Report of the Ministerial Committee on Teacher Education

A National Framework for Teacher Education in South Africa

16th June 2005

education

Department:
Education
REPUBLIC OF SOUTH AFRICA

Contents

PREFACE

Over the past decade South Africa has developed a comprehensive set of policies in the field of education with a view to transforming education in such a way that the ideal of quality education for all could become a reality. At the heart of these policies stands the view that what a democratic society requires is a range of complementary authorities to avoid the domination of the education system by any single authority.

This Report of the Ministerial Committee on Teacher Education (MCTE[1]) identifies some main difficulties that have emerged in the field of teacher education, which constitute barriers to the comprehensive transformation of education in South Africa, and it makes practical recommendations about how they can be overcome. It is conceived of not as a blueprint for teacher education - a new policy to replace those we have at present - but as an overarching Framework that will enable us to use the policies already in place to develop a coherent teacher education system, and to focus sharply on the decisive rôle of teacher education in the transformation of education.

One of the main aims of the Framework is to develop clarity and coherence across the various authorities and policies that play a part in the education of professionally committed and competent teachers able to contribute to a quality education system **for all**. It is the culmination of dialogue with the range of key influential bodies in the field of teacher education, including the teacher unions, Faculties of Education[2] in public higher education institutions (HEIs), the Council on Higher Education (CHE), the South African Council for Educators (SACE), the South African Qualifications Authority (SAQA), the Education Labour Relations Council (ELRC), the Department of Education bureaucracy at national and provincial level, and the Education, Training & Development Practices: Sector Education and Training Authority (ETDP-SETA).

While not always agreeing with them, the Ministerial Committee on Teacher Education has taken account of the views of all these bodies, and this Report proposes a National Framework for Teacher Education to provide coherence, direction and focus to the development of a vibrant and affordable teacher education system for South Africa; a system that will develop and nurture professional teachers as one key component in the qualitative transformation of our education system.

---

[1] See Appendix (page 33) 1 for a list of the abbreviations used.

[2] The phrase 'Faculties of Education' is used to refer to units in public HEIs that have the responsibility for teacher education. In some cases they are now called 'Schools', 'Departments' etc - and in one case (University of Venda) there is no longer any dedicated unit for teacher education. These terminological issues can in some cases to be explained merely in terms of the internal restructuring of HEIs, but in others they are a symptom of a lack of clear institutional focus on the tasks of teacher education.

INTRODUCTION

In February 2003 the (former) Minister of Education set up a Ministerial Committee on Teacher Education, consisting of the following three Professors:

MAY Jiya	On secondment from the University of Fort Hare
Michael Samuel	On secondment from the University of Durban-Westville (now part of the University of KwaZulu-Natal)
Wally Morrow	Previously on secondment from the University of Port Elizabeth

The principal purpose of this Committee was to develop a National Framework for Teacher Education. Such a Framework was conceived of not as a new policy, but as an operational frame in terms of which current policies can be understood as parts of a unified system, and the various players in the field of Teacher Education can co-ordinate their efforts. A National Framework for Teacher Education constitutes an overarching framework which attempts to chart a long-term vision of a co-ordinated and coherent system of initial and continuing professional education of teachers and focuses on the systemic rôle that teacher education has in the overall transformation of education.

Over the past two years the MCTE has had many consultative meetings with all the key rôle players in the broad field of teacher education, and has organised Colloquia and Workshops to bring them together. It made two on-site visits to each of the nine Provincial Departments of Education (PDEs) and site visits to the 22 public Higher Education Institutions that offer teacher education. Over this time the MCTE gradually developed a National Framework for Teacher Education, which was modified in the light of critical inputs from the various bodies who were part of this on-going discussion.

On 3rd November 2004 the MCTE delivered the comprehensive set of documents and recommendations to the Minister of Education in Cape Town. Some of that set of documents will be published separately as they are not merely an historical record of the evidence on which the recommendations of the MCTE are based, but they provide generative starting points for on-going debate about teacher education in South Africa. ***See attached CD.***

Given the method of their development there are a number of versions of the Recommendations of the MCTE in circulation, some of which have subsequently been modified. The MCTE has now produced the current Report (*A Framework for Teacher Education in South Africa*), and this should be understood as the definitive report of the Ministerial Committee on Teacher Education.

This Report has been shaped by the following broad principles:

o   The right to quality education for all is a right without limitation, and it is one of the basic rights in a democratic South Africa.
o   Schooling is a public good, for which public funding is provided.
o   Teachers are the key agents in the quality of the education system. They should be treated and conceptualised as members of a profession (as opposed to as 'service workers'), and higher education qualifications for teachers need to be protected and benchmarked.
o   One of the key principles of a healthy democracy is that there should be various sources of authority to prevent the abuse of power by any one authority. This principle is of particular significance in relation to defining professional teaching and the 'public good', conceptualising teacher education, and benchmarking 'quality education for all'.

o   ABET and ECD have in the past been conceptualised as separate from GET and FET but, given the basic right to quality education for all, our history and the prevailing social conditions, there are good reasons to include ECD and ABET teachers in the Initial and Continuing Professional Teacher Education systems conceptualised in the Framework[3].

The work of the Ministerial Committee on Teacher Education is based on:

o   A strong commitment to the transformation goals for education in South Africa.
o   An acknowledgement of ambitious policy decisions that have been taken since the 1994 transition.
o   But a concern that some of the principal intentions of those policies are not being achieved, as revealed by large-scale systemic evaluations which have taken place, and the continuing blatant inequalities in the provision of schooling.
o   The view that the practice of teaching is the centre of gravity of the whole education system and that any other parts of the system can be justified only to the extent that they enable teaching to flourish.
o   Recognition that policy alone will not realise our transformation goals, and an acceptance that 'deep change' of teachers' practices (rather than superficial compliance, mimicry, or merely rhetorical acceptance) is a long-term enterprise. This entails the establishment of sustainable enabling environments and conditions within which fundamental and critical engagement with transformation is promoted.
o   A concern about the increasing impact on schooling of problems of endemic poverty and the unfolding crisis of the HIV and AIDS pandemic (including the increasing number of orphans and children who are themselves heads of households).
o   A concern that despite considerable public funding for teacher education the mandated public providers of initial teacher education are being forced into 'survival mode', and that this is undermining their capacity to provide quality teacher education[4].
o   Recognition that public resources for education are not unlimited, and need to be used wisely and well.

One fundamental recommendation of this Report is that:

For the purposes of analysis and planning we think of teacher education in terms of three complementary sub-systems:

The system[5] of Initial Professional Education of Teachers (IPET);
The system of Continuing Professional Teacher Development (CPTD); and
The support systems needed to enable IPET and CPTD.

At this time the IPET system is contested and underfunded; there is no CPTD system; and, in general, the support systems are neither well coordinated, nor clearly focused on their main function.

The recommendations made in this Report are designed to contribute to the improvement of the three main sub-systems and their coherence as a comprehensive system of teacher education for our country at this time.

---

[3] It is acknowledged that the inclusion of ECD and ABET teachers in the systems proposed would require some modification of current regulations, especially those related to qualifications and the Registration of teachers by the statutory professional body (SACE), and that such inclusion would have to be phased in over a period of time.
[4] Of the six CHE-accredited private HEIs that offer teacher education courses, only one (Centre for Creative Education) offers a BEd degree. It is clear that public HEIs are, overwhelmingly, the providers of teacher education in South Africa at this time.
[5] A system consists of complementary parts that should work in harmony with each other in accomplishing a shared goal.

This Report is organised in terms of the following sections:

	Title	Main purpose	Page
A	Terminology and conceptual orientation	Introduces some key conceptual distinctions	6
B	Initial Professional Education of Teachers (IPET)	Makes recommendations to enable HEIs to fulfil their responsibility for IPET	10
C	Continuing Professional Teacher Development (CPTD)	Provides a brief sketch of the proposed CPTD system	16
D	Support systems to enable IPET & CPTD		
	D1 Supply and Demand	Recommends improvements in respect to managing supply and demand for teachers	18
	D2 Funding for teacher education	Points to two major problems in this field, and suggests solutions	19
	D3 Structures and Co-ordination	Recommends structures to enable the support systems to work together for a common goal	21
	D4 Quality and Quality Assurance	Recommends a division of responsibilities	24
E	Careers and qualifications		
	E1 The career of a professional teacher	Clarifies such a career	26
	E2 Qualifications Framework for education	Introduces the proposed framework of professional and academic qualifications in education	28
F	Can we deliver on the right to quality education for all?	Opens up the question of whether we need a radical solution to persisting problems.	31

SECTION A

Terminology and conceptual orientation

Some of the key problems we face can be traced back to terminological and conceptual confusions in the way we think about, plan and organise the education system, and consequently teacher education. Such problems are exacerbated in a multilingual context. The Framework is based on a definite understanding of teaching, a professional teacher, teacher education, the difference between career paths and development tracks, distinctions between NQF Credits and Professional Development Points, and the Registration and Licensing of teachers.

Teaching

Teaching is the practice of organising systematic learning, and it is at the core of any educational system.

Apartheid schooling and resistance against it, coupled with a (romantic) 'progressivist' theory (with its replacement of 'teaching' by 'facilitation') have served to undermine the key rôle of teaching in schooling and education.

To replace the word 'teacher' with the word 'educator' - used to cover a range of rôle players in the education system - is to risk losing sight of the very practice that is the *raison d'être* of the whole system. The term 'educator' homogenises the distinctive rôles of the range of staff within the education system, and, thus, leads to a lack of a clear focus on the defining purpose of education - purposefully to foster systematic learning. Such homogenising might have served political purposes related to levelling hierarchies between different post levels, but what it has done is to distract attention from the core function of any schooling or education.

The defining purpose of all other posts within an education system is to support the central purpose of the system, namely, teaching and learning. Managers need to manage; administrators need to administer; and teachers need to teach. The rôle of managers and administrators is to sustain enabling conditions for teaching and learning to flourish.

> **Recommendation A1**
> Retrieve the word 'teaching', understand it as the practice of organizing systematic learning, and relocate it at the heart of how we think about, plan and organize the education system.

Professional Teacher

A professional teacher is a person with the educated competences and abiding commitments needed to engage successfully in the professional practice of teaching. A professional teacher is characterised more by a commitment to the ideals of the profession, and flexible competences to pursue those ideals in a variety of circumstances, than by mere obedience to the legitimate requirements of an employer.

The practice of teaching is a situated and interpretative contextual practice. Although this practice does involve skills and routines, it cannot be reduced to skills and routines. Variations in what the exercise of this practice involves are dependent on variable contextual realities that include the level of the learners and the socio-historical, political contexts of practice. Expert teaching involves making situated, interpretive judgments, and this is one reason for saying that it is a professional practice.

Despite the undisputed differences between teaching different classes of learners in different learning sites and different circumstances, the use of different labels to differentiate between 'educators', 'practitioners', and 'lecturers' disrupts the coherence of the system, marginalizes some parts of the system, and reinforces hierarchies of status. Professional teachers in the ECD, ABET, GET, FET and HE phases and bands are all, by definition, engaged in the practice of organising systematic learning. To lose sight of this fact in our labelling system is in conflict with the goal of achieving an integrated national education and training system.

Recommendation A2
Accept that professional teachers are the essential resource of the education system, and configure our programmes of teacher education (IPET & CPTD) and support systems to reinforce the professional competences and commitments of teachers.

Teacher Education

Teacher education is a form of professional education that has as its defining purpose to improve the professional practice of teachers.

Teacher education should be conceived of as a continuum without sharp breaks. However, there are important differences between the Initial Professional Education of Teachers (IPET) and Continuing Professional Teacher Development (CPTD). The conventional distinction between 'pre-service' and 'in-service' teacher education does not serve our purposes well. There are many currently serving teachers who have not yet reached minimum qualification levels; and, given the history of teacher education in our country and goals for the transformation of our education system, CPTD needs to be given much higher prominence in our conception of teacher education.

The defining purpose of IPET is to prepare a person to reach the threshold of competent participation in the teaching profession - it involves the initial development of the basic competences and commitments characteristic of this profession. The defining purpose of CPTD is to enable teachers continually to revitalize and improve their professional practices. In our teacher education system at present IPET is the responsibility of public HEIs, but their rôle is contested. And CPTD is left to the haphazard and un-coordinated interventions of a variety of providers.

Recommendation A3
Conceive of teacher education as a continuing process with two main parts (IPET and CPTD) each of which needs to be conceived of as a coherent system with overlapping but different main purposes.

Career Paths and Development Tracks

A failure to distinguish between career paths (in a system of employment) and personal development tracks leads to confusion about the purposes and nature of both CPTD and postgraduate study in the field of education.

Career paths conceive of teachers as employees in an education system, and provide promotion routes within that system. It is unfortunate that traditionally the main promotion routes in the education system are promotion out of teaching, and into management, administration or 'special services'.

Career pathing is an important way of shaping the career trajectories and aspirations of teachers employed in the public education system. Furthermore, clearly conceptualised and operationalised career paths can make an important contribution to the morale of teachers[6]. ELRC Resolution 8 (of April 2003) recommended four career paths, including a new career path: **Teaching & Learning.** This resolution is to be welcomed as a way of providing material rewards for good teachers to remain in teaching, rather than to aspire to move out of teaching into some other rôle in the education system. The **Teaching & Learning** career path should be exploited by employers as a way of emphasizing the essential rôle of teaching in the whole system, rewarding teachers who remain in this rôle, and of developing a core of expert teachers who can begin to serve as on-site mentors for novice teachers.

Development tracks conceive of teachers as members of an educated profession. They are forms of personal enrichment rather than being linked to promotion routes within an education system. Development tracks are lines of development for individuals, and they may or may not be parallel to their career paths.

In the field of education there are two formal development tracks - a professional track and an academic track, and to fail to distinguish clearly between them is bad for both professional education and the academic study of education. These tracks are not entirely distinct from each other, but they differ in relation to their defining goal. The professional track is concerned with improving professional practice and it leads towards the goal of excellence in that practice; the academic track is concerned with the rigorous study of education and it leads towards the goal of engaging in higher level research and study in the field of education. The distinction between these two tracks is of major significance in relation to formal qualifications and programmes in the field of education[7].

> **Recommendation A4**
> Emphasize the teaching & learning career path, and distinguish between career paths for educators, and the two personal development tracks (namely, the **professional** and **academic** development tracks), while acknowledging that there is some relationship between them.

NQF Credits and PD Points

NQF Credits are 'permanent'; they are recorded on the SAQA National Learners Record Database. By contrast, PD Points have a limited shelf-life, and they are based on the idea of life-long learning as a continuing process of renewal. The proposed PD Points system[8] **complements** the NQF Credit system - it does not replace it.

The National Qualifications Framework is a system for registering qualifications (and unit standards), and recording the learning achievements of learners in terms of those qualifications (and unit standards). It was conceived of as a comprehensive system to encompass all learning achievements in any contexts for any purposes. Such a purpose has proved to be over-ambitious (there are forms of learning not capturable on an NQF) - and this is especially important in relation to Continuing Professional Teacher Development (which encompasses more than formally registered kinds of learning.)

---

[6] It is notable that one reason provided by teachers for considering leaving the profession is lack of career advancement and recognition. (See ELRC Report *Potential Attrition in Education* (2005)
[7] See Appendix 4.
[8] See Section C below.

Contributions to the professional development of teachers can be of a wide variety of kinds, from a range of different sources. Some are once-off interventions, many are short training programmes, some are linked to further formal qualifications, some are specifically designed to introduce teachers to new policies, etc. Currently there is no system to recognise this range of activities or to reward teachers for engaging in them.

This Report argues that many activities that are legitimately understood as contributing to the professional development of teachers are not suitable or appropriate to be registered on the NQF, and awarded NQF Credits. It, thus, recommends the development of a **CPTD system** centred around the idea of a register of endorsed professional development activities allocated Professional Development Points. An endorsed PD activity will be allocated PD Points, and it may or may not also earn the learner NQF Credits. A prime example of this could be an ACE[9] programme which could earn a teacher **both** PD Points and NQF Credits.

Recommendation A5
Distinguish between NQF Credits and PD Points, while acknowledging that there are some learning activities that can earn both.

Registration and Licensing[10]

No educator is permitted to be employed as an educator unless they are registered with the South African Council for Educators (SACE). A professional qualification at at least the level of M+3[11] (REQV 13) is a requirement for Registration. Registration is relatively permanent; an educator can be deregistered only if they commit a criminal act or contravene some part of the SACE *Code of Professional Ethics*. This Report recommends that the SACE establish a special form of Registration to be called a 'License'. A minimum qualification for being Licensed is the possession of an Advanced Diploma in Education[12].

Unlike ordinary Registration a Licence will not be 'permanent', its retention would depend on regulations established by the SACE, and particularly the earning of a specified number of PD Points in cycles of three years. The suspension of an educator's Licence would not affect their employment status, but the possession of a current Licence is expected to provide benefits, such as better prospects for promotion. In addition the existence of a category of Licensed Educator would establish a benchmark (at REQV 14) for full status as a professional teacher.

Recommendation A6
Request the SACE to recognise a distinction between Registered and Licensed Educators, and establish a category of Licensed Educator within the broader category of Registered Educator.

---

[9] See Appendix 4b. It is proposed that the ACE be renamed an Advanced Diploma in Education (Specialisation).
[10] See Section E2 below. The introduction of sanctions related to maintaining a Licence has been a contentious issue with the teacher unions, and a concern of the DoE. However, this concern reflects more the concern with the consequences of teachers' losing their Registration, which has the negative sanction of rendering them legally unemployable in schools. The Framework does not recommend that teachers will be debarred from employment if they lose their Licence. Teachers may have their Licence suspended or revoked, but continue to be employed as registered teachers. Positive sanctions for retaining one's Licence are that it constitutes evidence of one's engagement with continuing professional growth, and it improves one's eligibility for promotion within the system. This encourages all teachers to engage in CPTD as a form of lifelong learning. A clear distinction between the consequences of de-registration and de-licensing needs to be made.
[11] See *Criteria for the Recognition and Evaluation of Qualifications for Employment in Education Based on the Norms and Standards for Educators*, 2000. Explanatory Notes, Point 2 (second bullet)
[12] See Appendix 4b for a description of the proposed Advanced Diplomas in Education.

SECTION B

Initial Professional Education of Teachers (IPET)

The education system requires a steady flow of newly qualified teachers. Normal attrition out of the system runs at between 5 and 5.5%[13] per annum, and in our case this implies that we need about 20 000 newly qualified teachers per annum[14]. We do not know how the HIV and AIDS pandemic will affect this figure. Currently we are producing, at best, between 5000 and 7000 new teachers per annum[15], and this indicates that we will face severe shortages in the medium to longer term.

Over the past several years Faculties of Education have had some difficulty in recruiting students for their initial teacher education programmes and this has had a severe impact on the maintenance of their capacity to continue to provide quality initial teacher education programmes. In many Faculties as many as 50% of staff are employed on temporary contracts. The low subsidy level of initial teacher education programmes does not provide a sufficient incentive for HEIs to give more weight to their responsibilities for teacher education.

Moving initial teacher education from Colleges of Education to Higher Education Institutions has impacted particularly negatively on the capacity of the system to train Grade R and Foundation Phase teachers, including the teaching of basic literacy and numeracy, and the rôle of mother tongue teaching at the early stages of schooling. In general, the institutional capacity of the system to train Foundation and Intermediate Phase teachers has deteriorated.

Traditional full-cost loans for initial professional education of teachers (IPET) are no longer readily available; the costs to individuals (and their families) - in terms of both direct costs and lost income - are a serious barrier to potential teacher education students. One consequence of the incorporation of Colleges of Education into HEIs is that teacher education provisioning has become more centralised, predominantly in urban settings, and less accessible to rural students. This has increased the costs to individuals to study to become teachers[16], in terms of the need to factor in travel, living expenses and accommodation costs. The majority of students in Foundation Phase teacher education programmes are female and white. In short, IPET programmes have become too expensive for the majority of traditional teacher education students, and, as an additional disincentive, prospects of employment for newly qualified teachers have decreased. There is no system of service contracts, which traditionally provided some security of employment after initial training.

> **Recommendation B7**
> Reinforce and consolidate the rôle of public HEIs as the principal providers of Initial Professional Teacher Education programmes, provide adequate funding, and nurture their capacity to fulfil this responsibility.

Important as it is (especially in our context in which many students have less than satisfactory schooling backgrounds) the initial professional education of teachers involves more than gaining a formal qualification. The practice of launching novice teachers into employment without explicit on-site induction is unsatisfactory, and we need to conceptualise IPET as having two closely linked phases: formal qualification and site-based induction.

---

[13] See Crouch and Perry "Educators", Chapter 21 in HSRC (2003) *Human Resources Development Review* 2003.
[14] The ELRC study: *Factors Determining Educator Supply and Demand in South African Public Schools* (2005), found that the HIV positive prevalence rate for currently serving educators is 12.7%, and that, on average at this time, 21 000 educators leave the system annually.
[15] These figures are drawn from self-reports from the Deans of Education. One of the difficulties in achieving accuracy here is that it is unknown how many students in initial teacher education programmes are already-serving teachers.
[16] This is particularly important in the light of the social classes from which teachers are traditionally drawn.

IPET should be understood as including formal intellectual development (including the consolidation of the basic tools for learning, and challenging embedded assumptions about teaching), nurturing a commitment to the ideals of the profession, and training for specific tasks as a teacher in particular institutional contexts. But it should also be understood as including on-site induction into the situated contexts of practice. During induction novice teachers should be employed as registered teachers, and this employment should also be regarded as probation. IPET should, thus, be understood as consisting of two phases leading to registration as a Licensed Professional Teacher.

Recommendation B8
Conceptualise the IPET system as having two phases:
Initial formal **qualification**, including practical internship - leading to Registration with the SACE;
Formal school-based **induction** - leading to Licensing by the SACE.

The policy[17] of replacing the previous range of Certificates and Diplomas with Degrees for initial teacher education had as its central intention to improve the quality of professional teacher education. This is an improvement that we still need to accomplish.

But a four-year full-time (480 NQF Credit) BEd is too costly for a high proportion of teacher education students and their families and communities. A three-year degree programme, followed by a year of formal induction during which the novice teacher would be employed and paid a salary, would reduce the costs to individuals and their supporters. As teacher shortages - especially in particular Phases and Learning Areas or particular locations - increase, there is a tendency to employ un- or under-qualified teachers[18], and to find non-HEI based forms of initial teacher education. But these tendencies should not be welcomed if we support the ideal of improving the quality of education for all.

De facto many HEIs currently design the fourth year of their BEd programme as school-based. This is, indeed, an acknowledgement of the key contribution of site-based training in an IPET programme. However there are two problems. One is that whether or not the fourth year is linked to a 'learnership', there are many cases in which novice teachers become simply exploited labour, with little time or energy to engage well with the expectations of the HEI. Another is that because it is not a formally specified part of the IPET programmes both schools and HEIs find it difficult to conceptualise their joint rôle and shared responsibilities, and many novice teachers are simply left to their own devices. The building of capacity, and its link to defined responsibilities of mentor teachers during the induction phase of IPET are acknowledged as important elements in the viability of the following recommendation.

Recommendation B9
Establish the BEd (360 NQF Credits) and an Advanced Diploma (Education: Induction) (120 NQF Credits) or another appropriate degree and an Advanced Diploma (Education: Postgraduate) as the basic IPET qualifications[19].

---

[17] As recommended in the *Norms and Standards for Educators* (DoE 2000)
[18] Which is a way in which Provincial Departments of Education can reduce the percentage of their budgets for personnel costs!
[19] See Section E2 and Appendix 4 - which spell out the details of this recommendation.

Provincial Departments of Education (PDEs) persistently complain that HEIs do not prepare teachers well for the tasks of school teaching; and there are very few examples of genuine partnerships between schools (the world of schooling) and HEIs (the world of formal teacher education). Part of the explanation is the persistence of a traditional conception of 'pre-set' as producing a 'qualified' teacher needing little more than a bit of unsupported experience to become an expert teacher.

The success of the on-site phases of initial teacher education rests on the quality of the supervision of novice teachers during 'practical internship' and the quality of the mentoring they receive during induction. But in our context - partly because of the chronic overloading of teachers (including the lecturers in Faculties of Education) - there is, in general, a lack of a tradition of effective supervision and mentoring of novice teachers.

In addition, the success of an induction year will depend on HEIs continuing to be allocated a normal subsidy for the fourth year of training, and PDEs supporting this phase of IPET, and, in particular, agreeing to the formal employment of novice teachers during their induction.

Recommendation B10
Develop effective partnerships[20] between HEIs, schools and PDEs as a condition for the success of the initial professional education of teachers.

The delivery of initial teacher education programmes should be expanded beyond an exclusive focus on face-to-face teaching modes[21]. Such a teaching mode is labour-intensive, and, thus, expensive. This is not to cast doubt on the importance of face-to-face teaching, especially where the lecturers are themselves good teachers. But it is to say that face-to-face teaching should be seen as only one element in the design of quality IPET programmes.

Developments in 'distance education'[22] contain many lessons for more conventional modes of delivery, and the expertise in Faculties of Education should be well-placed to think more imaginatively about their modes of delivery in IPET programmes[23]. This is especially crucial in the light of the high (institutional) costs of IPET programmes, and the considerable distance, in many cases, between the campus of the HEI, and the schools and other sites of learning in which novice teachers will be located for the Induction phase of their programmes[24].

It has to be acknowledged that as part of a survival strategy, some Faculties of Education have become embrangled in 'distance' or 'semi-distance' modes of delivery based on poorly-designed and inappropriate learning material, and inadequate attention to the quality of support provided for novice teachers by the school and the HEI. But these unsatisfactory developments are not sufficient reason for Faculties of Education not to pioneer responsible alternative modes of delivery for IPET programmes.

Recommendation B11
Encourage HEIs to explore less costly and less labour intensive but higher quality modes of offering teacher education programmes.

---

[20] A partnership is a relationship between equals in which no partner is dominant.
[21] A project such as MINDSET needs to be much more firmly integrated into the regular teaching in schools, and incorporated into teacher education programmes. The OLSET project is a radio-based learner support programme that is simultaneously a form of in-service teacher training. It provides a model that could be considered for mainstreaming in the schooling system.
[22] See the CHE Report: *Enhancing the Contribution of Distance Higher Education in South Africa* (September 2004)
[23] Reluctance of Faculties to move in this direction is partly an outcome of the way in which if their programmes get reclassified as 'distance' programmes they would earn only 50% of the subsidy.
[24] About half of current IPET students are registered with Unisa.

Perhaps as a reaction to the excessive prescription of teacher education in the past there has been an excessive concentration on the personal development of teachers. But this swing of the pendulum can have the effect of prioritising 'teacher performance' without due attention to teachers' contribution to learner achievement. The constitutive goal of teacher education is the development of teachers with the capacity and commitment to enhance the quality of students' learning. Teacher education programmes do indeed need to acknowledge students' personal embedded images of what teaching and learning entails, their biographical histories and their levels of subject matter expertise, but this is only the starting point for the development of their competence in the practice of organising systematic learning.

It has to be acknowledged that many students in initial teacher education programmes have very poor levels of (print) literacy and numeracy. IPET programmes need to focus sharply on this issue, and emphasize the development of student teachers' levels of literacy and numeracy across the whole curriculum, if for no other reasons than to enable teachers to continue to learn from reading.

Few teachers are well prepared to cope with HIV and AIDS in learning sites, or have a clear appreciation of the growing impact of the pandemic on education and the schooling system. But teachers are at the sharp edge of the pandemic, increasingly having to cope on a daily basis with its impacts on school organisation, colleagues, learners and communities. As a matter of urgent priority IPET programmes need to equip future teachers with the emotional, social and practical competences to cope with the effects of the pandemic in learning sites.

Newly qualified teachers are frequently criticised[25] for being under-prepared in the knowledge content of the subjects / learning areas they teach. Perhaps some interpretations of OBE and the valorisation of 'learner-centred education' have contributed to the under-emphasis on content knowledge, and the ability to make it accessible to learners. But whatever the reason, it is clear that no-one can teach something they themselves do not know, and a re-emphasis on the key importance of content knowledge, especially in the formal qualification phase of the IPET programme, is needed at this time.

Initial teacher education materials tend to over-emphasise theoretical rather than practical strategic actions that novice teachers require. Learning material (print, electronic, etc.) that targets the kinds of challenges and practical interventions possible for novice/newly qualifying teachers in resource-scarce institutional settings is not widely available.

There are many policies with which one might ideally expect beginning teachers to be familiar, but it would be an error to expect IPET programmes to have as one of their goals the development of policy experts. IPET students should, as a matter of course, become familiar with the broad constitutive goals of relevant education and other policies such as the Inclusive Education Policy, the Language in Education Policy and *The Constitution*. However, National Curriculum policies[26] have a different status in IPET programmes, and such programmes should include teaching student teachers how to be responsive to such policies in various contexts.

Finally, IPET programmes need to promote critical engagement with the SACE *Code of Professional Ethics*, and develop an understanding of how that Code will frame their membership of the teaching profession.

---

[25] See Taylor & Vinjevold (eds) (1999) *Getting Learning Right: Report of the President's Education Initiative Research Project* (JET)
[26] In the case of GET the *Revised National Curriculum Statement* is the ruling policy, but in other phases and bands there are other curriculum policies.

> **Recommendation B12**
> Encourage HEIs to prioritise the following in their teacher education programmes:
> o The development of students' literacy and numeracy.
> o A definite focus on HIV and AIDS - including the development of an informed understanding of the pandemic and its impacts on schooling and community life, and the competences to cope responsibly with the effects of the pandemic in learning sites.
> o Pedagogical content knowledge.
> o Responsiveness to National Curriculum policies.
> o A thorough understanding of the SACE *Code of Professional Ethics.*
> o How to find and use locally accessible learning resources[27].

Responsiveness to National Curriculum policies is sometimes understood as requiring the IPET curriculum to mirror the school curriculum[28]. But this view is based on a superficial understanding of knowledge, confusions about the theoretical underpinnings of professional practice, and a failure to appreciate the ways in which traditional academic disciplines provide the epistemological basis for any elements of the school curriculum. HEIs should be encouraged to think about IPET programmes as being generic and developing a deeper understanding of teaching and education, with only a proportion devoted to Phase and Learning Area specialisation.

The IPET curriculum needs to include 'public knowledge' - what teachers need to know and to be able to do to become teachers in contemporary institutions - but it usually fails to take account of embedded and unarticulated assumptions about teaching and learning that the students bring from their own twelve years of experience as learners at school. The teacher education curriculum needs to disrupt these embedded assumptions of what it means to teach and to be a teacher.

The Norms and Standards for Educators (DoE February 2000) raises elaborate and utopian expectations of the scope of IPET - in particular the 'seven rôles' of a teacher are highly unlikely to be achievable by a novice teacher. In addition the *Norms and Standards for Educators* is sometimes interpreted as implying that teacher education should be phase-specific. This presupposes a stable schooling system with dedicated teachers for each phase. Except in the case of more privileged schools in our current context this is unrealistic.

> **Recommendation B13**
> Encourage HEIs to focus their IPET programmes on the generic development of professional understanding, and to avoid cluttered and overloaded curricula that attempt to cover all seven of the rôles specified in the NSE and to mirror school curricula.

The definition of a 'qualified teacher' has been a source of resentment and controversy. The *Norms and Standards for Educators* recommended that a qualification at M+4 (REQV 14) should be the benchmark for a 'qualified teacher', but the current practice of the SACE is to use a qualification at M+3 (REQV 13)[29]. The definition of a 'qualified teacher' leads to definitions of 'unqualified' (REQV 10) and 'underqualified' (REQV 11 or 12) teachers, which many long-serving teachers find demeaning.

---

[27] The point of this recommendation is that teacher education programmes should work towards teachers being less dependent and more resourceful in the actual situations in which they find themselves.

[28] There is a tradition in South Africa of conceiving of the school curriculum as providing the template for the construction of the Teacher Education curriculum.

[29] EMIS data (March 2005) indicates that currently 11% of teachers are below REQV 13, 39% are at REQV 13, and 50% are above REQV 13.

It is widely agreed that in the longer term an M+4 qualification (REQV 14) should be regarded as the minimum qualification for a professional teacher. And this Report agrees with this, and proposes a way of retaining this ideal as a benchmark we aspire to without disadvantaging current teachers and their employment status[30].

Disputes about the definition of a 'qualified teacher' run together two separable issues: the administrative need to peg teachers on salary scales, and the aspiration to improve the quality of schooling by 'upgrading' the formal qualifications of teachers. But the need to peg teachers on salary scales can be served without the use of the word 'qualified' and its relatives (the REQV system is enough); and the need to improve the quality of teaching can be better served by establishing a category of Licensed Teacher and developing a substantial CPTD system.

Recommendation B14
Retire the word 'qualified' (and its cognates) from use, and request the SACE to establish a new category of Registration: 'Licensed Teacher'.

Once a teacher is Registered with the SACE they can begin to earn PD points, and some of those points might be earned for completing qualifications that entitle them to achieve Licensed Teacher status. Registration by the SACE is a legal requirement for employment in the schooling system. While Registration is relatively permanent (an educator can be de-registered for, for example, contravening the requirements for the *Code of Ethics*), the retention of a professional License will depend on earning a required number of PD points in each three-year cycle.

Recommendation B15
Treat Registration (by the SACE) as the threshold between IPET and CPTD.

SECTION C

Continuing Professional Teacher Development (CPTD)

The National Qualifications Framework (NQF) is acknowledged as an important mechanism for the transformation of education and training in South Africa. It is a system for recording and rewarding learning achievements. However it lacks the focus and flexibility needed in the case of well-targeted Continuing Professional Teacher Development (CPTD). This Report recommends a **complementary** valuing system for CPTD.

It is widely acknowledged that CPTD is of increasing importance in teacher education - and especially in our context with the legacies of Apartheid-inspired forms of teacher education, our transformation goals, and an evolving school curriculum. There is a great deal of activity in this field, and considerable resources are devoted to these activities. However, such interventions tend to be *ad hoc* and driven by immediate needs, and, overall, the field is haphazard, not clearly focussed, and directionless. Each activity is likely to be driven by good intentions[31], but there is no regulatory system to steer CPTD activities, focus them on effective professional development, and provide a well-constructed reward system for teachers, especially those on the **Teaching & Learning** career path.

A dedicated CPTD system will try to ensure that the substantial resources currently devoted to the professional development of teachers have a better prospect of contributing to the lasting improvement of the quality of teaching[32], it will emphasize and reinforce the professional status of teaching, provide teachers with clear guidance about which PD activities[33] will contribute to their professional growth, and protect teachers from fraudulent providers. In addition such a dedicated system would expand the conception of the variety of kinds of activities that can contribute to the professional development of teachers, and break the hold of the idea that all worthwhile PD activities should be either NQF credit bearing, or required by the employing authorities. The recommended system expands the conception of activities that contribute to professional development beyond those linked to formal qualifications and official Departmental training workshops and courses.

Formal qualifications play a seminal rôle in teacher education if the deep transformation of education is our goal, but CPTD is not synonymous with attaining formal qualifications. Not **all** activities endorsed by the SACE need to be NQF credit bearing and not **all** PD activities need to be endorsed and allocated PD Points.

The CPTD **System** recommended is that the SACE, as the statutory body for professional educators, endorse[34] PD activities and allocate PD points to them, and maintain a readily accessible register of such activities. The endorsement of PD activities (and the allocation of points to them) requires dedicated and expert focus on the specific issues of professional development of teachers. It is further recommended that although all Registered educators would be entitled to earn PD points, Licensed teachers would be required to earn a specified number of PD points in cycles of three years, as a condition for maintaining their Licensed status.

It is recommended that in order to foster a more inclusive conception of the range of activities that contribute to CPTD, PD activities be classified into five types: School driven, Teacher Union driven, Employer driven, Qualification driven, and 'other' (which will include activities offered by NGOs, NPOs, FBOs, CBOs, for-profit providers, etc.) The boundaries between these five main types of activities are not clear-cut, but they serve to broaden and enrich the conception of professional development[35].

---

[31] Although we need to acknowledge that it is a field ripe for picking by educational entrepreneurs with profits in mind.
[32] Funding for the maintenance of the CPTD system should be conceived of as an investment rather than an additional cost to the education system.
[33] The word 'activity' is used as a generic label for 'courses', 'programmes', 'workshops', 'conferences' or any other learning activity.
[34] See Appendix 5 for a note on the use of the word 'endorse' in this context.
[35] A rule might be adopted, for example, that no more than 60% of individual's PD Points in any cycle can be earned from any one of the types of activity.

But there are risks we need to avoid. One is that we need to avoid teachers' neglecting their main responsibilities in order to earn PD points; and another is that we need to avoid increasing the administrative burden on already overloaded teachers. The system recommended can avoid the former risk by trying to ensure that PD activities bear directly on the classroom responsibilities of teachers. Since professional development is considered to be a 'continuing' lifelong learning process, there might be a limit on the number of PD points that a teacher can earn in any one year. The latter risk can be avoided by requiring providers to undertake the administrative tasks involved in recording the PD points earned by individuals. Providers will apply to the SACE to get their PD activities endorsed and allocated PD Points, and it would be their responsibility to claim the PD Points for those individuals who participate satisfactorily (successfully) in an endorsed PD activity.

The CPTD system, Integrated Quality Management System (IQMS) and Workplace Skills Plan (WSP) are integrated with each other[36]. IQMS provides a way of identifying the needs of teachers and schools, and providers of CPTD activities could be guided by those needs. The Developmental Appraisal component of IQMS requires teachers to construct a 'personal growth plan' based on self and peer reflections on each teacher's practice. The growth plans of all teachers in a school should be integrated into the 'school improvement plan' as part of the Whole School Evaluation component of IQMS. Earning PD points could become one element in the assessment of 'satisfactory performance' for salary progression, linked to the Performance Achievement Measures component of the IQMS.

The guiding purpose of all these systems should be to enable teachers to become less dependent on outside agencies for their professional development and more able to become responsible for their own development. In some contexts, where internal capacity is lacking, there will clearly be a greater need for 'outside-in' strategies of development, but always with the purpose of growing the professional agency of teachers. Teachers need to be conceived of a members of a profession, and the CPTD system recommended has as one of its guiding principles that teachers need to be prompted increasingly to draw on their own capacities to promote their own professional growth.

Concerns have been raised about the capacity of the SACE to manage the proposed CPTD system. While it is acknowledged that sufficient capacity does not at present exist in the SACE, it is clear from the SACE Act[37] that it is the appropriate body to manage such a system. This Report proposes that an interim steering committee (reporting to the SACE Council, but with membership from a range of bodies, including DoE, ETDP-SETA, CHE, SAQA, Teacher Unions, HEIs, MCTE) be established to set up the CPTD system[38], and recommend the resources and structures the SACE would need for the maintenance of the system.

Recommendation C16
Support the development of a Continuing Professional Teacher Development system by encouraging, resourcing and empowering the SACE to manage such a system.

Recommendation C17
Authorize the SACE to fulfil its mandate for the professional development of educators by establishing a CPTD system, which will endorse professional development activities and allocate Professional Development Points to them, keep a register of endorsed PD activities, and maintain a record of PD Points earned by Registered Educators.

Recommendation C18
Require all Licensed Teachers to earn a specified number of PD points, in three-year cycles, as a condition for maintaining their License.

[36] The CPTD system is conceived of as underpinning the IQMS, and providing teachers with a menu of endorsed CP activities in terms of which to construct their personal growth plan.
[37] *South African Council for Educators Act* (31 of 2000) Section 5(b), and particularly sub-sections (iii) and (iv) provide the legal mandate. There has been a tendency for the SACE to attempt to fulfil this mandate by providing courses and workshops for teachers; but this is for it to misconstrue how to satisfy that mandate.
[38] A very efficient turn-around time for applications would have to be established, as the envisaged register of endorsed PD activities would have to be sufficiently flexible to be able to add or remove items from the register at short notice.

SECTION D

Support Systems to enable IPET & CPTD

D1   Supply and Demand

The supply of teachers is a **national** responsibility and 'demand' is **provincial**. The distinction between these two concurrent responsibilities is still not adequately acknowledged in on-going debates about 'supply and demand', or in data gathering or funding procedures. It needs to be accepted that precise matching of supply and demand of teachers for the schooling system is an unattainable ideal, but the current unmanaged systems are a serious gap in planning. Expensive and labour intensive research into supply and demand is unlikely to be of much of value to the system. Fundamentally, for adequate planning, what we lack is up-to-date and accurate data about both supply and demand.

Some PDEs seem to have a tendency to want to recover control over initial teacher education. But this tendency is in serious conflict with the intentions of one of the major policies that had as one of its central purposes to transform the quality of teacher education.

There are currently about 350 000[39] state-employed teachers in South African public schools, and about 100 000 employed by school governing bodies or in independent schools. Annual attrition from the teaching force is between 5 and 5.5%. This implies that the IPET system needs to produce between 17 500 and 22 500 newly qualified teachers per annum to replace teachers leaving the system[40]. Currently the IPET system is producing, at best, a third of this number. The imminence of a major crisis in the supply of teachers is being obscured by the (perceived) availability of a large pool of qualified teachers no longer employed as teachers. But we do not have reliable data about the size of this 'pool', nor about what the Phase or Learning Area qualifications are of teachers in this pool, nor about how many in this pool are ready and available to take up teaching posts. What we can say with certainty is that it is a shrinking pool and it cannot be counted on as a substitute for the production of new teachers.

Under ongoing fiscal restraints Faculties of Education are rapidly losing the institutional capacity to offer quality IPET programmes. Faculties of Education have found it more and more difficult to recruit students into IPET programmes. And the demographic profile of students in such programmes is a cause for serious concern with implications for the provision of new teachers in traditionally disadvantaged reaches of the schooling system and on our attempts to promote mother-tongue instruction in the early years of schooling.

A national system of tracking teacher supply - such as those currently in operation in Gauteng and the Western Cape - to gather (supply) data from HEIs should be implemented, and needs to become a key planning tool for the recommended National Teacher Career and Recruitment Centre[41].

Demand is provincial. Information about demand is either not available, or is incomplete, unreliable and out-of date. In some cases PDEs do not even have accurate data about the number of teachers who are presently employed in the system, their specialisation, and their attrition from the system. A lack of capacity to forecast demand is a major shortcoming for reasonable planning, and it has a dramatic effect on the recruitment of students for IPET programmes and the provision of targeted student loans.

---

[39] Thus number drops to about 300 000 during the first months of each year.
[40] If there are 22 HEIs offering IPET programmes they would each, on average, need to graduate 1000 newly qualified teachers per annum. If one thinks in terms of a 4-year programme, and adds an attrition rate of say 10% during this programme, these institutions would on average each need to have 4400 students in their IPET programmes, and would each have to recruit some 1250 additional students into those programmes on an annual basis!
[41] See Recommendation D27. Additional fields can be added to HEMIS to provide the (supply) data needed.

Current management information systems - specifically EMIS - are, at best, an historical record; they do not provide an effective tool for planning and management. Projections of future demand - on which the establishment of a system of loans linked to service contracts will depend - are currently not available. This Report recommends a concerted national effort to improve the quality of data input[42] and to use management information systems to manage and plan the supply and demand for teachers.

The integrated report of the comprehensive study, co-ordinated by the ELRC, on teacher supply and demand in relation to the impacts of the HIV and AIDS pandemic, is due to be published in August 2005. It will provide us with reliable data about the extent to which teacher HIV and AIDS related mortality and malaise is affecting the attrition rate of teachers. The disaggregated data by district, phase and learning areas in this report is useful.

The proposed National Teacher Career and Recruitment Centre will have the task of co-ordinating (national) supply data from HEIs and (provincial) demand data from PDEs.

Recommendation D19
Set up a system to keep updated data about registrations and expected graduations in IPET programmes in public HEIs. (National supply data)

Recommendation D20
Dramatically improve the operation and use of EMIS at provincial level so that PDEs can provide reliable four-year projections of their need for teachers. (Provincial demand data.)

Recommendation D21
Assign the function of monitoring teacher supply and demand to the proposed National Teacher Career and Recruitment Centre

D2   Funding for teacher education

The failure to acknowledge the division of responsibilities between national and provincial departments of education in relation to teacher education has had a severe impact on funding arrangements for teacher education. And issues of the distribution of funding are a major problem in teacher education at present.

The funding of Initial Professional Teacher Education programmes (BEd and PGCE) needs to be reconceived, and plans need to be made for the funding of the proposed Continuing Professional Teacher Development system.

Subsidy to HEIs

The subsidy level for IPET (BEd and PGCE) programmes offered by public HEIs, who have been assigned with this responsibility needs to be improved as a matter of great urgency. Their institutional capacity to provide quality IPET programmes is deteriorating rapidly.

---

[42] One part of this project could be a workshop for all EMIS managers to consider the current systems and whether it might be logistically feasible to supplement them with some version of the District Education Monitoring and Management Information System (DEMMIS) currently being piloted in some districts in KZN. The DEMMIS system, which works in collaboration with EMIS, provides a possible model of a lean and dynamic system which can provide the kind of rapid information we need in the context of HIV and AIDS. In addition the DEMMIS system captures detailed data at the school and district level, and monitors teacher mobility, utilisation and demand on a monthly basis.

Many HEIs are now organized in terms of 'cost centres' required to justify their continued existence in terms of income and expenditure. In this climate HEIs and Faculties of Education have a tendency to prioritise higher subsidy earning programmes, and IPET programmes tend to get sidelined. The level of subsidy for IPET programmes needs to be used as a lever to enable HEIs to fulfil their responsibilities for initial teacher education.

The truth of the matter is that many Faculties of Education are facing financial meltdown, and if we do not provide them with the financial backing to offer quality initial teacher education, it is likely that they will stop doing so, and other 'providers' will step into the gap, or that we will face a situation in which the employment of unqualified teachers will become the norm. The current subsidy allocation for IPET fails to recognise the labour intensive nature of professional teacher education with its costly human, travel and time resource requirements for supervision of novice teachers in on-site schooling contexts. Initial teacher education is unreasonably pegged in a lower funding category than, for instance, management sciences, communication, computer science, languages, philosophy and social sciences.

Recommendation D22
Improve the level of subsidy for initial teacher education (BEd and PGCE) programmes at public HEIs.

Student loans for initial teacher education

The maintenance of the schooling system requires a steady flow of newly qualified teachers. We can add that newly qualified teachers have the potential to bring new energy and innovation into the system. The re-imaging of the teaching profession to enhance its public reputation and status (which might be outsourced to a professional marketing agency) is generally important, but it should not be understood as an effective strategy for expanded recruitment. If we treat recruitment into teaching programmes as market driven we are pursuing a fantasy. No expensive 'advocacy campaigns' or 'recruitment drives' will solve the problem of a need for a steady flow of recruits into initial professional teacher education programmes unless they are accompanied by a dedicated loan scheme for IPET students, and reasonable prospects of employment on completion of the qualification.

The traditional system of full-cost loans for initial teacher education - linked to service contracts - has broken down, and in the mid- to longer-term this will lead to a major crisis in the supply of newly-qualified teachers into the system. It might have been expected that the National Student Financial Aid Scheme (NSFAS) would replace the traditional system but it has become increasingly obvious that NSFAS, given its current mandate, is unable to do this. The 'bursaries' offered by some PDEs are, by and large, poorly administered[43] and their allocation is driven more by the perceived needs of the provincial schooling system than by the national demand situation. And not only are there very few posts advertised by PDEs, but many students in IPET programmes face the prospect of not being employed as teachers, or using their qualification to seek greener pastures in other countries.

The cost to individuals and their supporters of a four-year BEd programme is between R84 000 and R120 000, and this is unaffordable for most students who aspire to become teachers. This Report argues that there is no substitute for a restoration of full-cost loans for initial professional teacher education, tied to service contracts. In a climate of serious unemployment, a service contract, linked to guaranteed employment (for the length of the contract) would be a

---

[43] For instance, 'bursaries' are provided without any liaison with HEIs, the availability of the bursary is not co-ordinated with the financial timetables of the HEIs, and many bursaries are at levels that do not meet the real costs of students from poorer communities.

major incentive - and likely to be a necessary supplement to an effective 'advocacy campaign'. But the possibility of service contracts depends, crucially, on more accurate projections of demand than we have at present.

> **Recommendation D23**
> Establish a National IPET Student Loan Scheme and provide full-cost loans to initial teacher education students (BEd and PGCE) who sign (Provincial) service contracts.

The funding of such a national IPET loan scheme should not be understood as a question of having to find a whole bank of additional funding. Careful consideration needs to be given to the extent to which currently under-used funding elsewhere in the system could provide the funding for such a loan scheme[44].

It is further recommended that although the service contracts would be with Provincial Departments of Education, the loan scheme itself needs to be managed nationally. One reason for this is that the supply of teachers is a national responsibility, but another is that it would be too costly for each Province to set up and maintain such a system[45].

Funding the proposed CPTD system

There are strong reasons in our context to devote at least as much attention to CPTD as is traditionally devoted to IPET. Some of these reasons arise out of the history of teacher education in our country, but others have to do with the profound implications of attempting to transform a whole education system, and to provide quality education for all.

Currently the SACE, which is the proposed manager of the CPTD system, draws its resources primarily from registered teachers. Requiring professional teachers themselves to maintain the CPTD system financially is untenable in the context of teachers' salary levels.

Funding for the start up of the proposed system might be found from other sources, but longer-term maintenance of the system will require a regular source of funding. It can be noted that the maintenance costs of a well-managed CPTD system can be understood as a profitable investment. For a relatively small outlay, to fund the capacity of the SACE to manage and administer the system, considerable resources will be brought into the teacher education system for CPTD. The costs of resourcing the sustainability of a CPTD management system are likely to pale into insignificance in terms of the funding that will flow into CPTD.

> **Recommendation D24**
> Find ways of funding the maintenance of the proposed CPTD system that will be managed by the SACE.

D3   Structures and Co-ordination

Some of the central problems in the teacher education system at this time revolve around lack of operational clarity about the rôles and spheres of authority of statutory and other bodies responsible for teacher education, and the prevalence of competitive (in some cases even hostile), rather than participatory, relationships between them. One particularly debilitating instance

---

[44] Parts of PDE budgets earmarked for teacher development, NSFAS and ETDP-SETA?
[45] See Recommendation D27.

of this tendency is the lack of productive relationships between the ultimate employers of teachers (the PDEs) and the legislated public providers of teacher education (the HEIs). But there are many other examples.

The work of the various bodies involved in teacher education[46] needs to be harmonised, in terms of a shared vision of the transformation of education, and an acknowledgement of the key rôle of teacher education in that project.

National Consultative Forum

A model of 'co-operative governance' should promote dialogue across the distinctive but complementary responsibilities of the various rôle-players engaged in the development of a coherent and comprehensive system for quality teaching and learning for all. There is a need to develop systems which ensure critical engagement with the operations, management and regulatory frameworks of the State, the government bureaucracy at national and provincial level, the statutory bodies, the public and private higher education institutions, the NGO sector, and the teacher union movement. The intention of the proposed forum is not to detract from the legislated authority vested in each of the separate bodies, but to contribute to the development of a coherent national system of teacher education. The complementary responsibilities of the various rôle players need to be mutually agreed in collaborative dialogue. Such dialogue will clarify rôles which have been become blurred in the absence of co-operative and sustained partnerships across the full range of partners in teacher education. Bilateral negotiations between only some of these bodies have proved to be inadequate to achieve a sustainable system of teacher education. Whilst 'co-operative governance' initially could be perceived of as a 'loss of authority' for some sector(s), the broader agenda of an efficient and effective teacher education system could result.

A National Consultative Forum for Teacher Education should be established in terms of Para 11 of the *National Education Policy Act 27 of 1997*. Its function would be to bring together statutory and other bodies involved in teacher education broadly conceived (HEIs, PDEs, DoE, SAQA, SACE, ETDP-SETA, CHE, ELRC, and Teacher Unions) for the purposes of coordinating their complementary responsibilities for teacher education so as to avoid duplication, waste of resources and lack of common effort. This Forum should be conceived of not as a National Institute to replace public higher education institutions, or as an additional bureaucratic structure, but it should have stable membership and meet on a regular basis. It should be conceived of as a way of overcoming the tendency for such bodies to operate on their own agendas independently of each other, while also ameliorating the tendency for any one body to try to dominate the debate about the essentially contested areas of the conception, quality, planning and promotion of teacher education

> **Recommendation D25**
> Establish a National Teacher Education Consultative Forum (outside of the line functions of the DoE) to coordinate the functions of the various bodies responsible for teacher education.

The internal organization of Departments of Education

Teacher development is variously located within the DoE and PDE structures, making the co-ordination of their teacher development programmes and activities across provinces and between national and provincial departments an administrative bureaucratic difficulty. Budgetary allocation to teacher development becomes subsumed under the other initiatives of the embedded directorates.

[46] See Appendix 3 for a list of these bodies.

The following recommendation is not that DoEs need to need to be "restructured" - yet again - with different configurations of Directorates or Branches, but that, given the seminal rôle of teacher education, DoEs need to have a coherent focus on their functions in this regard. In some provinces there is a "matrix management" system to take account of this responsibility short of restructuring the departments.

Recommendation D26
Organize both the National and Provincial DoEs to give proper weight to teacher development.

National Teacher Career and Recruitment Centre

A National Teacher Career and Recruitment Centre needs to be established in the national DoE[47]. The main functions of this unit would be to monitor (national) teacher supply and (provincial) teacher demand, and to manage the National IPET Student Loan Scheme.

Subsidiary functions might be the monitoring and management of teacher migration into and out of the country and across provincial boundaries, the career mobility of teachers within the system and the development of targeted teacher recruitment drives.

Recommendation D27
Establish a National Teacher Career and Recruitment Centre to monitor teacher supply and demand, to facilitate and promote teacher recruitment, and to manage the National IPET Student Loan Scheme.

Provincial Teacher Education Liaison Committee

The central purpose of the Provincial Teacher Education Liaison Committees would be to forge a partnership between the main employers of teachers, and the legislated public providers of teacher education. One of the recommendations of this Report is that the fourth year of Initial Professional Education of Teachers, called Induction[48], should be site-based, with mentorship from senior teachers. This will require close co-operation between higher education institutions, schools and Provincial Departments of Education, and the Provincial Teacher Education Liaison Committees are seen as a crucial structure in the management of such a system. Another of the recommendations of this Report is that Provincial Teacher Education Liaison Committees should also pay attention to ECD and ABET provision in the Province[49].

Conceptions of the mode of governance of former colleges of education dominate the views of PDEs in their relationship to HEIs; they tend to see HEIs not as willing partners but as recalcitrant parts of the system or (more commonly in the current climate) as 'service providers'. The growing tendency for Provincial Departments of Education to treat Higher Education Institutions as 'service providers', as opposed to as 'partners', in teacher education should be vigorously resisted; it has the potential to subvert our transformation goals. Planning regarding the provision of teachers by HEIs tends to be *ad hoc* because it is not done in consultative dialoguing between the DoE and the HEIs, and because adequate data about system needs is not available.

[47] Located in the Human Resources Planning Directorate?
[48] See Recommendations B9 & B10.
[49] See Recommendation A2.

If we do not retrieve an understanding of teaching as a profession, as opposed to a 'service', we will renege on one of the key dimensions of the transformation of education in South Africa. An impoverished conception of teaching would be a retrograde step in the light of our ideal to provide quality education for all[50]. The establishment of provincial teacher education 'institutes' or 'corporate universities' diverts resources and responsibilities away from the legislated public providers of teacher education and further destabilizes the capacity of public higher education institutions to deliver on their mandate to provide quality professional teacher education.

Recommendation D28
Establish Provincial Teacher Education Liaison Committees. The core membership of these committees should be the PDE and the HEIs that offer teacher education in that province[51]. The main functions of these committees would be to create a climate of trust between the (main) employers of schoolteachers and the main providers, to consider system needs on an on-going basis, and to ameliorate rival conceptions of teacher education.

Districts

As has been frequently argued[52], districts have an indispensable rôle to play as the link between PDEs and schools, but they need consolidation and development. And this is going to become particularly important in relation to the implementation of IQMS and the recommended CPTD system.

Across the nine provinces there are different conceptions of "Districts", their size and functions. The recommendation below is to the effect that there need to be some effective structures that are closer to schools than the PDEs

Recommendation D29
Prioritise the development of Districts as the key management nodes in the delivery of quality education for all.

D4   Quality and Quality Assurance

At this time there is increasing concern about the quality of teacher education in our country. Provided we avoid the trap of ascribing poor performances of the schooling system simply to deficient teachers, a focus on the quality of teacher education can be beneficial to the whole education system. But the contemporary assumption that quality can be measured in some simple and mechanical way fails to fit what is involved in judging the quality of teaching.

An undisputed principle of quality assurance is that while there is an important rôle for self-assessment of quality, the judgement of quality is an interpersonal judgement and depends on criteria agreed in the relevant community of practice. In the current case the MCTE holds that the quality assurance of teacher edcation programmes or courses depends on maintaining a distinction between the provider of the programme or course, and the quality assuror. If a Department of Education delivers training workshops, or if an HEI delivers programmes, they cannot be the quality assurors of those workshops or programmes.

---

[50] See Recommendation B7
[51] The teacher unions have argued that they should also be represented on these committees, especially in the context of CPTD decision-making at provincial level. Such a committee could explore further the rôle of teacher unions in IPET considerations. The composition of this committee should avoid it becoming too large and cumbersome and to lose its focus on its core functions. In addition, as national institutions, HEIs (and the Faculties of Education they contain) work across provincial boundaries, and this is why Recommendation D28 uses the phrase 'the HEIs that offer teacher education **in that province'.**
[52] For example: Department of Education (August 2000) *Report of the National & Provincial District Development Conferences,* 1999/2000; Brahm Fleisch (2002) *Managing Educational Change;* Department of Education (January 2003) *District Development Support Programme: Improving the Quality of Primary Education;* Taylor, Muller & Vinjevold (2003) *Getting Schools Working.*

We already have in place a range of ways of trying to assure the quality of teacher education. Institutions need to be accredited, qualifications need to be registered, programmes need to be approved, etc. Formally registered Education and Training Quality Assurance Bodies (ETQAs) have been the focus of our 'quality assurance' attention, but registration, approval, accreditation and endorsement can all be understood as being complementary elements of the quality assurance system.

But there is widespread confusion about these different processes and which bodies are responsible for them. In addition, this complex system has generated a considerable increase in the administrative load on Faculties of Education. Appendix 5 clarifies this situation.

There is unclarity in the field of teacher education about ETQAs and which bodies carry the responsibilities for this formal dimension of quality assurance. The MCTE knows that there are currently negotiations between the CHE and the ETDP-SETA in this regard and it does not think it helpful to intervene in those negotiations. Thus Recommendations D31 and D32 below are nothing more than an attempt to reflect the current situation.

It is argued in Section C above that the CPTD system needs a different kind of valuing system from that embodied in SAQA and the NQF - and that NQF Credits and PD Points need to be distinguished from each other[53]. One main reason for this is that the criteria for assessing the value of an activity as a worthwhile professional development activity revolve centrally around whether that activity promises to contribute to the teachers' skills in the practice of teaching - defined as the practice of organising systematic learning. Ultimately the value of a professional development activity rests on the extent to which it enables the teacher to become better at enhancing the achievements of learners. But, unlike the case of an industrial production process (in which the idea of 'quality assurance' had its origins) there is no direct way of measuring professional development activities in these terms. This is the main reason for the MCTE preferring the word 'endorse' to refer to the rôle of the SACE in the realm of assuring the quality of professional development activities. Ultimately the endorsement of PD activities, and the allocation of PD Point to them will depend on professional judgement. And this is outside of the sphere of 'Quality Assurance' understood as an, in principle, straightforward assessment of the quality of a product.

The following recommendations are made in order to clarify issues of quality assurance in the field of teacher education:

> **Recommendation D30**
> The SACE, through the process of endorsing Professional Development activities, should endorse the quality of such activities.

> **Recommendation D31**
> The CHE should remain the ETQA for all formal education qualifications offered by HEIs.

> **Recommendation D32**
> The ETDP-SETA should remain the ETQA for teacher education short courses.

---

[53] See recommendation A5.

SECTION E

Careers and qualifications

E1   The Career of a Professional Teacher

Presently there is no clear career development system for teachers. The series of the stages of development from a student teacher, to a novice teacher, to an experienced teacher are uncoordinated. Little deliberate planning around the specific needs of teachers at these different stages is evident. This is reflected in inadequate planning about how many teachers are needed in the system, about the career expectations of student teachers and promotion mobility of practising teachers as they move along their career trajectory. This is also evident in the lack of clear planning and data management around the teachers who leave the system. The process of becoming a professional teacher is characterised by different stages of growth, and different needs and expectations should be a feature of the regulatory system. A 'one-size fits all' approach to professional development does not take the above into consideration. The following concerns highlight some of the difficulties.

Initial Professional Education of Teachers

A systematic recruitment of teachers linked to career possibilities is not evident. This is exacerbated by the lack of adequate data to signal the projected shortages of teachers in specialist focus areas and potential patterns of employment within the schooling systems.

There is a strong tendency to understand an initial teacher education qualification as the terminal qualification for professional competence[54]. However, an initial qualification provides, at best, a good beginning to becoming a professional teacher, and continued professional growth is reliant on teachers' engagement within the specific contexts in which they develop their expertise in organising systematic learning.

Follow through tracking of graduates of the HEIs is not evident, providing little understanding of the quality of teachers they have developed during initial teacher education. Linkages between schools and HEIs are tenuous.

Limited support of a structured nature is given to new recruits into the teaching force. Practising school-based mentors who do not share views about practice from the HEI training institutions promote a 'wash out effect' of initial teacher education. Newly qualified teachers are not supported through a **critical** induction into the world of schooling, and may become easily disillusioned, and /or develop practices of replicating poor quality teaching and learning.

Early attrition from the teaching career is a loss of State investment in teachers' initial teacher education and such attrition can be partly explained in terms of lack of formal support for novice teachers.

The need to build CPTD into the career of a teacher

The SACE has limited influence on the hallmarks of 'good practice' in professional teaching. Mere description of a code of practice without a system to operationalise, monitor, regulate and quality assure the code undervalues the setting of such professional codes.

---

[54] This tendency underlies the over-ambition of many IPET programmes, and also the disappointment of the employing authorities about the graduates of such programmes.

Many practising (and experienced) teachers do not focus explicitly on further professional growth during their careers. This is reinforced by the conception that their initial teacher education qualification constitutes adequate requirement for being a teacher. This undermines the conception of lifelong learning and does not acknowledge the need for teachers to be responsive to the changing expectations of both the educational policy terrain and wider social and technological innovations impacting on teaching and learning.

Many practising teachers enrol for academic qualifications (eg BEdHons, Masters and DEd) under the misconception that these qualifications will improve their professional practice. This undermines both the professional aspirations of the teachers, and the academic quality of postgraduate qualifications in the field of education.

Limited opportunities are perceived to be available for teachers within the career of teaching. A consequence is that teaching is seen as an unattractive career. Uninspired teachers resort to rituals and routines which seldom engender job satisfaction and this contributes to their own low morale.

Many teachers aspire to become managers, but there will always be a limited number of management posts available. Alternative career paths within the rôle of being teacher are not readily available. Mistakenly, 'promotion' is understood to be limited to an 'escape out of the classroom'.

The proliferation of programmes and short courses in the field of educational management tends to create false expectations about career progression, and teachers become frustrated when they are not promoted into management. In addition, such an emphasis serves to undermine and undervalue the essential rôle of teaching in the whole system. Many competent classroom teachers are removed from the classroom into serving administrative, management and leadership rôles, depleting the schooling system of quality teachers for the classroom.

We need to prioritise teaching as the core function of the whole schooling system. The justification for any other functions in the system (for instance, funding, management and administration) rests on the extent to which they support or contribute to that core function. The quality of the system as a whole depends crucially on the quality of teaching, and the **Teaching & Learning** career path should be exploited as the opportunity to reward quality teaching, and to provide competent and committed teachers with a strong incentive to remain in teaching rather than to aspire to move into 'management'.

Teacher education and training of the past was geared towards serving particular educational policy goals, but policy goals shift and teachers need to engage with these changes. All professional teachers should be able to engage critically with innovation, changing policy environments, and changing social, technological and historical contexts. And teachers' expressed needs for career development need to be taken into account.

Recommendation E33
Give much better formal shape to the career of a professional teacher by building the following into our thinking and practices:
o   While acknowledging the continuity of the professional development of a teacher, replace the traditional inset-preset distinction with an IPET-CPTD distinction.
o   In employment practices emphasize the distinction between the career path: **Teaching & Learning** and the other career paths, and give particular emphasis to establishing the former.
o   Avoid confusing career paths with development tracks, particularly in relation to salary levels.

E2   Qualifications Framework

The current qualifications framework for education is as specified in the *Norms and Standards for Educators* (4 February 2000)[55]. In July 2004 a (Draft) *Higher Education Qualifications Framework* was published for public comment. Although there are good reasons to avoid disrupting in a well-populated field such as education, the HEQF provides an opportunity to revise the NSE qualifications framework - with a view to eliminating some of the anomalies which have emerged, and reconfigure the qualifications framework in the light of a clearer conception of the differences between IPET and CPTD, and differences and relationships between professional and academic qualifications.

General comments about the current situation

Despite the negative feedback about the current National Professional Diploma in Education (NPDE), it has played an important rôle in enabling currently serving un- and under-qualified teachers to access the qualifications framework. The NPDE has been revised (SAQA 11 August 2004) to enable new categories of students to access it. The NPDE is **not** an alternative IPET qualification, and should not be treated as such, but in the medium term it will continue to have a rôle to play in the qualifications framework.

The BEd degree has become established as one of the two basic professional qualifications. Its central purposes are to contribute to the intellectual development of students in the context of preparing them as members of the teaching profession. However the current BEd (480 NQF Credits) is proving to be unaffordable for many individuals and their supporters. It is recommended that it become a 360 NQF Credit qualification, if only to reduce the cost to individuals and their supporters by 25%.

The ACE, as a quintessentially **professional** qualification, has played an important rôle in improving the competences of teachers, and qualifying them to take up new career paths[56] but it is now widely used as a 'bridge' between an NPDE and a BEdHons. But this use of the ACE is a symptom of a failure to distinguish adequately between professional and academic qualifications. The large number[57] of ACE programmes approved by the DoE and the very large number of students registered for ACE programmes are a product, in large measure, of the ACE being used as an alternative route into a BEdHons programme. The proliferation of ACE and BEdHons programmes, and the rapid increase in numbers of students registering for these programmes are symptoms of (a) survival strategies of HEIs, and (b) the perception that formal qualifications are the only route to advancement in the teaching profession[58].

There is little evidence that improving the higher-level academic qualifications of teachers improves the quality of their professional practices. The large numbers of teachers registered for postgraduate programmes are likely to be symptoms of:
(a) the fact that credits on the NQF have become the only valuing and reward system for further study,
(b) the difficulties Faculties of Education have had, over the past years, in surviving by recruiting students into their IPET programmes, and

---

[55] But with the addition of a National Professional Diploma in Education, introduced as a temporary 'upgrading' qualification to enable teachers with qualifications from previous dispensations to reach REQV 13 and to access the (new) qualifications registered on the NQF.
[56] Many ACE programmes qualify teachers to teach in new learning areas (the ACE in Maths Literacy is a good example here), or for new rôles in management and administration.
[57] More than 180!
[58] This Report recommends an alternative valuing and reward system - which focuses sharply on professional growth and development and the real improvement of professional practices in education. (See Section C (above) for an outline of the proposed CPTD system.) Formal qualifications are only one type of endorsed professional development activity.

(c) a climate of financial stringencies in HEIs, in which Faculties of Education have been expected to prioritise programmes which draw a higher state subsidy. This has led to many Faculties of Education recruiting an increasing number of students for higher degrees, and fast-tracking them through such programmes. However, over time, Masters and Doctoral Degrees in education continue to lose their academic status because of growing doubts about their value and credibility, and the poor level of research training developed in such programmes.

There is a growing proliferation of teachers registering for Masters degrees without adequate preparation for quality academic and educational research training. A significant proportion of teachers registering for MEd programmes do not complete the 'dissertation component' of independent inquiry. The definitive goals of pursing educational research (in higher degree study) are poorly appreciated by many teachers engaged in honours, masters and even doctoral level study.

Proposals for reconfiguring the qualification framework[59] in the field of education

There is a key distinction between **academic** and **professional** qualifications; and this parallels the distinction between the academic development track (which takes a student towards scholarship and research in the field of education) and the professional development track (which takes a student towards improved professional practice.). These two 'development tracks' should not be confused with each other or with 'career paths' (referred to in Recommendation A4 and Section E1 above.)

Secondly the qualifications framework should reinforce a broad distinction between **generic** and **specialised** qualifications in the field of education. The BEd and BEdHons should be understood, and designed, as generic qualifications; the Advanced Diplomas in Education, and the Masters Degrees should be designed as specialised qualifications.

One of the unintended consequences of the introduction of the NQF, and this is especially debilitating in the field of education, is that it has reinforced the idea that the all learning should be reflected in advancement **up** the qualifications levels on the NQF. Only vertical progression up NQF levels is seen as real progress[60]. Lip service is paid to horizontal progression[61], which has a key contribution to make to deepening the quality of professional practice. The use of horizontal (as opposed to vertical) progression on the NQF is especially important in the field of teacher education.

This Report recommends that one of the two basic Initial Professional Education of Teachers qualifications be a 360 NQF Credit BEd and an Advanced Diploma in Education (Induction); the other would be another appropriate first degree and an Advanced Diploma in Education (Postgraduate). The BEd would be (the equivalent of) a three-year full-time programme of study at a higher education institution - which would, of course, include some school-based teaching practice. But although the completion of a BEd would be sufficient for Registration with the SACE, it would need to be complemented by a 120 NQF Credit Advanced Diploma in Education (Induction) in order to qualify for Licensed Teacher status.

---

[59] See Appendix 4 for an elaboration of these proposals.
[60] Such a conception might have been driven by confusions about the relationships between REQV and NQF levels. The REQV is **not** a qualification, it is a particular level on the salary scales.
[61] 'Horizontal progression' is something of a misnomer. Even if I have a doctoral degree (Level 10), I might need to register for a programme in IT at Level 4 if I am an IT illiterate. This principle underlies the recommendation that even if you already have a postgraduate degree (at Level 8 or above) you would be required to complete an Advanced Diploma (at Level 7) to qualify as a Licensed Teacher.

An Advanced Diploma in Education is recommended as the qualification required for registration as a Licensed Teacher; but **not** as an admission qualification for a BEdHons or further academic study in the field of education. This Report proposes that there be three kinds of Advanced Diploma in Education, distinguished in terms of their special purposes: (a) Postgraduate - which would replace the current PGCE, (b) Specialisation - which would replace the current ACE, and (c) Induction - which would be a new qualification for an on-site programme of training[62].

The proposed Advanced Diploma in Education (Induction) qualification would be an on-site programme of training, offered in partnership between a school and an HEI, but with the qualification (AdvDip) awarded by the HEI. The viability of the proposed AdvDip in Education (Induction) depends on the availability of good school-based mentors, and this Report recommends that Advanced Diplomas in Education (Specialisation) for mentor training be developed.

The proposed Advanced Diploma in Education (Specialisation) is a key **professional** qualification that provides for the responsiveness of the qualifications framework to changing system and individual professional needs, and it should be designed and conceptualised as such.

Recommendation E34
Reinforce the key distinction between professional and academic qualifications (and, thus, development tracks) in the qualifications framework.

Recommendation E35
Reinforce the distinction between generic and specialised qualifications in the field of education.

Recommendation E36
Make better use of 'horizontal' progression on the National Qualifications Framework.

Recommendation E37
Establish three kinds of Advanced Diplomas in Education (Postgraduate, Induction and Specialisation) and recommend that the SACE consider the Advanced Diploma in Education (any of the three kinds) as a necessary qualification for Licensing as a Teacher.

Recommendation E38
Require an appropriate Bachelor degree for formal admission to a BEdHons programme.

Recommendation E39
Require students wishing to proceed to a structured Masters degree to register in the first place for a Postgraduate Diploma in Education, which should be treated as the 'course work' part of that degree.

---

[62] See Appendix 4b

SECTION F

Can we deliver on the right to quality education *for all?*

Conceptions of teacher education presuppose particular models of schooling (or other institutional arrangements) with their associated conceptions of the rôles of professional teachers and other employees in those institutions. But we may rapidly reach a stage at which an accumulation of problems will force us radically to reconceptualize schooling, and the utilization of professional schoolteachers[63]. The chronic difficulties of schooling systems and their failure to deliver on their promise are an international problem. Symptoms of the stress on conventional schooling systems attempting to provide quality education to a whole population can be found even in affluent countries. But in our situation we face even more severe problems[64] which are likely in the relatively near future to need radical solutions.

The recommendations in the body of this Report are rooted, by and large, in a traditional and conventional view of schools, and this must be a reasonable stance to adopt in relation to the size of our education system, the range of policies that have impacted on it over the past decade, and the manifest difficulties in accomplishing a radical change in a huge system.

However, we need to try to ensure that we do not establish policies that will make it even more difficult to cope with the problems that are bound to increase in the coming decades. The following recommendation has a different status from the previous recommendations in this Report. In effect, although there are some examples of changes already taking place[65], it is to recommend a particular mindset, rather than a definite decision or course of action.

> **Recommendation F40**
> Retain on the national agenda for education and teacher education that we might need to consider radical alternatives to traditional ways of conceiving of schooling and the rôle of schoolteachers.

---

[63] A few notes about this issue are provided as Appendix 6

[64] An increasing gap between the well-off and the poverty stricken, not to mention HIV and AIDS.

[65] Two examples are some cases of qualified teachers teaching across a number of schools, and the tentative moves towards conceiving of schools as centres of care, which would become the sites for the delivery of a range of social services. See also the WCED *Education 2020: a Human Capital Development Strategy for the Western Cape* - Section on Transversal Initiatives - pp 22-25.

APPENDICES

APPENDIX 1

Abbreviations

ABET	Adult Basic Education and Training
ACE	Advanced Certificate in Education
AdvDip	Advanced Diploma
AIDS	Acquired Immune Deficiency Syndrome
BEd	Bachelor of Education (undergraduate)
BEdHons	Bachelor of Education Honours
CBO	Community Based Organisation
CHE	Council on Higher Education
CPTD	Continuing Professional Teacher Development
DEMMIS	District Education Monitoring and Management Information System
DoE	Department of Education
ECD	Early Childhood Development
ELRC	Education Labour Relations Council
EMIS	Education Management Information System
ETDP-SETA	Education Training Development Practitioners - Sector Education and Training Authority
ETQA	Education and Training Quality Assurance (Bodies)
FBO	Faith Based Organisation
FET	Further Education and Training
GET	General Education and Training
HE	Higher Education
HEI	Higher Education Institution
HEQF	Higher Education Qualifications Framework (Draft, July 2004)
HIV	Human Immunodeficiency Virus
HSRC	Human Sciences Research Council
IPET	Initial Professional Education of Teachers
IQMS	Integrated Quality Management System
KZN	KwaZulu-Natal
M+4	Matric plus four years of additional training
MCTE	Ministerial Committee on Teacher Education
NFTE	National Framework for Teacher Education
NGO	Non-Governmental Organisation
NPO	Non Profit Organisation
NQF	National Qualifications Framework
NSE	Norms and Standards for Educators (4 February 2000)
OBE	Outcomes Based Education
OLSET	Open Learning System Education Trust www.olset.org.za
PD	Professional Development (Points or Activities)
PDE	Provincial Department of Education
PGCE	Postgraduate Certificate in Education
PQM	Programme and Qualification Mix
REQV	Relative Educational Qualification Value
SACE	South African Council for Educators
SAQA	South African Qualifications Authority
WSP	Workplace Skills Plan

APPENDIX 2

Relevant Education Policies and an ELRC Resolution encompassed by this Report

(In chronological order)

o Department of Education. (1995). **South African Qualifications Authority Act No. 58 of 1995**. Government Gazette 1521. Cape Town.

o **The Constitution of the Republic of South Africa.** (1996). **Act No. 108 of 1996.** Cape Town.

o Department of Education. (1996). **National Education Policy Act No. 27 of 1996.** Cape Town.

o Department of Education. (1997). **Higher Education Act No.101 of 1997.** Government Gazette 18515. Cape Town.

o Department of Education. (1998). **Employment of Educators Act No.76 of 1998.** Cape Town.

o Skills Development Act. (1998). **Act No. 97 of 1998.** Cape Town.

o Department of Education. (2000). **South Africa Council for Educators Act No. 31 of 2000**. Cape Town.

o Department of Education (2000). **Norms and Standards for Educators. Government Gazette No. 20844.** Dated 04 February 2000. Cape Town.

o Department of Education (2000). **Criteria for the Recognition and Evaluation for Employment in Education based on the Norms and Standards for Educators, 2000.** Government Gazette No. 21565. Dated 22 September 2000. Cape Town.

o Education Labour Relations Council Resolution. (2003).**"Career Pathing".** ERLC Resolution 8 of 2003. Dated 01 April 2003. Pretoria.

APPENDIX 3

List of Partners in Teacher Education

o   Department of Education (National and Provincial)

Key Branches, Chief Directorates and Directorates:
(Nomenclature and structural location may differ from province to province.)

Branch G: General Education & Training

Education Human Resources Development
Teacher Development Directorate (TDD)
Educator Qualifications & Programmes
Education Management & Governance Development (EMGD)

Curriculum, Assessment and Learner Achievement
School Education
General Education and Training (GET)
Inclusive Education
Adult Basic Education & Training (ABET)
Early Childhood Development (ECD)

Branch P: Systems Planning
Educator Human Resources Planning (EHRP)
Financial & Physical Planning, Information & Policy Support
Education Management Information Systems (EMIS)
Integrated Quality Management Systems (IQMS)
Educator Labour Relations Management
Educator Provisioning & Employment Conditions

Branch H: Higher Education
Higher Education Planning & Management
Higher Education Policy
Higher Education Planning

Branch Q: Quality Promotions
Quality Promotion & Assurance
HIV/AIDS & Nutrition
Whole School Evaluation (WSE)

Branch FET: Further Education & Training (FET)

o   Higher Education Institutions (HEIs)
o   South African Council for Educators (SACE)
o   Education Labour Relations Council (ELRC)
o   South African Qualifications Authority (SAQA)
o   Council on Higher Education (CHE)
o   Education, Training & Development Practices: Sector Education & Training Authority (ETDP-SETA)
o   Teacher Unions
o   Non-governmental Organisations
o   School governing bodies

Qualifications Framework for Education

HEQF July 2004			Existing NQF Level	Norms and Standards for Educators (4 Feb 2000)	Standards Generating Body for Educators in Schooling (10 October 2001)	New NQF Level	Proposed qualification types in education (MCTE 8 Aug 2004)
New NQF Level	Minimum credits	Qualification Types and minimum credits at exit level		Names of qualifications with minimum credits			
10	360	Doctoral Degree (360)	8	DEd (360)	PhD (360)	10	Doctoral Degree (PhD or DEd) (360)
9	180	Master's Degree (120)	8	MEd (240)	MEd (180)	9	Master's Degree (MEd) (180, at least 120 at Level 9)
				Postgraduate Diploma in Education (120)	Master's Certificate in Education (120)		
8	120	Honours Degree (120)	7	BEdHons (120)	BEdHons (120)	8	Postgraduate Diploma in Education (120, at least 60 at level 9))
	120	Postgraduate Diploma (120)					BEdHons (120)
7	360/480 + 120	Bachelor's Degree (120)	6	BEd (480) PGCE (120) ACE (120) [First degrees – 360 or 480]	BEd (480) Graduate Certificate in Education (120) ACE (120)	7	BEd (360)
		Advanced Diploma (120)					*Advanced Diploma in Education (120)
6	360	Diploma (120)	5	Diploma in Education (240)	NPDE (240)	6	NPDE (360)
	120	Advanced Certificate (120)		Certificate in Education (120)	Professional Diploma in Education (360)		
5	120	Higher Certificate (120)	5		Certificate in Education (120)	5	Higher Certificate in Education (120)?

Postgraduate / Undergraduate

Higher Education band

* See Appendix 4b for the proposal about the use of the Advanced Diploma in Education

APPENDIX 4B

Proposed Advanced Diplomas in Education

	Qualifiers	Abbreviation	Minimum admission requirement	Articulation	Purpose	current qualification	Notes
A	Education: Postgraduate	Adv Dip (Educ: PG)	Approved 360 credit **academic** qualification at Level 7 (eg BA, BCom, BSc)		A 'capping' **professional** qualification, following an academic degree.	PGCE	First degree plus Adv Dip (Educ: PG) will be a requirement for Licensing by the SACE
B	Education: Specialisation	Adv Dip (Educ: Specialisation)	Any recognised 360 credit **professional** qualification at Level 6+	The Adv Dip does **not** provide formal access to the BEdHons Such access is only via a degree at NQF level 7+	This is an additional **professional** qualification. Its purpose is to enrich current phase or learning area specialisation or a change of career path. Provides for responsiveness to new developments	ACE	For those candidates qualifying through the normal route (ie BEd or other first degree + Adv Dip) this Adv Dip will be a horizontal move on the NQF, but it will earn an additional REQV rating.
C	Education: Induction	Adv Dip (Educ: Induction)	BEd (360 credits at least 120 at Level 7)		Site–based induction year. Basic **professional** qualification	None	Will need to be registered on the NQF as a 120 credit Level 7 qualification. The BEd plus Adv Dip (Educ: Teaching) will be a requirement for Licensing by the SACE

Notes
* See: The Higher Education Qualifications Framework (Ministry of Education – July 2004), esp page 23
* The Advanced Diploma is a 120-credit qualification at Level 7 (all credits at Level 7)
* The Advanced Diploma is a professional qualification, and it does not provide formal access to a BEdHons programme.
* The Advanced Diploma qualifies a teacher to be classified as at REQV 14
* An Advanced Diploma will be a requirement for Licensing by the SACE

APPENDIX 5

Registration, Approval, Accreditation and Endorsement in the field of Education

	Authority	Regulation	Key terminology	Notes
1	South African Qualifications Authority	All **qualifications** must be registered by SAQA on the NQF at a particular NQF Level with a specific number of NQF Credits	**Registration** of Qualification	There needs to be a single application form for these purposes - perhaps with a common section, and particular sections for each purpose.
2	(National) Department of Education	The DoE must approve programmes and the qualifications to which they lead. Such approval signals that (a) the programme is noted in the HEI's Programme and Qualification Mix, (b) the qualification will be recognized for employment in education at a particular REQV level, and (c) the programme will be state-subsidized in a public HEI	**Approval** that the programme is part of the HEI's PQM / **Approval** of qualification for employment in education / **Approval** of programme for subsidy purposes	
3	Council on Higher Education	All HEIs must be accredited by the CHE, to offer particular programmes	**Accreditation** of HEI to offer particular programmes	
4	South African Council for Educators	All educators are obliged to register as professional educators with the SACE	**Registration** as professional educator	After becoming Licensed as an educator, earning PD points would become a condition for retaining the License
		Continuing Professional Teacher Development activities must be endorsed by the SACE, and allocated a particular number of PD points	PD activities **Endorsed** and allocated PD points	Some PD activities would be qualifications, others would not

APPENDIX 6

Can we deliver on the right to quality education *for all?*

We may soon reach a stage at which an accumulation of problems - specifically, the looming threat of how the HIV and AIDS pandemic and serious levels of poverty will impact profoundly on schools, the relatively little progress we have accomplished in providing quality education for all, and the continuing crisis about the salary bills of Provincial Departments of Education - will force us radically to reconceptualize schooling, and the utilization of professional schoolteachers.

The following notes should be read as merely indicating the kind of thing that might have to be considered.

1. *The Right to Quality Education for all*

    o This is a right 'without limitation'
    o This right should haunt us at this time
    o Overall we still have a grossly divided system - with huge disparities between good and poor schools ('1st Economy' and '2nd Economy'?)
    o We tend to think of 'quality' in terms of class-sizes and hardware (buildings, facilities, equipment, etc)
    o But well-qualified and committed, professional teachers are (a) key agents in the quality of schooling, (b) the most expensive resource in the system, and (c) School Governing Body appointments, and other factors, tend to concentrate good teachers in particular schools
    o One reason we cannot escape this trap is that we think of the school as the unit of analysis, and teachers as having a range of responsibilities in addition to teaching
    o If our unit of analysis remains 'schools', and we continue to think of teachers as requiring the competences to carry multiple responsibilities, this right will remain undeliverable

2. *The traditional model of schools*

    o Presupposes a secure family background (a literate, middle class family that provides reliable shelter, nutrition, guidance, care, nurturing, cognitive stimulation, etc)
    o It is assumed that **each** school should have a 'full complement' of teachers
    o But competent and committed teachers (in all learning areas and phases, but especially in some) are persistently in short supply
    o Has there ever been a time when we were not short of 'maths and science' teachers?
    o Even many affluent and 'developed' countries cannot get this model to work for the whole population

3. *The current conception of 'a teacher'*

    o We tend to conceive of teachers as not only teaching their 'subjects' but as also having a range of other duties - from administration to pastoral care and running 'extra curricula' activities
    o And the 'seven rôles' of the teacher, specified in the *Norms and Standards for Educators* - 4 Feb 2000, reinforces this conception
    o Many conscientious teachers feel permanently 'overworked' and overwhelmed by their responsibilities
    o The HIV and AIDS pandemic already has a deep impact on schooling and the professional work of teachers, and this is likely to intensify
    o The increasing proportion of vulnerable children (including orphans) in the majority of schools places an increasing burden on teachers in respect to their rôles as 'caregivers'

4   Schools

o   The two defining functions of schools - teaching and caregiving
o   The social and caring services of schools need to be dramatically expanded in our context (remote schools, dysfunctional schools, poverty, the impact of HIV and AIDS, disrupted community and family lives, child-headed households, etc)
o   These services include social, emotional and health well-being, especially in the context of HIV and AIDS
o   Division of labour [Revise the *Norms and Standards for Educators* - 7 rôles]
o   But schools need to be stable and functioning institutions in communities
o   Care developers and teacher assistants must be appointed as the permanent staff of schools, and their training for these rôles needs to be conceptualised

5   Teachers

o   Because we do not have enough well-qualified and committed teachers (especially in some areas of the curriculum - such as basic literacy and numeracy), and are unlikely ever to have enough, we need to consider a more equitable distribution of this essential resource
o   One possibility is that well-qualified professional teachers - with strong commitment to the ideals of the profession and a thorough understanding of the 'content' they teach, and how to teach it - should be appointed not in individual schools but to teach in 'clusters' of schools.
o   But, in order for them to be able to teach in such a situation they would need dedicated 'teacher assistants' working under their control, and a generous supply of learning material (including textbooks, e-learning etc)
o   In addition to this, 'caregivers' - whose rôle would be to undertake the pastoral and caregiving functions of schools - should be appointed to schools
o   The teacher assistants and caregivers would be appointed in schools, and they would form the stable staff of schools.

6   Teacher education and the training of school and district managers

Our current conceptions of teacher education are strongly rooted in the traditional model of schools and the inflated rôles of teachers in those schools. But were we to accept something like the suggestions in 4 & 5 above:

o   Schools would require different modes of organization, and the **complementary** rôles and responsibilities of caregivers, teacher assistants and professional teachers would need to be clarified
o   Profound changes in people's lives, identities and career aspirations would be involved
o   We would need to conceptualise training for caregivers and teacher assistants (perhaps specialised 120-credit Level 5 Certificates in Education?)
o   The whole system of 'post provisioning' would need to be redesigned
o   And teacher education programmes would need to be rethought - with teachers conceived of as organisers of systematic learning across clusters of schools.
o   Management and leadership training for school principals and district officials would need to be reconceptualised.
o   We need to investigate whether schools could be reconceived as delivery sites for a range of interdepartmental services for the young (Health, Social Development, Justice, etc)

Even if it is not feasible to reconfigure the whole school system and the inflated rôle of teachers, there are already some minor elements of a changed system in operation in some areas, and these could be extended progressively - not as an inferior alternative to the 'real' thing, but as the system towards which circumstances will force us.

APPENDIX 7

List of Recommendations

SECTION A   **Terminology and conceptual orientation**

Recommendation A1
Retrieve the word 'teaching', understand it as the practice of organizing systematiclearning, and relocate it at the heart of how we think about, plan and organize the education system.

Recommendation A2
Accept that professional teachers are the essential resource of the education system, and configure our programmes of teacher education (IPET & CPTD) and support systems to reiforce the professional competences and commitments of teachers.

Recommendation A3
Conceive of teacher education as a continuing process with two main parts (IPET and CPTD) each of which needs to be conceived of as a coherent system with overlapping but different main purposes.

Recommendation A4
Emphasize the teaching & learning career path, and distinguish between career paths for educators, and the two personal development tracks (namely, the professional and academic development tracks), while acknowledging that there is some relationship between them.

Recommendation A5
Distinguish between NQF Credits and PD Points, while acknowledging that there are some learning activities that can earn both.

Recommendation A6
Request the SACE to recognise a distinction between Registered and Licensed Educators, and establish a category of Licensed Educator within the broader category of Registered Educator.

SECTION B   **Initial Professional Education of Teachers (IPET)**

Recommendation B7
Reinforce and consolidate the rôle of public HEIs as the principal providers of Initial Professional Teacher Education programmes, provide adequate funding, and nurture their capacity to fulfil this responsibility.

Recommendation B8
Conceptualise the IPET system as having two phases: Initial formal **qualification**, including practical internship - leading to Registration with the SACE; Formal school-based **induction** - leading to Licensing by the SACE.

Recommendation B9
Establish the BEd (360 NQF Credits) and an Advanced Diploma (Education: Induction) (120 NQF Credits) or another appropriate degree and an Advanced Diploma (Education: Postgraduate) as the basic IPET qualifications.

Recommendation B10
Develop effective partnerships between HEIs, schools and PDEs as a condition for the success of the initial professional education of teachers.

Recommendation B11
Encourage HEIs to explore less costly and less labour intensive but higher quality modes of offering teacher education programmes.

Recommendation B12
Encourage HEIs to prioritise the following in their teacher education programmes:
o   The development of students' literacy and numeracy.
o   A definite focus on HIV and AIDS - including the development of an informed understanding of the pandemic and its impacts on schooling and community life, and the competences to cope responsibly with the effects of the pandemic in learning sites.
o   Pedagogical content knowledge.
o   Responsiveness to National Curriculum policies.
o   A thorough understanding of the SACE Code of Professional Ethics.
o   How to find and use locally accessible learning resources.

Recommendation B13
Encourage HEIs to focus their IPET programmes on the generic development of professional understanding, and to avoid cluttered and overloaded curricula that attempt to cover all seven of the rôles specified in the NSE and to mirror school curricula.

Recommendation B14
Retire the word 'qualified' (and its cognates) from use, and request the SACE to establish a new category of Registration: 'Licensed Teacher'.

Recommendation B15
Treat Registration (by the SACE) as the threshold between IPET and CPTD.

SECTION C   Continuing Professional Teacher Development (CPTD)

Recommendation C16
Support the development of a Continuing Professional Teacher Development system by encouraging, resourcing and empowering the SACE to manage such a system.

Recommendation C17
Authorize the SACE to fulfil its mandate for the professional development of educators by establishing a CPTD system, which will endorse professional development activities and allocate Professional Development Points to them, keep a register of endorsed PD activities, and maintain a record of PD Points earned by Registered Educators.

Recommendation C18
Require all Licensed Teachers to earn a specified number of PD points, in three-year cycles, as a condition for maintaining their License.

SECTION D   Support Systems to enable IPET & CPTD

D1   Supply and Demand

Recommendation D19
Set up a system to keep updated data about registrations and expected graduations in IPET programmes in public HEIs. (National supply data)

Recommendation D20
Dramatically improve the operation and use of EMIS at provincial level so that PDEs can provide reliable four-year projections of their need for teachers. (Provincial demand data.)

Recommendation D21
Assign the function of monitoring teacher supply and demand to the proposed National Teacher Career and Recruitment Centre

D2   Funding for teacher education

Recommendation D22
Improve the level of subsidy for initial teacher education (BEd and PGCE) programmes at public HEIs.

Recommendation D23
Establish a National IPET Student Loan Scheme and provide full-cost loans to initial teacher education students (BEd and PGCE) who sign (Provincial) service contracts.

Recommendation D24
Find ways of funding the maintenance of the proposed CPTD system that will be managed by the SACE.

D3   Structures and Co-ordination

Recommendation D25
Establish a National Teacher Education Consultative Forum (outside of the line functions of the DoE) to coordinate the functions of the various bodies responsible for teacher education.

Recommendation D26
Organize both the National and Provincial DoEs to give proper weight to teacher development.

Recommendation D27

Establish a National Teacher Career and Recruitment Centre to monitor teacher supply and demand, to facilitate and promote teacher recruitment, and to manage the National IPET Student Loan Scheme.

Recommendation D28

Establish Provincial Teacher Education Liaison Committees. The core membership of these committees should be the PDE and the HEIs that offer teacher education in that province. The main functions of these committees would be to create a climate of trust between the (main) employers of schoolteachers and the main providers, to consider system needs on an on-going basis, and to ameliorate rival conceptions of teacher education.

Recommendation D29

Prioritise the development of Districts as the key management nodes in the delivery of quality education for all.

D4   Quality and Quality Assurance

Recommendation D30

The SACE, through the process of endorsing Professional Development activities, should endorse the quality of such activities.

Recommendation D31

The CHE should remain the ETQA for all formal education qualifications offered by HEIs.

Recommendation D32

The ETDP-SETA should remain the ETQA for teacher education short courses.

SECTION E   **Careers and qualifications**

E1   The Career of a Professional Teacher

Recommendation E33

Give much better formal shape to the career of a professional teacher by building the following into our thinking and practices:
o   While acknowledging the continuity of the professional development of a teacher, replace the traditional inset-preset distinction with an IPET-CPTD distinction.
o   In employment practices emphasize the distinction between the career path: **Teaching & Learning** and the other career paths, and give particular emphasis to establishing the former.
o   Avoid confusing career paths with development tracks, particularly in relation to salary levels.

E2   Qualifications Framework

Recommendation E34
Reinforce the key distinction between professional and academic qualifications (and, thus, development tracks) in the qualifications framework.

Recommendation E35
Reinforce the distinction between generic and specialised qualifications in the field of education.

Recommendation E36
Make better use of 'horizontal' progression on the National Qualifications Framework.

Recommendation E37
Establish three kinds of Advanced Diplomas in Education (Postgraduate, Induction and Specialisation) and recommend that the SACE consider the Advanced Diploma in Education (any of the three kinds) as a necessary qualification for Licensing as a Teacher.

Recommendation E38
Require an appropriate Bachelor degree for formal admission to a BEdHons programme.

Recommendation E39
Require students wishing to proceed to a structured Masters degree to register in the first place for a Postgraduate Diploma in Education, which should be treated as the 'course work' part of that degree.

SECTION F   Can we deliver on the right to quality education for all?

Recommendation F40
Retain on the national agenda for education and teacher education that we might need to consider radical alternatives to traditional ways of conceiving of schooling and the rôle of schoolteachers.

NOTES:

CD Rom Documents

·	Document Name	FILENAME
·	**Report of the Ministerial Committee on Teacher Education: A National Framework for Teacher Education** 16 June 2005	RMCTE
·	**BOOK** **Developing the Field of Teacher Education in South Africa: Some aspects of the work of the MCTE** (March 2003- December 2004)	(4) Book & CD
Ch 1	Definitions of Teacher Education and Professional Development of Teachers	The Framework DOC 1
Ch 2	Creating Critical Discursive Spaces for Professional Teacher Development	The Framework DOC 2
Ch 3	Continuing Professional Teacher Development	The Framework DOC 3
Ch 4	Complementary Structures supporting a Teacher Education System	The Framework DOC 5
Ch 5	Teacher Education Qualifications	The Framework DOC 6
· ·	**SECTION ONE** **Documents from "The Framework" (December 2004)**	**CD2 Section 1**
1	Reconnecting Teachers within the Democratic Project: Some Reflections on the role of the ELRC 10 years into democracy	The Framework DOC 4
2	Gaining Entry into the Teaching Profession	The Framework DOC 7
3	Progression within the Career of Teaching	The Framework DOC 8
· ·	**SECTION TWO** **Reports of MCTE**	**CD2 Section 2**
4	Conference on Higher Education Curriculum and Society: Relevance, Quality and Development (April 2004)	CD File B
5	Follow Up Colloquium Report (March 2004)	CD File C
· ·	**SECTION THREE** **Proposed Interventions**	**CD2 Section 3**
6	Revised NPDE (360 credits) (July 2004)	CD File G
7	Teacher Education and HIV & AIDS (Core Module)	CD File H
8	A Continuing Professional Teacher Development Database for South Africa: Functional Specifications *(September 2004)*. Appendix: Meetings with Professional Councils and the MCTE (June 2004)	CD File T CD File F

·	**SECTION FOURCD** **Policies in progress**	**2 Section 4**
9	Rewards & Incentives in respect of Institution-based Educators	CD File K
10	Implementation of New Salary a& Grading System (ELRC: April 2003)	CD File L
11	Draft Policy Framework: Educational Management & Leadership Development	CD File M
·	**SECTION FIVE** **Submissions to the MCTE**	**CD2 Section 5**
12	South African Council for Educators and Teacher Professional Development	CD File N
13	The Role of ETDP-SETA in the National Framework for Teacher Education	CD File O
14	South African Democratic Teachers Union (SADTU) Professional Development Strategy (2004-2005)	CD File U
15	The proposed Council on Higher Education Review of Professional and Academic Programmes in Teacher Education	CD File P
·	**SUB-REPORTS**	**SUB-REPORTS 2**
1	**Report on Initial Professional Education of Teachers** **Workshop** (September 2004)	CD File S
2	**Research Output of Faculties of Education:** **Theory and Practice: South African Teacher** **Educators on teacher Education** (June 2004)	CD File R
3	**Report on Site Visits to Provincial Departments of Education** (October 2004)	CD Files A & E
4	**Report on Site Visits to Higher Education Institutions:** **Teacher Education** (October 2004)	CD File D