Schools as learning organisations for educators in post-apartheid South Africa: An education law and policy perspective[1]

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ABSTRACT

Schools as learning organisations (hereinafter referred to as SLOs) for educators should be regulated and guided by education law and policies to ensure that educators acquire the required knowledge, skills and values. This study provides answers to the following research questions: (i) How do the South African education law and education policies regulate and guide SLOs? (ii) How are the South African education law and education policies that regulate and guide SLOs translated into practice? Research on SLOs has often focused more on non-legal and non-policy aspects. This study intends to close this research gap. A review of existing literature and the analysis of educational law and policy sources was conducted which is underpinned by the three SLOs' dimensions of the Marsick and Watkins model. The two main findings are: (i) There are sufficient education law and education policies that regulate and guide SLOs in South Africa. (ii) The existing education law and education policies that regulate and guide SLOs for educators have not yet been successfully translated into practice. This study provides educators, school management team members and officials of the Department of Basic Education with recommendations that they can use to enable schools to become SLOs.

Keywords: Schools as learning organisations, educators, education law, education policy, South Africa

INTRODUCTION

The National Development Plan (NDP) states that school leaders should be one of the key players involved in organising and delivering educator development activities (National Planning Commission, 2012). For schools to be autonomous, they should be learning organisations. Watkins and Marsick (1993) define schools as learning organisations (SLOs) as institutions that do not stop learning and they learn in order to bring positive changes that will provide quality education. Continuous learning helps educators to be up to date with knowledge, skills, attitudes and values that will lead to excellent teaching and learning. The NDP indicates that educators themselves should be used in identifying education matters, which are part of their developmental needs (National Planning Commission, 2012).

Nkambule & Amsterdam (2018) showed that educators rely on the developmental workshops that are run by the subject advisors from the Department of Basic Education (DBE). In order to ensure that schools act as learning organisations, clear and specific education law and education policies on the SLOs are required. This will enable the schools to know how far they should organise developmental activities for their educators. This study answers the following research questions: (i) How do the South African education law and education policies regulate and guide SLOs? (ii) How are the South African education law and policies that regulate and guide SLOs translated into practice? A review of existing literature and an analysis of educational law and policy sources were conducted based on the three dimensions of the Marsick and Watkins model, which are creating continuous learning opportunities, promoting inquiry and dialogues and encouraging collaboration and team learning. This model ensured that the research problem and research question are addressed.

The quality of teaching is achieved by the creation of continuous learning opportunities for educators which should be attained by inductions, mentoring and workshops, to mention but a few. In addition to the continuous learning for educators, schools should promote inquiry-based learning and constructive dialogue. Educators who are involved in inquiry and dialogue learn from each other. Collaboration should take place internally and externally. The school management team should create environments that allow learning with and from external environments because they do not operate in vacuums (Kools & Stolls, 2016). Teamwork is usually better than work that is done by individuals because it allows the exchange of knowledge, skills, values and attitudes.

Studies that are based on SLOs have been conducted internationally and in South Africa. These studies have often focused more on non-legal and non-policy aspects. This created the knowledge gap regarding the education law and policy perspective on SLOs for educators in post-apartheid South Africa which this study intends to close. The next section provides an explanation of how data have been collected.

METHODOLOGY

This study followed the document analysis research method. Firstly, document analysis was used to answer the first research question. In order to answer the first research question, data were collected by analysing education law and education policy documents. These documents included national legislation and national policies that guide SLOs for educators. The studied documents had the dimensions of SLOs such as creating continuous learning opportunities, promoting inquiry and dialogues and encouraging collaboration and team learning.

Secondly, document analysis was used to answer the second research question. Secondary data were collected from various research reports and academic articles that dealt with the aspects that are relevant to the dimensions of SLOs such as creating continuous learning opportunities, promoting inquiry and dialogues and encouraging collaboration and team learning which have been translated into practice. The section that follows deals with the literature review on schools as learning organisations for educators: trends and debates in the international and South African context.

LITERATURE REVIEW ON SCHOOLS AS LEARNING ORGANSIATIONS FOR EDUCATORS

SLOs have been studied in many countries including South Africa which present various trends and debates about SLOs. This section of the study reviews literature focused on the previous studies that have been conducted about SLOs.

There are various dimensions that are required for schools to become learning organisations. Silins et al. (1998) in a study conducted in South Australia and Tasmania found that dimensions such as collaborative

climate, taking initiatives, improving school performance and professional development were identified by educators and principals of secondary schools as factors that form the learning organisation. In a study that examined the key dimensions of schools as learning organisations that was conducted in Wales (UK) by Kools et al. (2020: 24) it was found that a school as a learning organisation is associated with eight dimensions which are

(a) a shared vision centred on the learning of all students, (b) partners contributing to school vision, (c) continuous learning opportunities, (d) team learning and collaboration, (e) a culture of enquiry, innovation and exploration, (f) systems for collecting and exchanging knowledge and learning, (g) learning with and from the external environment, and (h) modelling learning leadership.

A South African study conducted by Moloi, Globler and Gravett (2002: 94) states that schools can become learning organisations if dimensions such as 'personal mastery, mental models, a shared vision, team learning and system thinking are used in a positive way. In addition to the list of dimensions that Moloi, et al. (2002) mentioned, Moloi (2010) added other important dimensions such as reflection, dialogue and leadership as additional dimensions that can be used by educators who are working in difficult contexts to change their schools into learning organisations. Even though the above studies identified various important dimensions of the schools as learning organisations, some of them are similar. Schools should use the above-mentioned dimensions to change their schools into learning organisations.

For schools to become SLOs, it is important that educators should have a positive attitude. A study that was conducted by Jokic et al. (2012: 85-86) found that respondents (educators) generally had a positive attitude towards the dimensions of a learning organisation such as 'individual learning, team learning, organisational learning, system thinking, personal and professional development, mental models, building shared vision'. They further indicated that even though there is a positive attitude towards these dimensions, implementation was not done as required (Cosic et al., 2012). A positive attitude without implementation cannot make SLOs successful. Both aspects should be considered.

Schools cannot achieve their goals if they do not have practices that foster the development of SLOs. Geleta and Tafesse (2017) conducted a study in selected Ethiopian schools about practices that are fostering the development of strong SLOs. These practices included leadership, vision and goals, systems perspective, structure, culture, resources and technology and professional development (Geleta & Tafesse, 2017).

Various studies found that the dimensions of SLOs are not effectively implemented. Geleta and Tafesse (2017) found that the implementation of the dimensions of SLOs were very low in the selected Ethiopian schools. Kools et al. (2020) also found that a lack of clarity of the concept 'school as a learning organisation' and the limited number of scales that should be used to measure its effectiveness hindered the understanding and implementation of this concept. This study contributed with a 65 items scale for measuring the effectiveness of a school as a learning organisation (Kools, et al., 2020). In a study conducted in state and private schools of Gaziantap, Kayseri and Kahramanmaras Can (2011) found that most primary schools do not have sufficient activities of learning organisations. Rehman (2004ii) conducted a study in South Africa where it was found that while the school did display some of the dimensions of a learning organisation 'discrepancy was identified between the perceptions of the staff and those of the principal with regard to how effective the schools was embracing the changes'. In this study there was a contradictory statement regarding the dimension of leadership because educators saw the principal as autocratic while he saw himself as a good leader (Rehman, 2004).

Other studies found that the implementation of the dimensions was effective. In a study conducted in Kuwait, Alazmi, Alazmi and Algahtani (2013) found that most heads of instructional departments perceived their

schools as learning organisations and also perceived their educators as problem-solvers. In Spain, Gil, Carrillo and Fonseca-Pedrero (2019) studied the educators' perspective about the dimensions of a school as a learning organisation such as leadership towards learning, learning structure, learning opportunities and learning culture. They found that educators perceived the implementation of these dimensions in their schools as satisfactory (Gil et al., 2019).

Principals that want to change their schools into learning organisations should consider the status of their country. This status may include legal, economic, political and social aspects. A study by Tan (2019) argued that the implementation of Stoll and Kool's integrated model of an SLO should consider and include the dimensions that already exist in their country, China.

Aspects such as leadership style, age, organisational structure, relationship between schools as learning organisations and satisfaction have an impact on the implementation of SLOs. The leadership style of the principal plays an important role in changing a school into a learning organisation. It also has an impact on schools that are learning organisations for educators. Hamzah et al. (2011) found that transformational leadership by principals plays an important role in ensuring that schools are learning organisations for educators. They further hold that transformational leadership of the principals and existing good practices of the school as a learning organisation should be improved from time to time (Hamzah et al., 2011). Principals of schools who want to become learning organisations should use a transformational leadership style.

Age of staff members has an impact on SLOs. In a study conducted in 137 primary schools of Kastamonu, Recepoğlue (2013: 621) found:

> teachers' perceptions on organisational learning change according to their ages. Teachers in the age of 31-40 stated more positive opinion about learning than the teachers of 41-50. Teachers who are between the ages of 41-50 had a negative opinion about organisational learning. Teachers in the age group of 51 and over conveyed the most positive opinion about organisational learning in instructional practices.

Schools should have strategies to motivate educators of different age groups to be effective in changing schools into learning organisations. All age groups can make an important contribution in their schools.

The role that is played by organisational structure should not be taken for granted. Barnard (2020) found that schools which have adopted a multi-age organisational structure have a greater opportunity of changing their schools into learning organisations than those who use same-age organisational structure. In a study conducted in West Oromia secondary schools of Ethiopia, it was found that schools have low favourable organisational culture and structures that are needed for changing schools into schools as learning organisations (Geleta & Tafesse, 2017). Schools should adopt a multi-age organisational structure as it has a positive influence on SLOs.

SLOs have an impact on staff members and the community. Kools et al. (2019) conducted a study in Wales where they found that the school as a learning organisation is positively related to job satisfaction of staff members. Kools (2020) in a study conducted in Wales found that developing SLOs impacts positively on the performance of human resources which in turn impact positively on the performance of learners. In a study conducted in South Africa, Moloi (2019) argued that SLOs as sites of social justice can play an important role in promoting human rights in poverty-stricken communities. Changing schools into learning organisations plays a role not only in job satisfaction, performance and community development but also on empowerment of staff members. The above literature review focuses more on non-legal and non-policy

aspects. Therefore, there is a need to conduct research on the education law and policy perspective of SLOs. The following section provides a theoretical framework that is based on the three dimensions of the Marsick and Watkins (2003) model as mentioned above.

THEORETICAL FRAMEWORK

Marsick and Watkins model

This study is underpinned by the Marsick and Watkins model that consists of dimensions such as creating continuous learning opportunities, promoting inquiry and dialogues, encouraging collaboration and team learning, establishing systems to capture and share learning, empowering people toward a collective vision, connecting the organisation to its environment and providing strategic leadership to learning (Beyerlein, Dirani & Xie, 2017). This study focuses on the three dimensions of this model that speak directly to educators which are creating continuous learning opportunities, promoting inquiry and dialogues, encouraging collaboration, and team learning. These are discussed below.

Creating continuous learning opportunities

According to Ghaffari et al. (2011), learning is made part of the work in order to ensure that educators learn while they are busy performing their allocated tasks. This dimension necessitates educators to participate in ongoing professional learning.

Promoting inquiry and dialogues

Inquiry-based learning means that educators acquire new knowledge and skills independently so that they can provide quality education (Arora, Saxena & Gangwar, 2017). Ghaffari, et al. (2011) indicate that during the process of searching for information and being involved in conversations regarding their subjects, educators get an opportunity to give input and gain from what other educators are saying or doing. Ghaffari, et al. (2011) further indicate that the culture of promoting research and conversation supports questioning, feedback and experimentation. Educators should make time to think about their work in order to diagnose their errors (Moloi, 2010). The dialogue should accommodate positive, constructive, factual and non-personal criticism, which tends to make the provision of quality education an achievable goal of the school. Principles be considered during a dialogue include: exchange of ideas, participation of all concerned, all relevant arguments are legitimate, being accepting of others' arguments, tolerating others, and producing an agreement for practical action (Ennals, 2017). Dialogue should be conducted in a respectful and trustful manner.

Encouraging collaboration and team learning

Collaborative learning refers to the process whereby diverse learning styles are used by a group of educators to get information and solve educational problems (Smith & MacGregor, 1993). Educators should collaborate with each other, and School Management Teams should create a conducive environment for educators to collaborate internally (within the school) and externally (outside the school). Collaborative learning has become a prominent strategy, where internal and external role players work as a team and participate in the learning process (Sharrat & Planche, 2018, Livingston, 2018).

In addition to the collaborative learning that takes place within and across schools, different types of collaborative learning, such as:

> cross-sectoral learning (learning with people from other relevant fields), community learning (learning with parents), intergenerational learning (learning from older and younger colleagues) and online learning should form part of collaborative learning for teachers and should be applied in schools (Livingston, 2018: 415).

Collaborative learning teams such as subject discussion groups, staff development teams and team-teaching groups are good examples of developmental teams that should be formulated for educators to learn in schools (Kools & Stoll, 2016).

The following section of the study analyses the education law and education policies based on the three dimensions of the Marsick and Watkins model. Furthermore, it analyses and discusses how education law and education policies have been translated into practice.

A CRITICAL ANALYSIS OF EDUCATION LAW, EDUCATION POLICIES AND EDUCATION REPORTS IN POST-APARTHEID SOUTH AFRICA

It is essential that SLOs should be regulated and guided by education law and education policies, and which should be translated into practice. Education law refers to rules (Wallace & Wild, 2010) that are contained in the legislation, case law, common law, customary law, indigenous law and international law (Oosthuizen, 2019) that regulate education, whereas education policies are 'guidelines for functionaries in education and do not have the power of laws …' (De Waal & Beckmann, 2019: 5). Even though there is a difference between education law and education policy, it is important to note that they serve the same purpose which is to bring solutions to problems in education (De Waal & Beckmann, 2019). The following paragraph analyses education law, education policies and research reports that are based on the creation of continuous learning opportunities for educators.

Continuous learning for educators

Section 195(1)(h) of the Constitution of the Republic of South Africa Act 108 of 1996 (Constitution) provides for the development of careers for educators in order to improve their teaching talents (RSA, 1996a). Lifelong learning is one of the aspects that should be considered by educators for their career development. Section 3 of the National Education Policy Act 27 of 1996 (NEPA) provides for the determination of the national education policy by the Minister and section 4(e) of the same Act further states that 'the policy contemplated in section 3 shall be directed towards providing opportunities for and encouraging life-long learning' (RSA, 1996b). The Norms and Standards for Educators (2000) (NSE) provides that educators should be scholars and lifelong learners. In order to realise this role, schools should encourage their educators to participate in various life-long learning activities that are available and relevant to their career. Regarding the implementation of the above education law and education policies, Onwu and Sehoole (2015) state that the Department of Education adopted measures to improve the qualifications of under-qualified educators by providing in-service training course. Since 1994 the number of unqualified and underqualified educators has reduced (Onwu & Sehoole, 2015). The Department of Basic Education (DBE) has also provided skill development opportunities for qualified educators who want to obtain higher postgraduate diplomas and degrees.

Item 2.4. in the Annexure A of the Education Labour Relations Council Resolution 7 of 1998 (ELRC Resolution 7) on the Workload of Educators [School-based]) provides that

> all educators may be required by the employer to attend programmes for ongoing professional development, up to a maximum of 80 hours per annum. These programmes to be conducted outside the formal school days or during school vacations.

The Report on the National School Monitoring Survey (DBE013, conducted in 2011) states that in 2011, educators used 38.1 hours of their 80 hours for professional development nationally (DBE, 2011). Furthermore, a report compiled by the DBE states that in 2017, an educator in South Africa on average spends 40 hours per year on professional development (DBE, 2019).

Section 2(b) of the South African Council for Educators Act 31 of 2000 (SACE Act) provides that one of the objects of the SACE Act is to ensure that educators are developed. Section 5(b)(iv) of the SACE Act mentions that

> the Council, with regard to the promotion and development of the education and training profession, must manage a system for the promotion of the continuing professional development of all teachers.

In response to the above section, SACE has developed a professional development points schedule for Continuous Professional Teacher Development (CPTD Points Schedule). In this schedule, type 2 activities are school-led activities promoting learning in schools. These type 2 learning activities encourage a school to be a learning organisation that endeavours to be involved in:

> School-based meetings, workshops, developmental activities, support sessions, seminars, mini conferences, action research, projects, twinning, networks, responding to school results, professional learning communities at school level and subject cluster meetings (SACE, 2014: 15).

The Centre for Development and Enterprise (2015) found that unions and public schools agreed that professional development was not effective at the schools, district and national level. The DBE published a School Monitoring Survey 2017/2018, which indicated that in some schools there are educators who did not take the issue of CPTD points seriously and they even indicated that they were not aware of how the CPTD works (DBE, 2019).

Section 5(b)(v) of the SACE Act states that the Council:

> may develop resource material to initiate and run, in consultation with an employer, training programmes, workshops, seminars and short courses that are designed to enhance the profession (RSA, 2000).

SACE has not yet achieved the goal of developing resource material and running educator development programmes. This has been caused by conflicting views from various stakeholders that are hindering the implementation of Section 5(b)(v) of the SACE Act (SACE, 2011). 'The contestation has always been on the one hand, SACE providing professional development and other SACE promoting professional development and not providing it' (SACE, 2011).

Item 3.6 of annexure A.3. and item 3.6. of annexure A.4. in Revised Personnel Administrative Measures (PAM) 2016 provides that 'senior teachers' and 'master teachers' should play mentoring roles to inexperienced educators. Item 3.2.4 of annexure A.5. of the PAM further states that Departmental Heads of schools should co-ordinate guidance for educators. In terms of Section 198C(3)(b) of the Labour Relations Act 66 of 1995 (LRA) educators who are employed on a part-time basis, for example on governing body posts, should be given the same learning opportunities as full-time educators. In this instance, the school should take the working hours of a part-time educators into consideration. This guidance may include guiding inexperienced educators on how to perform their duties. Furthermore, Regulation 3(1) of the Regulations Regarding Terms and Conditions of Employment of Educators (1995) (RRTCEE) provides that the probation time frame for educators is 12 months. This time frame can be extended if there is a valid reason for that extension. Item 8 of Schedule 8 in the LRA mentions that newly appointed educators should receive training during their probationary periods. According to Regulation 3(3) of the RRTCEE, the purpose of probation is to certify that during the probation period, the educator has been diligent, behaving well and he or she is well-suited to the position that he or she has been placed in, thus he or she can be a permanent educator. A study conducted in KwaZulu-Natal Province by Kajee (2011) found that

most schools do not have policies for inducting and mentoring educators. Kajee (2011) further found that the are no formal structures for induction and mentoring in these schools. He also found that the newly appointed educators do not receive sufficient induction.

The Education Labour Relations Council Collective Agreement Number 8 of 2003 (ELRC Collective Agreement 8), which deals with the Integrated Quality Management System (IQMS) states that educators are required to reflect critically on their own performances (self-evaluation) in order to know what they should learn. In the SLOs, educators reflect and evaluate themselves independently and continuously without being forced; this takes place as an on-going process. In addition to self-evaluation, the ELRC Collective Agreement 8 mentions that observation of educators in practice should be conducted. Observations should be conducted for the purpose of learning and not for fault finding, so that there is a positive continuous learning spirit in a school. Malema (2013) and Mtapuri (2014) found that IQMS is an important system for educator development. However, its implementation has been affected by various challenges. Malema (2013) identified challenges such as lack of cooperation from educators, time constraints, workloads that are not manageable, lack of understanding resulting from lack of training, dishonesty in rating in order to receive money, to mention but a few. Mtapuri (2014) indicated that participants mentioned challenges such as the capability and credibility of those who are training them, allocation of high marks, and educators refusing to assist with development. The Centre for Development and Enterprise (2015) stated that in schools the professional aspect of IQMS has not received favourable attention because of insufficient time and skills.

The next section of the study provides an education law and policy perspective on the promotion of inquiry and dialogues for educators. It also indicates how education law and education policies that promote inquiry and dialogue for educators have been translated into practice.

Inquiry-based learning and constructive dialogue for educators
Inquiry-based learning and constructive dialogue should be based on the SACE Code of Professional Ethics for Educators (SACE Code). This is because SACE treats educators as a self-governing group of professionals. Harris (1997) asserts that professionalism in the field of education has changed from a technical-rational model to the new model (new professionalism) that considers educators as reflective practitioners. The new professionalism embraces the fact that construction of knowledge is done through engagement with problems that are experienced in the practice of teaching and the one that is built through inquiry-based learning and reflection (Harris, 1997). The new professionalism gives educators an opportunity to have input in the process of redefining the practice of teaching (Harris, 1997). In the light of this, 'new professionalism' supports positive educator images as 'instruments to empower teachers (democratic professionalism) [not] instruments to control teachers' work (managerial professionalism)' (Wits EPU, 2005:7-8). Furthermore, the ELRC Collective Agreement 8 states:

> the purpose of evaluation by member(s) of the Development Support Group is to provide the opportunity for constructive engagement around what teachers should learn and how the school can support teachers in terms of mentoring and support, and what in-service training (INSET) and other programmes need to be provided by, for example, the department.

The type 2 activities of the CPTD Points Schedule, such as participation in mini conferences and school community action research, promote inquiry and dialogues. In a study conducted in Gauteng province, Gomba (2019) found that type 2 and 3 activities of the CPTD are neglected by educators. As indicated above, IQMS and CPTD are programmes that intend to promote inquiry-based learning and constructive dialogue. These are not realised in South African schools because of challenges facing the implementation of IQMS (Malema, 2013, Mtapuri, 2014) and CPTD (Gomba, 2019, Johns & Sosibo, 2019). The

following section of the study analyses and discusses how education law and education policies regulate collaborative learning. It also discusses how education law and education policies that encourage collaborative learning and team learning for educators have been translated into practice.

Collaboration and team learning for educators

The Integrated Strategic Planning Framework for Teacher Education and Development in South Africa 2011-2025 (ISPFTED) provides for the establishment of Professional Learning Communities (PLCs). PLCs are:

> communities that provide the setting and necessary support for groups of classroom teachers, school managers and subject advisors to participate collectively in determining their own development trajectories, and to set up activities that will drive their development. The key players in the establishment of PLCs will be the province, districts, teacher organisations, subject-based professional teacher associated associations and, equally important, the teachers themselves (ISPFTED, 2011: 14).

The above statement shows how the DBE and Department of Higher Education and Training are in the process of encouraging educators to be involved in collaboration and team learning. Regarding the implementation PLC, in 2017, VVOB (2017) indicated that the DBE report showed that six provinces have already started with the implementation process while three provinces were on a preparatory phase. On the other hand, Nkengbeza and Heystek (2017) conducted a study in the three areas of the North West Province about the perception of educators and principals of their schools as PLCs. They found that educators and principals of rural and township schools have a low perception of their schools as PLCs compared to their counterparts in urban areas. They are of the view that PLCs have not been implemented as required in rural areas and townships. Hence, the process of implementing the PLC programme in schools has not been implemented successfully in other schools in South Africa.

The type 2 activities of the CPTD Points Schedule, such as school twinning, networks, professional learning communities and subject cluster meetings, promote collaboration (SACE, 2014). As indicated previously, Gomba (2019) indicates that educators do not implement type 2 and 3 activities according to the requirements. The section that follows discusses the contribution that this study is making to teaching and learning

CONTRIBUTION TO TEACHING AND LEARNING

This study contributes to the body of knowledge in teaching and learning by providing findings and recommendations. These findings may be used by the DBE, principals and educators to change their schools into learning organisations. The following section of the study provides the findings of this study.

Findings

This study presents two main findings. Each main finding has sub-findings that support it. The first main finding is that there are sufficient education law and policies that regulate and guide SLOs in South Africa. Education law and policies that regulate and guide SLOs for educators include but are not limited to: the Constitution, NEPA, NSE, ELRC Resolution 7, SACE Act, SACE Code, CPTD Points Schedule, PAM, LRA, RRTCEE, ELRC Collective Agreement 8 and ISPFTED. These education law and education policies provide for programmes that guide schools on the implementation of one or more of the components of SLOs for educators such as continuous learning, inquiry-based learning, constructive dialogue, collaboration and team learning for educators. These programmes include but are not limited to induction, CPTD, IQMS, PLC and mentoring. The fact that education law and education policies regulate SLOs for educators does not guarantee the success of educator development. It depends on how education law and education policy

are translated into practice. The paragraph that follows discusses the findings on how these education law and education policies that regulate and guide SLOs have been translated into practice.

The second main finding is that the existing education law and education policies that regulate and guide SLOs for educators has not yet been realised. Progress towards the realisation of the legislation and policy that encouraging educators to be lifelong learners has been made but not to the fullest. There is still much to be done. Even though there is a small improvement between 2011 and 2019, some of the educators do not spend enough time on professional development. The implementation of CPTD is not yet effective in schools. The conflicting views from SACE stakeholders might be essential but they are delaying the progress of educator development. The lack of induction and mentoring policies and lack of formal structures for induction and mentoring is not a good practice for schools which want to be learning organisations for educators. The implementation of IQMS is faced with challenges that are hindering progress in the development of educators. Due to challenges facing the implementation of CPTD and IQMS, inquiry-based learning and constructive dialogues cannot take place as envisaged. The process of implementing PLC programmes is not effective in some of the South African schools. Educators end up being confused as to which programme should be implemented to improve their knowledge, skill and values in teaching.

Recommendations

All schools should become SLOs for educators which provide continuous learning, inquiry-based learning, constructive dialogue, collaboration and team learning activities for their educators.

The existing educator development programmes such as induction, IQMS, CPTD, PLC and mentoring, should be integrated into one integrated educator development programme rather than having many separate developmental programmes for educators. This integrated educator development programme should consist of developmental activities for newly appointed educators and educators who have been in service. It should consist of all-important aspects that are found in the induction, CPTD, IQMS, PLC and mentoring programmes. It will reduce the repetition that is taking place during educator development in schools. It should be designed in such a way that there are no clashes in the implementation of activities and there should be no overloading of educators with development activities.

Where required, the existing education law and education policies on educator development should be amended to avoid the confusion that is caused by education law and education policies and by the implementation of various separate educator developmental programmes that have different standards and characteristics. For instance, there should be one set of standards for educators in South Africa that inform the development of all educators instead of having various sets of standards for educators such as the Norms and Standards for Educators (2000) and IQMS performance standards (ELRC, 2003). The DBE uses key characteristics of PLCs (DBE, 2015). SACE is in the process of developing the SACE Professional Teaching Standards (SACE, 2018).

A maximum of 80 hours per year should be used effectively for compulsory professional development activities of educators. In order to achieve the target of spending 80 hours for developing each educator in a year, these hours should be clearly distributed to allow various service providers to provide educator development programmes. The DBE as the main employer of educators in the public sector working together with stakeholders should decide as to which service providers should be allocated hours to develop educators. It is highly recommended that schools should be allocated hours to develop their educators. SLOs should use this specific number of hours for the development of their educators.

Schools should develop their own SLO policies that will ensure that they become effective learning organisations for educators. School principals should use CPTD Points Schedule as a guideline on how to

develop their educators. They can also select relevant activities for their planning so that whatever they implement will benefit educators in terms of points.

The above-mentioned recommendations will enable schools to be learning organisations and will bring improvements in schools.

CONCLUSION

The success of SLOs is based on having good education law and education policies. Education law and education policies should be translated into practice so that SLOs can have excellent educators. All schools in South Africa should be SLOs for educators. The findings of this study show that in South Africa, there is an existence of education law and education policies that regulate and guide SLOs for educators. The challenge with the existing education law and education policies is that they are not successfully translated into practice. These challenges hinder progress of SLOs. Some of the law and policies will need to be amended and some replaced. The benefits of changing schools to SLOs for educators is that their educators become equipped in terms of skills, knowledge and values. This study will contribute in changing schools to become SLOs for educators.

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