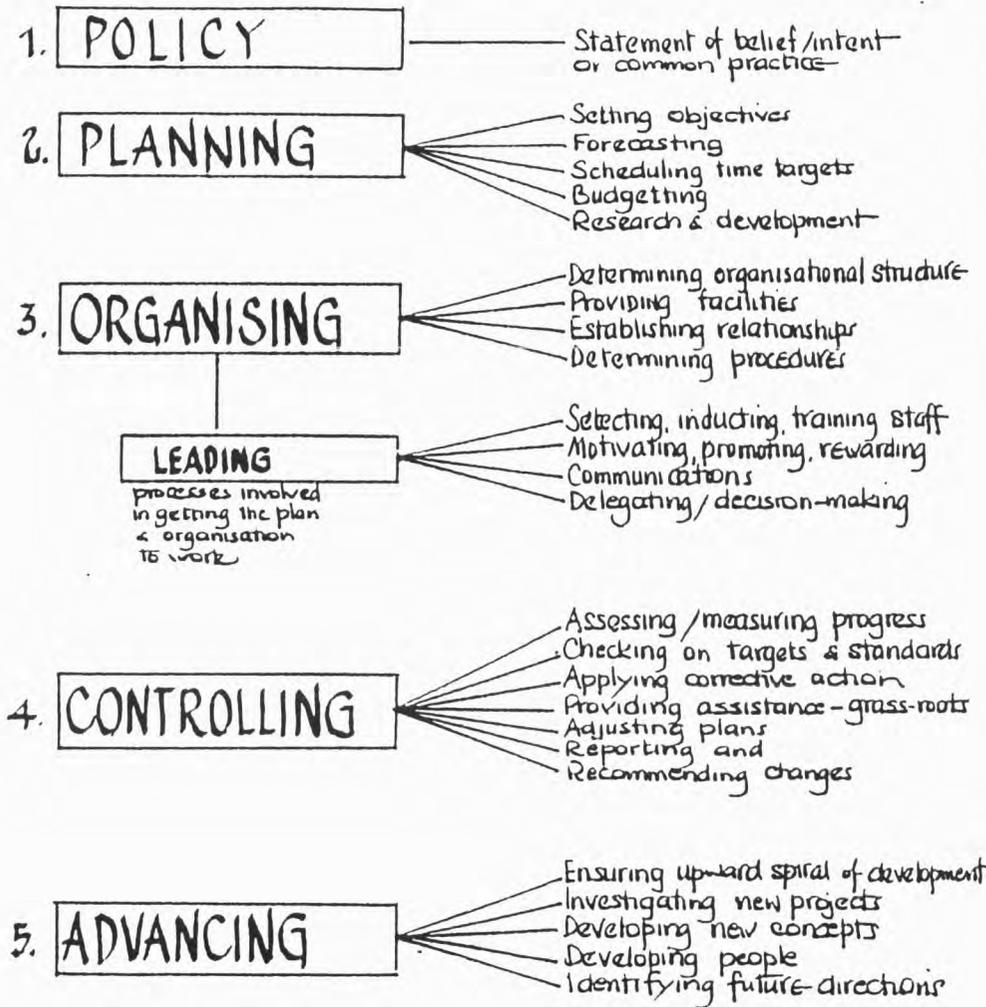
# INTERVIEW SCHEDULE

Research: Provision & Organisation of INSET in Natal KwaZulu



# INTERVIEW SCHEDULE

Research: Provision & Organisation of INSET in Natal KwaZulu



- (Study of documents) Are documents made available to providers of INSET? Does the policy provide for an INSET framework?
- Are objectives based on Dept. policy? Do objectives consider link with pre-service? Is setting of objectives for each INSET activity a requirement? Is there a relevant and responsive agenda for R.&D? What mechanisms are there for forecasting INSET activities? Are these activities based on a time scale? Is there a formula for budgetary provision? What is the annual budgetary provision for pre-and in-service education?
- What is the infrastructure for INSET? How flexible is it?  
  
What type of relationship exists between the Dept. and other INSET providers - private sector, 'varsities, technikons, teacher bodies? Who determines the format of INSET delivery systems? Are there special programmes to train trainers? Are adult education learning theories used? Do teachers attend courses voluntarily? (Samples of circulars/newsletters/publications to be studied)
- What feedback mechanisms are used to establish that objectives for each INSET activity has been achieved? How are corrective measures applied? What is the mechanism available for reporting on INSET activities and recommending a review of activities?
- Who is entrusted with the task of ensuring upward spiral development? Has consideration been given to school focused INSET and tele-tuition? Besides inspector-organised courses are other types of INSET being developed? No matter how often INSET is offered positive teacher attitude is the key to professional growth - how does your Dept programme activities for this? What are the future directions of INSET?

G. Rathod

Ph.D Research  
University of Natal

" A Critical Evaluation of the Management of INSET In the Natal KwaZulu Region "

Private Bag X54323  
DURBAN  
4000

---

Dear Colleague

I am engaged in evaluating the "Management of In-Service Education and Training in Natal-Kwazulu" for the Ph.D. degree (University of Natal). All five Education Departments in Natal-Kwazulu have responded positively by supporting and approving this major research.

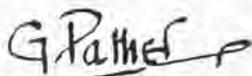
The literature survey and preliminary interviews with senior departmental officials, leading officials and experts in the field of In-Service Education and Training (INSET) have already been undertaken. Central to the study is the attached questionnaire which Circuit Inspectors/Superintendents of Education (Management)/Chairman of Subject Committees are required to fill.

As I am fully aware of your crowded programme I make a special appeal to you to fill in the attached questionnaire.

Your full and candid responses will enable me to evaluate the management of In-Service Education and Training (INSET) in each Education Department and make recommendations that may improve not only the service within each system but in the entire Natal-Kwazulu region.

Thank you for your co-operation.

Yours sincerely



G. PATHER

P.S. PLEASE RETURN THE COMPLETED QUESTIONNAIRE BY \_\_\_\_\_ 1989  
IN THE ENVELOPE ENCLOSED

RESEARCHQUESTIONNAIRESURVEY : IN-SERVICE EDUCATION AND TRAINING (INSET) IN NATAL-KWAZULUGENERAL INFORMATION

Before filling in this questionnaire please read the following :

1. This survey has been approved by your Education Department.
2. The information you will be providing is confidential and will be used for research purpose only. (No names are required on this questionnaire).
3. The respondents selected from each Education Department will be limited to one Subject Advisor/Superintendent of Education for each subject and one Circuit Inspector/Superintendent of Education (Management) for each geographical area.
- 3.1 Since the sample is small an appeal is made for every respondent to fill in the questionnaire and return it in the stamped, addressed envelope provided.

3. INFORMATION FOR THE COMPLETION OF THE QUESTIONNAIRE

1. Responses should be marked with a cross (X) in the case of blank boxes , boxes with Y for Yes  and boxes with N for No

If the question is not applicable write N/A.

2. Some of the questions may not be applicable to Circuit Inspectors/Superintendents of Education (Management). In such cases please write N/A across the box/boxes provided for the responses.
3. You may provide additional information on a separate sheet of paper. If you do please indicate the name of your Department.
4. The acronym INSET is used for in-service education and training in this questionnaire.

Should you encounter any problem with this questionnaire please contact me at :

Telephone : 031 : 327053/372351 X190 (B)  
031 : 4001339 (H)

PLEASE RETURN YOUR COMPLETED QUESTIONNAIRE IN THE ENVELOPE ENCLOSED BY

\_\_\_\_\_ 1989.

Thank You.

*G. Pather* -

G. PATHER

FOR OFFICE USE				
A	B	C	D	E



5. INSET SUPPORT

How does your Department support teachers/management staff who attend INSET courses ?

- 5.1 bibliographies \_\_\_\_\_
- 5.2 funds to purchase supportive materials/  
resources \_\_\_\_\_
- 5.3 follow-up visits \_\_\_\_\_
- 5.4 teachers' centres or curriculum development centres  
\_\_\_\_\_
- 5.5 other measures (please specify)  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

* 1	2	3

\* 1 = to a great extent  
2 = to some extent  
3 = not at all

6. CURRICULUM DEVELOPMENT

(Whereby teachers are involved in the development of a subject through activities such as writing objectives, designing and preparing teaching/learning resources)

6.1 What role does curriculum development play in INSET in your Department ?

- central to INSET \_\_\_\_\_
- incidental to INSET \_\_\_\_\_
- no role \_\_\_\_\_


6.2 Have your teachers been trained to undertake curriculum development ? \_\_\_\_\_

Y	N
---	---

6.3 Is there support for curriculum development at school level in the availability of

- 6.3.1 teachers' centres \_\_\_\_\_
- 6.3.2 school media production centres \_\_\_\_\_
- 6.3.3 curriculum development teams \_\_\_\_\_
- 6.3.4 technical help to produce resources \_\_\_\_\_

* 1	2	3

\* 1 = limited      2 = adequate      3 = Nil

7. OBJECTIVES

Which of the following objectives do you consider important when planning and delivering your INSET courses ?

- 7.1 substantial increase in pupil learning \_\_\_\_\_
- 7.2 improved teaching methods \_\_\_\_\_
- 7.3 better senior certificate results \_\_\_\_\_
- 7.4 changes in the management of education \_\_\_\_\_
- 7.5 development of positive teacher attitudes so towards self professional growth \_\_\_\_\_

\* 1      2      3


\* 1 = most important      2 = important      3 = least important

8. METHODS

Which of the following methods do you use for your INSET programmes ?

- 8.1 lectures \_\_\_\_\_
- 8.2 seminars \_\_\_\_\_
- 8.3 workshops \_\_\_\_\_
- 8.4 distance education (postal tuition) \_\_\_\_\_
- 8.5 other methods (please specify) \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

\* 1      2      3


1 = most of the time      2 = seldom      3 = not at all

9. SUPPORT

How does your Department support teachers after they have attended INSET courses ?

- 9.1 bibliographies \_\_\_\_\_
- 9.2 funds to purchase supportive materials \_\_\_\_\_
- 9.3 follow-up visits \_\_\_\_\_
- 9.4 centres to prepare curriculum materials \_\_\_\_\_
- 9.5 other means (please specify) \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_


10. COURSES

10.1 PLANNING

In the planning of INSET courses who/which of the following play a consultative role ?

- 10.1.1 college of education lectures \_\_\_\_\_
- 10.1.2 teachers \_\_\_\_\_
- 10.1.3 subject committees \_\_\_\_\_

\* 1      2      3


\* 1 = to a great extent      2 = to some extent      3 = not at all

10.2 DELIVERY

In offering INSET courses to what extent are the following personnel used ?

- 10.2.1 the inspectorate \_\_\_\_\_
- 10.2.2 teachers \_\_\_\_\_
- 10.2.3 college lecturers \_\_\_\_\_
- 10.2.4 university/technikon lecturers \_\_\_\_\_
- 10.2.5 consultants outside your Department \_\_\_\_\_

\* 1    2    3


\* 1 = to a great extent                      2 = to some extent  
 3 = not at all

10.3 DESIGNING

In designing your INSET courses are appropriate adult education theories used ? \_\_\_\_\_

Y	N
---	---

10.4 SELECTION FOR INSET COURSES

Who selects teachers to attend INSET courses ?

- 10.4.1 the inspectorate \_\_\_\_\_
- 10.4.2 the principal \_\_\_\_\_
- 10.4.3 the H.O.D. \_\_\_\_\_


OR

- 10.4.4 teachers attend on a voluntary basis \_\_\_\_\_

--

10.5 INSET FOR SPECIALIST GROUPS

Do you offer separate courses for

- 10.5.1 beginner teachers ? \_\_\_\_\_
- 10.5.2 newly appointed principals ? \_\_\_\_\_
- 10.5.3 future principals ? \_\_\_\_\_
- 10.5.4 teachers who are teaching subjects for which they have not been trained ? \_\_\_\_\_
- 10.5.5 mid career teachers ? \_\_\_\_\_

Y	N
Y	N
Y	N
Y	N
Y	N

11. MOTIVATION

11.1 Does your Department provide teachers attending INSET courses with

- 11.1.1 boarding, subsistence and travel allowances ? \_\_\_\_\_
- 11.1.2 certificates of attendance ? \_\_\_\_\_

Y	N
Y	N

11.2 Does your Department recognise certificates of attendance for promotion purposes ? \_\_\_\_\_

OR merit assessment ? \_\_\_\_\_

Y	N
Y	N

11.3 Are venues for INSET courses within easy\* travelling distance for teachers ? \_\_\_\_\_

Y	N
---	---

\* venues that are accessible by public or private transport without difficulties and within a reasonable time.

11.4 Specify other ways (if any) which are used to motivate your teachers to attend INSET courses.

\_\_\_\_\_

\_\_\_\_\_

12. DISSEMINATION

As all teachers cannot attend INSET courses what provisions does your Department make for the dissemination of INSET information ?

12.1 Participants are encouraged to share information with colleagues

12.1.1 in their own schools \_\_\_\_\_


12.1.2 from neighbouring schools \_\_\_\_\_

12.2 Which of the following methods of disseminating INSET information do you use ?

12.2.1 through journals/publications \_\_\_\_\_


12.2.2 through distance education (correspondence courses) \_\_\_\_\_

12.2.3 through other methods (please specify) \_\_\_\_\_

--

13. EVALUATION

13.1 Are teachers asked to comment on courses they attend ?

\_\_\_\_\_

Y	N
---	---

13.2 How do you evaluate INSET courses ?

13.2.1 analysing senior certificate results \_\_\_\_\_


13.2.2 classroom visits \_\_\_\_\_

13.2.3 surveys \_\_\_\_\_

--

13.2. other means (please specify)

\_\_\_\_\_

\_\_\_\_\_

14. SUBJECT COMMITTEES

14.1 Has your Department established subject committees ? \_\_\_\_\_

Y	N
---	---

14.2 Do these committees request INSET courses ? \_\_\_\_\_

Y	N
---	---

14.3 Are these committees involved in planning, designing offering and evaluating INSET courses ? \_\_\_\_\_

Y	N
---	---

14.4 Do representatives from the following serve on your subject committees ? In what capacity ?

14.4.1 teachers' association \_\_\_\_\_

	* 1	2

14.4.2 universities \_\_\_\_\_

14.4.3 technikons \_\_\_\_\_

14.4.4 private sector \_\_\_\_\_

14.4 other (please specify)

\_\_\_\_\_

\_\_\_\_\_


\* 1 = as observers  
 2 = as members with voting rights

14.5 How often do subject committees in your Department meet per annum ?

14.5.1 at least once per school term \_\_\_\_\_

14.5.2 once per annum \_\_\_\_\_

14.5.3 as the need arises \_\_\_\_\_


15. RESEARCH ON INSET

15.1 Has any major research been undertaken on INSET during the last three years

15.1.1 by your Department ? \_\_\_\_\_

15.1.2 by agencies appointed by your Department ? \_\_\_\_\_

Y	N
Y	N

15.2 Has any minor research been undertaken on INSET during the last three years

15.2.1 by your Department ? \_\_\_\_\_

15.2.2 by agencies appointed by your Department ? \_\_\_\_\_

Y	N
Y	N

16. THE ROLE OF THE PRIVATE SECTOR IN PROMOTING INSET

16.1 To what extent do you regard INSET courses offered by the private sector as fulfilling your educational objectives ?

a very great extent \_\_\_\_\_

a great extent \_\_\_\_\_

not sure \_\_\_\_\_

some extent \_\_\_\_\_

not at all \_\_\_\_\_


16.2 In comparing your INSET courses with those offered by the private sector would you regard the latter as

16.2.1 more of the same type offered by you ? \_\_\_\_\_

16.2.2 effective alternatives to your courses ? \_\_\_\_\_

Y	N
Y	N

16.3 To what extent are you able to implement courses or aspects of courses offered by the private sector as part of your own INSET programme ?

a very great extent \_\_\_\_\_

a great extent \_\_\_\_\_

not sure \_\_\_\_\_

some extent \_\_\_\_\_

not at all \_\_\_\_\_


16.4 Is there co-ordination between the private sector and your department when INSET programmes are being planned ?

\_\_\_\_\_

Y	N
---	---

17. TEACHERS AND SCHOOLS

17.1 What type of voluntary INSET activities do teachers and schools organise for themselves ?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

17.2 To what extent are teachers and schools involved in INSET activities organised by themselves ?

a very great extent \_\_\_\_\_  
a great extent \_\_\_\_\_  
not sure \_\_\_\_\_  
some extent \_\_\_\_\_  
not at all \_\_\_\_\_


END \_\_\_\_\_

THANK YOU FOR YOUR CO-OPERATION

P.S. \* You may provide additional information on a separate sheet of paper.

\* I shall be grateful for copies of INSET circulars.

\* Please return the completed questionnaire by \_\_\_\_\_ 1989.