

Integrated Strategic Planning Framework for Teacher Education and Development in South Africa

2011–2025

Technical Report

Together, taking responsibility for teacher education and development

basic education
higher education & training

TEACHER DEVELOPMENT

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Abbreviations and acronyms

ABET	Adult Basic Education and Training
AC	Arts and Culture
ACE	Advanced Certificate in Education
AIDS	Acquired Immune Deficiency Syndrome
ANA	Annual National Assessments
ANC	African National Congress
BEd	Bachelor of Education [degree]
CBO	Community-based Organisation
Cert	Certificate
Ch.	Chapter
CES	Chief Education Specialist
CHE	Council on Higher Education
CHEC	Cape Higher Education Consortium
CoE	Compensation of Employees
CPD	Continuing Professional Development
CPUT	Cape Peninsula University of Technology
CS	College-school
CTLI	Cape Teaching and Leadership Institute
CTU-ITU	Combined Trade Union – Independent Trade Unions
CTU-SADTU	Combined Trade Union – South African Democratic Teachers' Union
CUT	Central University of Technology
DBE	Department of Basic Education
DCES	Deputy Chief Education Specialist
Devt	Development
DHET	Department of Higher Education and Training
DIP	District Improvement Plan
DoE	[Former] national Department of Education
DUT	Durban University of Technology
EC	Eastern Cape
ECD	Early Childhood Development
ECED	Eastern Cape Education Department
ELRC	Education Labour Relations Council
EMIS	Education Management Information System
EMS	Economic and Management Sciences
EPWP	Expanded Public Works Programme
ERC	Education Resource Centre
ETDP SETA	Education, Training and Development Practices Sector Education and Training Authority
FES	First Education Specialist
FET	Further Education and Training
FETC	Further Education and Training Certificate
FP	Foundation Phase

FS	Free State
FSED	Free State Education Department
FTE	Full-time Teaching Equivalent
GCIS	Government Communication and Information Service
GDE	Gauteng Department of Education
GET	General Education and Training
GP	Gauteng Province
Grade R	Reception Year
HEDCOM	Heads of Education Departments Committee
HEI	Higher Education Institution
HEMIS	Higher Education Management Information System
HEQC	Higher Education Quality Committee
HIV	Human Immunodeficiency Virus
HoD	Head of Department
Hons	Honours
HR	Human Resource(s)
HRD	Human Resource Development
ICT	Information and Communication Technology
IP	Intermediate Phase
IQMS	Integrated Quality Management System
IT	Information Technology
KZN	KwaZulu-Natal
KZNED	KwaZulu-Natal Education Department
LED	Limpopo Education Department
LP	Limpopo Province
MA	Master of Arts
Med	Master of Education
MED	Mpumalanga Education Department
MP	Mpumalanga Province
MPhil	Master of Philosophy
MTEF	Medium Term Expenditure Framework
NAPTOSA	National Professional Teachers' Organisation of South Africa
Nat Cert	National Certificate
Nat Dip	National Diploma
NATU	National Teachers' Union
NC	Northern Cape
NCED	Northern Cape Education Department
NCHE	National Commission on Higher Education
NCS	National Curriculum Statements
NCV	National Certificate Vocational
NEEDU	National Education Evaluation and Development Unit
NEIMS	National Education Infrastructure Management System
NEPI	National Education Policy Investigation

NPFTED	National Policy Framework for Teacher Education and Development
NGO	Non-governmental Organisation
NIHE-MP	National Institute of Higher Education – Mpumalanga
NIHE-NC	National Institute of Higher Education – Northern Cape
NIP	National Integrated Plan
NMMU	Nelson Mandela Metropolitan University
NPDE	National Professional Diploma in Education
NQF	National Qualifications Framework
NSC	National Senior Certificate
NSFAS	National Student Financial Aid Scheme
NTA	National Teacher Awards
NW	North West
NWED	North West Education Department
NWU	North West University
OSD	Occupation Specific Dispensation
Para.	Paragraph
PED	Provincial Education Department
PERSAL	Personnel Salary System
PEU	Professional Educators' Union
PGCE	Post Graduate Certificate in Education
PGP	Personal Growth Plan
PhD	Doctor of Philosophy
PIRLS	Progress in International Reading Literacy Study
PL	Post Level
PLC	Professional Learning Community
PMDS	Performance Management and Development Strategy
QCTO	Quality Council for Trades and Occupations
REQV	Relative Education Qualification Value
RTO	Resource and Training Organisation
RU	Rhodes University
SACE	South African Council for Educators
SACOL	South African College for Open Learning
SACTE	South African College for Teacher Education
SADTU	South African Democratic Teachers' Union
SAOU	Suid-Afrikaanse Onderwysersunie
SAQA	South African Qualifications Authority
SA SAMS	School Administration and Management System
SDF	Skills Development Facilitator
SDT	Staff Development Team
SES	Senior Education Specialist
SETA	Sector Education and Training Authority
SGB	School Governing Body
SIP	School Improvement Plan

SMT	School Management Team
SP	Senior Phase
SUN	Stellenbosch University
TDI	Teacher Development Institute
TECH	Technology
TED	Teacher Education and Development
TIMSS	Trends in International Mathematics and Science Study
TUT	Tshwane University of Technology
UCT	University of Cape Town
UFH	University of Fort Hare
UFS	University of the Free State
UJ	University of Johannesburg
UKZN	University of KwaZulu-Natal
UL	University of Limpopo
UNISA	University of South Africa
UNIVEN	University of Venda
UP	University of Pretoria
UNESCO	United Nations Educational, Scientific and Cultural Organization
UWC	University of the Western Cape
UZ	University of Zululand
WC	Western Cape
WCED	Western Cape Education Department
Wits	University of the Witwatersrand
WSE	Whole School Evaluation
WSP	Workplace Skills Plan
WSU	Walter Sisulu University

Foreword

The Teacher Development Summit of 2009 called for the development and subsequent implementation of a new, strengthened, integrated Plan for teacher development in South Africa, which would respond effectively to the current challenges being experienced.

According to the Teacher Development Summit Declaration, the new, strengthened, integrated national Plan for teacher development should:

- Define clear roles, responsibilities and innovative, collaborative relationships among the key stakeholders for the improvement of teacher development;
- Relate key decisions to the broader context of teacher supply, utilisation and demand;
- Define the appropriate institutional arrangements for the delivery of key components of teacher development such as teacher education and professional development;
- Contain clear priorities and realistic timeframes for implementation;
- Recognise the needs of Early Childhood Development (ECD) practitioners and Foundation Phase educators as a particularly important aspect of the Plan;
- Reduce the overload of policy prescriptions and regulations;
- Provide for an equitable, adequate and efficient allocation of funds and other resources (including the source and destination of such funds and resources) to enable all teachers to perfect the art of teaching – the central concept underpinning the Summit; and
- Provide a platform for the development of robust human resource management and information systems that facilitate equitable and efficient provision of and support for teacher development.

Flowing out of the Summit, an organisational structure consisting of a Teacher Development Steering Committee, an Advisory Committee and a Secretariat was set up in order to manage the production of the new Plan.

The Steering Committee provided political leadership, overseeing the development of the Plan.

The Secretariat coordinated and managed the production of the new Plan under the guidance of an Advisory Committee, which monitored, examined and critiqued the technical work underpinning the emerging Plan and made recommendations to the Steering Committee.

Four Working Groups, managed by the Secretariat, were established to carry out the groundwork required by the Teacher Development Summit Declaration Statements, in order to ensure that these were comprehensively considered in the development of the Plan.

In terms of the general brief, all Working Groups were expected to:

1. Familiarise themselves with, and where appropriate, relate their work to the National Policy Framework for Teacher Education and Development (NPFTED);
2. Take into account the work of the South African Council for Educators (SACE)/ Department of Education (DoE) task team on the development of the SACE Continuing Professional Teacher Development (CPTD) Management System;
3. Take into account relevant Education Labour Relations Council (ELRC) resolutions, including the Occupation Specific Dispensation (OSD) and the work of the various OSD task teams;
4. Carefully study the Teacher Development Summit resource document, the breakaway discussion notes and the synthesis reports related to their work area, and utilise these where appropriate to develop recommendations;
5. Problematise the issues, formulate deliverables, evaluate current plans produced by the DoE and proposals

by stakeholders, and identify and utilise relevant research;
6. Take into consideration the needs of ECD practitioners and Foundation Phase educators, and provision and support of teachers in rural communities;
7. Ensure that the proposed solutions would reduce the overload of policy prescriptions and regulations;
8. Identify areas that require further research or outside expertise and approach the Secretariat in order to get assistance with finding funding if that was necessary;
9. Report progress and alert the Secretariat with regard to problems or blockages faced by the Working Groups; and
10. Receive recommendations from the Teacher Development Steering Committee and Advisory Committee, through the Secretariat, and take these into account in their work.

The specific briefs for each of the Working Group were as follows:

Working Group 1: Institutional arrangements

The work of this group covered issues raised in the Declaration under 3.4.1 and 3.4.2.

Declaration statements:

1.1.1 The DoE, in collaboration with teacher unions and stakeholders, including higher education institutions, will resource appropriate structures and modes of delivery of teacher development to ensure that support is accessible to all our teachers, including programmes provided by a variety of role-players such as teacher unions and teacher development institutes.

3.4.2 To address the demand for new teachers with required curriculum competence, particularly for rural areas, and to provide quality teacher development opportunities for all teachers wherever they are, with due consideration of educational and economic costs and benefits, urgent attention and consideration must be given to:

3.4.2.1 The opening of colleges, in response to widespread calls for such a move, and the form that this might take, including aspects of pre-service and in-service training; and

3.4.2.2 Alternative models for strengthening the institutional capacity of the system as a whole.

Specifically the group was tasked with the following:

- Engaging with current work on teacher demand, supply, utilisation and deployment.
- Considering, in detail, various proposed institutional models for strengthening the provision of quality teacher education and development opportunities, including:
  - Opening colleges of education;
  - Strengthening the capacity of existing higher education institutions; and
  - Developing a network of different types of institutions to deal with different aspects of teacher education and development.
- Drawing on experiences of other countries (as suggested in the Summit closing address delivered by the Minister of Higher Education and Training).
- Considering the system as a whole, including the provision of formal initial teacher education and Continuing Professional Development (CPD) programmes, and short CPD courses, as well as different modes of delivery appropriate for different purposes.
- Detailing the educational costs and benefits of different models.
- Detailing the full economic costs of the different models considered to be educationally viable.
- Developing a well-argued and costed plan for strengthened institutional arrangements for the provision of teacher education and development across the system.

Working Group 2: Needs and programmes

The work of this group covered issues raised in the Declaration under 3.2 as well as 3.4 (3.4.3, 3.4.4, 3.4.5 and 3.4.6).

Declaration statements:

3.2.1 A clear, coherent policy and regulatory environment will be designed for both teacher appraisal and teacher development, which teachers and other role-players can easily understand and with which they can readily engage.

3.2.2 Teacher appraisal for purposes of development will be delinked from appraisal for purposes of remuneration and salary progression.

3.2.3 The Integrated Quality Management System (IQMS) will be streamlined and rebranded. Mechanisms for identifying and responding to teacher development needs will be improved, particularly in relation to developing curriculum competence that will enhance the quality of teaching and learning in our schools. This should be done in a way that secures the trust and confidence of teachers, so that they are able to discuss their own challenges in a non-punitive environment and are able to access relevant mentoring, support and training that is targeted to their needs.

3.4.3 The DoE will support higher education institutions, teacher unions and NGOs to develop their capacity to design and create responsive curricula based on the needs of teachers and the system, focusing particularly on the skills, practices and content knowledge required to improve the quality of learning and teaching in the classroom.

3.4.4 The DoE, together with teacher unions, will ensure that the utilisation of teachers' time allocated to teacher development is beneficial to the teacher and results in improved quality in the classroom.

3.4.5 A streamlined system for the recognition of professional competence must be developed to assist permanent under-qualified and un-qualified teachers (as defined in the ELRC collective agreement) to benefit from appropriate salary grading.

3.4.6 To examine the modalities, including recognition of prior learning, resource requirements and implications for teacher development to achieve the ideal that all teachers will reach the level of Relative Education Qualification Value (REQV) 14 as soon as practically possible.

Specifically the group was tasked with the following:

- Examining the current policy environment with respect to teacher appraisal and teacher development and working out how this can be streamlined so that better understanding and communication around the regulatory environment can be achieved.
- Considering issues of teacher appraisal for different purposes (e.g. development, performance, salary progression), whether and how this is currently expressed within the IQMS, and working out how the system can be streamlined/ improved/ rebranded so that the different types of appraisal are clearly distinguished and so that appraisal for development purposes is delinked from appraisal for salary progression purposes.
- Defining what is meant by curriculum competence and professional competence in relation to the National Curriculum Statements (NCS) – how these can be recognised and how they might be assessed (in a non-threatening and supportive way) so that teachers are better able to recognise their developmental needs with respect to their work.
- Developing plans for mechanisms for enabling the assessment and recognition of curriculum and professional competence so that teachers can gain access to appropriate programmes that would meet these needs.
- Developing plans for ways of working with teacher education providers (including higher education institutions, unions and NGOs) in order to enable the development of capacity to design pedagogically sound and deep programmes directly linked to teacher development needs. (This work would be connected to the work related to assessing and recognising teacher competence).

- Examining the issue of time for teacher development with respect to the current collective agreement, and issues related to leave as raised within the Summit deliberations, and making proposals for ensuring an enabling environment for teachers' involvement in development programmes.
- Examining the issue of teacher competence in relation to salary grading and REQV levels and providing proposals for enabling appropriate salary grading on the basis of recognition of teacher competence (rather than formal qualifications).
- Examining the issue of recognition of prior learning with respect to processes of enabling teachers to access formal qualification routes in order to achieve REQV 14 status.
- Developing plans, including a full appraisal of the economic costs and timeframes, to enable all practising teachers to reach the ideal of REQV 14 (at least for salary purposes).

Working Group 3: Support structures

The work of this group covered issues raised in the Declaration under 3.3.3 and 3.3.4.

Declaration statements:

1.1.3 The DoE and Provincial Education Departments (PEDs) will develop coherent, cooperative and streamlined structures and credible capacity for teacher development and support within a national framework which integrates all aspects of teacher education and development.

1.1.4 Relationships between provincial and district-based structures (district offices and teacher development centres or institutes) and their capacity to support teacher development must be examined and strengthened.

Specifically the group was tasked with the following:

- Examining the existing structures that support teacher development within the DoE and PEDs, including district, cluster and school support, to identify problems/ blockages/ issues with a view to streamlining and improving current structures, capacity and capability to support the levels of teacher development envisaged.
- Investigating the location of teacher development responsibility in the DoE and strengthening its capability to coordinate and bring coherence to the work undertaken by relevant sections in other branches and provinces in relation to teacher development activity (e.g. the IQMS, skills development, curriculum support, HR).
- Developing a plan for enabling coherence across the system, and streamlining responsibilities for teacher development.

Working Group 4: Priorities and funding

The work of this group covered issues raised in the Declaration under 3.3.1, 3.3.2 and 3.3.5.

Declaration statements:

1.1.1 The DoE will identify budgetary resources for teacher development (including the Skills Development Levies) and how they are currently used.

1.1.2 Teacher development provision for state-employed teachers will be properly funded as a national competence in order to meet system needs and priorities.

1.1.5 The DoE will, in collaboration with all the key stakeholders, research and prioritise system needs for the production of quality teacher development programmes that respond to urgent needs within defined timeframes and are managed on a sustainable basis.

Specifically the group was tasked with the following:

- Engaging with current work on teacher demand, supply, utilisation and deployment.
- Researching system needs and priorities and making proposals for the prioritisation of activities that should be built into the overall Plan, and undertaking a realistic appraisal of what will be possible within current funding in the system.
- Identifying all budgetary resources currently available and investigating how these have been used.
- Investigating improved funding mechanisms, including management of teacher development funds as a national competence and earmarking to ensure that system needs and priorities are properly funded.
- Investigating all bursary and loan programmes for teacher education and development, with a view to rationalisation in support of planned objectives.

In working toward the Plan, the following agreed-upon milestones were met:

- All the Working Groups were constituted and had begun their work by mid-August 2009.
- A management plan to map the way towards the development of the Plan, with clear time lines leading to a Medium Term Expenditure Framework (MTEF) bid for 2011/12–2015/16, was presented for ratification by the Steering Committee at the end of August 2009.
- A report to the Ministers (of Basic Education and of Higher Education and Training) on progress towards the development of the Plan was provided by 1 October 2009.
- Emerging work was continually submitted to the Advisory Committee and the Steering Committee for input, critique and direction.
- Ongoing progress reports were provided to the Heads of Education Departments Committee (HEDCOM) and the Council of Education Ministers (CEM).
- A National Workshop was convened in early March 2010, with the purpose of allowing the four Working Groups to present their work to one another and to allow for testing and cross-fertilisation of initial proposals. This enabled each Working Group to factor the work of the other Working Groups into its own work.
- A Preliminary Report on progress made and emerging recommendations was submitted to the Steering Committee on 31 March 2010.
- A National Teacher Development Round Table was convened on 8 June 2010, where the main ideas and proposals emanating from the Working Groups were presented for discussion and feedback from teachers and other stakeholders.
- A full final draft of the *New, Strengthened, Integrated Plan for Teacher Development* was completed at the end of June 2010 for presentation to the Steering Committee. It went through a thorough process of consultation with all stakeholder groups and, after adaptation, a final renamed draft was ratified at a Steering Committee meeting on 9 December 2010. All stakeholders committed themselves in writing to the final agreed-upon plan in January 2011.

The final strengthened *Integrated Strategic Planning Framework for Teacher Education and Development in South Africa, 2011–2025*, hereafter referred to as the Plan, based on and supported by the research contained in this *Technical Report*, was officially unveiled at a launch hosted by the Minister of Basic Education and the Minister of Higher Education and Training on 5 April 2011.

The Department of Basic Education, the Department of Higher Education and Training, and all stakeholders will engage intensively with the Plan to identify how its varied elements will be taken forward.

Executive summary

This *Technical Report* brings together into one document all the research undertaken towards the development of the new, strengthened, integrated Plan for teacher development in South Africa.

The Report is structured as follows: it begins with (a) a historical overview of teacher education provision in South Africa, and then (b) offers an account of what happened to the former public colleges of education. This is followed by (c) a synopsis of teacher demand, supply and utilisation, together with detailed analyses of recent data on the training of teachers at (d) public and (e) private higher education institutions. Research on (f) ways of identifying and addressing teachers' development needs is accompanied by reports on what participants at the Teacher Development Summit had to say about (g) institutional arrangements and development role-players and (h) policy alignment, and the interrelationships between policies relating to teacher education and development – specifically the IQMS, the Whole School Evaluation (WSE) system and the CPTD System. Thereafter follow surveys of the following: (i) international institutional arrangements for the delivery of initial teacher education and continuing professional development, (j) Early Childhood Development (ECD) practitioner development and (k) provincial teacher development institutes and education resource centres. The report ends by examining (l) teacher development support structures, (m) teacher education and development functions in all the national and provincial education departments, and (n) funding arrangements for teacher education and development. A number of appendices have been included, where relevant, to provide additional detail and substance in support of the Plan for teacher development.

Throughout the history of modern South Africa, **responsibility for teacher education provision** has been shared by both national and provincial authorities. For most of this time, provincial colleges typically trained primary school teachers and universities trained secondary school teachers. This state of affairs has complicated national planning and periodically prompted concerns about the variable quality, cost and coordination of teacher education.

In accordance with the Constitution of the Republic of South Africa (1996), which determined that all teacher education would henceforth fall under national control, **national education policy** has attempted to bring the number and quality of teachers being trained into line with the needs of the provinces in whose schools they are to teach, and to reduce duplications and inefficiencies.

The **high cost** and **low quality** of the colleges of education in particular and of the university sector more generally, coupled with the finding of the *National Teacher Education Audit* of an oversupply of teachers, prompted the rationalisation and integration of these sectors on the basis of what Education White Paper 3 of 1997 called 'regional and national needs, sound educational practice, and efficiency and cost-effectiveness'.

By 2004, the teacher education institutional landscape had been completely transformed. Closures, mergers and incorporations resulted in teacher education provision being concentrated in significantly **fewer, larger, multi-disciplinary public higher education institutions**. The vast majority of former colleges of education that were not directly incorporated into higher education institutions are still being used for educational purposes, in the form of Further Education and Training (FET) colleges, teacher development institutes, university learning centres, education resource centres, schools and/or provincial education departmental offices.

This **concentration of teacher education provision** has made it possible for education planners and policy-makers to understand and assess the system more accurately, in order both to determine strengths and more easily identify weaknesses. It reduced the direct cost to the state of training teachers, but passed on some of these costs to individual prospective teachers, in part due to higher fees but also due to the fact that provincial teacher education budgets were not redirected to the institutions now primarily tasked with teacher education. It also made it not only

financially but physically more difficult for potential and practising teachers, particularly in the more rural and remote parts of the country, to access teacher education and development facilities. It has generally permitted better quality teacher education and development programmes and practices to come to the fore, while exposing a range of aspects that still need to be improved. Lastly, while concentration might in principle facilitate coordination, it has not in itself improved it, nor has it yet shown marked gains in efficiency.

An **international survey of institutional arrangements for teacher education and development** has shown that teaching is increasingly seen as a graduate profession, with initial teacher education treated as a national responsibility. Initial teacher education and continuing professional development are a continuum, serviced through an integrated network of institutional providers of both formal and informal programmes at all levels of the system, including colleges, institutes and university faculties of education as well as professional practice schools and teacher development centres. Management of and budgeting for continuing professional development is often devolved to more local levels, including via specialised, purpose-built teacher development centres.

Parallel developments are apparent in South Africa, where teacher education is located in the higher education sector and there is strong emphasis on the completion of degree studies. However, while the country already possesses **a similar system of institutional providers, programmes and teacher development centres at various levels**, the system is not adequately coordinated or integrated, and there is a need to improve the capacity, cooperation and reach of existing institutional providers and development centres, and to enhance the quality and relevance of both initial and continuing, and formal and informal, teacher education and development programmes.

It is against this historical background, in the light of these international developments, and on this structural landscape, that efforts to develop a new, strengthened, integrated Plan for teacher development must be both situated and addressed. In addition, comprehensive, reliable and up-to-date information is essential for planning purposes. A review of available research, including a recent survey of the numbers of new teachers being produced and teachers engaging in formal continuing professional development at all public higher education institutions, provides more detailed information with which to assess what is currently known about teacher supply, demand, utilisation and development in South Africa.

It is generally accepted – and can be confirmed here – that **there is both an *absolute* shortage of teachers, and a *relative* shortage of teachers qualified and competent** enough to teach specific subjects or learning areas (primarily mathematics, the sciences, technology and languages, but also arts and culture and economic and management sciences), in specific phases (especially but not only the Foundation Phase), in specific languages (African languages in particular, and also sign language and Braille), in Special Needs schools, in ECD, and in rural and remote schools.

In 2009, 5 942 new teachers graduated from public higher education institutions, of whom about 1 275 were Foundation Phase teachers and about 2 949 were FET-level teachers. In the same year, due in part to an ongoing teacher recruitment campaign, 16 257 students enrolled for the first time in initial teacher education programmes, an increase of 37.1% over 2008. In 2009, about 9 000 student teachers were supported with full-cost Funza Lushaka bursaries, which target identified high priority or scarce subjects and phases.

The number of new teachers currently being produced by private higher education institutions is negligible. Fewer than 100 new teachers graduated from the three private higher education institutions offering initial teacher education qualifications.

The teacher attrition rate in the country has remained stable at around 5–6% per annum since 1994. Assuming a 5% attrition rate, and taking into account that there are currently just over 400 000 practising teachers in the schooling

system as a whole (Grades R–12, all schools, public and independent), **a minimum of 20 000 teachers need to be replaced every year**. For the Foundation Phase alone, there is a need for an annual replacement of 4 268 African mother-tongue teachers, 755 Afrikaans mother-tongue teachers and 453 English mother-tongue teachers.

While all subjects and learning areas in all phases of the schooling system need more and better teachers, the available research indicates that the **subjects, learning areas and phases for which the need is greatest** include:

- FET mathematics;
- FET mathematical literacy;
- FET physical science;
- FET technology;
- FET languages;
- FET life orientation;
- FET economics;
- FET geography
- Senior Phase (SP) mathematics;
- SP natural sciences;
- SP economic and management sciences;
- SP arts and culture;
- SP languages;
- Intermediate Phase (IP) mathematics;
- IP natural sciences;
- IP arts and culture;
- IP economic and management sciences;
- IP technology; and
- Foundation Phase (FP), especially in an African language.

Furthermore, there is a need for many existing Grade R (Reception Year) practitioners to become professionally qualified to teach Grade R, for many existing ECD practitioners to become professionally qualified in their field, and for many Special Needs teachers to become capable of teaching in sign language and Braille.

Moreover, across all subjects, learning areas and phases, there is a need for:

- More and better teachers for rural and poorer schools;
- More professionally qualified teachers;
- Fewer un-qualified teachers; and
- Fewer temporary teachers.

The mismatch between teacher supply and demand is exacerbated by the fact that **many newly qualified teachers, including Funza Lushaka graduates, are not being promptly taken up** by the system. Reasons include poor national- , provincial- and school-level planning and coordination in identifying suitable posts at schools and placing bursars or other qualified teachers in these posts; the continued hiring of un-qualified people to fill vacant posts; and delays in verifying the qualifications of new appointees.

In addition, **many existing qualified teachers are being inefficiently utilised** due to poor school- and provincial-level management; sluggish and cumbersome recruitment and employment processes; individual teachers' resistance to being redeployed; and difficulties in replacing or transferring inappropriately qualified or ineffective teachers.

Much greater institutional capacity and more resources currently appear to be devoted to the **continuing professional development** of practising teachers than to the training of new teachers, with total enrolments in Advanced Certificate

in Education (ACE) programmes showing considerable growth, increasing by 20% from 2008–09 (or 43 218 total enrolees). Indeed, 28 433 first-time students – all practising teachers – enrolled in ACE programmes in 2009, many more than the 16 257 first-time students enrolling in Bachelor of Education (BEd) and Post-graduate Certificate in Education (PGCE) initial teacher education programmes.

Just over 13 000 teachers were registered for the National Professional Diploma in Education (NPDE) in 2009, an upgrading qualification introduced 10 years ago and intended as an interim measure. However, first-time enrolments in NPDE programmes declined by 31.1% in 2009, to 2 573 new enrolees.

More up-to-date information still needs to be obtained regarding provision and need in the field of **ECD**. However, it is known that many ECD practitioners are not trained, or are not professionally qualified in their field, that most training has taken place through a Level 4 National Certificate, and that the accreditation of ECD practitioner providers has been hampered by various bureaucratic requirements. In short, the ECD sector is in need of similar interventions as the formal schooling sector, including more and better practitioners; clearer and more coherent policy formulation; the proper integration and alignment of ECD, Grade R and the Foundation Phase; national coordination and monitoring; improved funding and support; expanded institutional provider capacity; higher quality and more relevant training programmes; career pathing and qualification development.

Teacher development in the country is seen by many role-players as badly coordinated, poorly monitored, confusing and burdensome. The IQMS, in particular, is considered to be time-consuming, bureaucratic and involving too much paperwork – features exacerbated by the fact that neither teachers nor district officials have the capacity or are adequately trained to use and thus benefit from it. In addition, too many continuing professional development programmes lack relevance and practicality and are sometimes simply of poor quality.

In response, and independently echoing international trends, **participants at the Teacher Development Summit called** for the establishment of well-resourced, properly staffed and locally accessible centres for teacher development; improvements in the capability of subject advisors and other support officials, and also of principals and teachers, to promote teacher development; cooperative and collaborative working, networking and partnerships among all role-players at all levels; better coordination of, and use of time for, continuing professional development; the separation of teacher development from performance appraisal; and development and recruitment processes that take better account of teachers' and curriculum needs.

National and international research concurs that teacher development should be classroom- and curriculum-focused, and concentrate on improving learner understanding and accomplishment. The teacher must be placed firmly at the centre of teacher development activities, not least by establishing **Professional Learning Communities** (PLCs), developing **teacher knowledge and practice standards**, developing **diagnostic self-assessments** tailored to assess these standards and designing and deploying **continuing professional development courses** to develop teachers' curriculum competence aligned to the standards. In addition, time for development must be formally scheduled, and quality open educational resources and professional development courses should be made available online.

While there are already some 75 **teacher development institutes and education resource centres** across the country, they are not all sufficiently resourced or staffed nor are they sufficiently widely distributed to be readily accessible to all teachers. It is imperative that the crucial teacher development and more general education development roles of these institutes and centres are enhanced, through better policy development, coordination, monitoring, staffing, funding, collaboration and quality assurance.

Teacher development support structures and functions also need to be improved and better coordinated, among the national, provincial, district and school levels, and also involve higher education institutions. There is an urgent need to improve the ability of department officials to support teachers, by filling vacant posts and through ensuring that the numbers of trained support staff are adequate to the number of schools and also take into account district size. This must be accompanied by clarifying and standardising staff locations, functions and responsibilities within and across provinces, eliminating overlapping and duplicated functions, providing better training and support for subject advisors and other district staff, and building relationships between and among schools and district officials.

Finally, existing **funding mechanisms for teacher education and development** need to be improved. Currently, they are cumbersome, insufficiently coordinated, ineffectively utilised and poorly monitored. In addition, all existing budgetary resources for teacher education and development need to be optimally, and manifestly, exploited.

Here follows a **consolidated and integrated list of all recommendations** arising out of the research encapsulated in this *Technical Report*. These recommendations have been grouped under the following seven headings: systemic coordination, institutional capacity, funding, initial teacher education, continuing professional development, early childhood development, and research.

A. Systemic coordination

1) Teacher education and development should be treated as a single, integrated, multi-component higher education institutional system.
2) Strong cooperation and coordination between the Department of Basic Education (DBE) and the Department of Higher Education and Training (DHET) with regard to all aspects of teacher education and development planning must be ensured.
3) Provincial-level implementation of teacher education and development activities should be fully coordinated with national-level planning and funding of teacher education and development needs.
4) Monitoring and reporting procedures within provinces, and between provinces and the national departments, should be improved, regularised and streamlined.
5) Provincial Education Departments (PEDs) should timeously identify and fill vacant posts and make use of the provisions of the Employment of Educators Act (No. 76 of 1998), where necessary.
6) Teacher hiring and appointment practices should be monitored, and the hiring of un-qualified personnel (i.e. Relative Education Qualification Value 10 – REQV 10) must be prohibited.
7) The process of verifying prospective teachers' qualifications, and of finalising the permanent appointment of teachers initially appointed in a temporary position whilst qualifications were being verified, should be expedited.
8) Norms and standards for schools should be developed to ensure that, except in exceptional circumstances, teachers qualified in particular subjects, learning areas and phases do in fact teach those subjects, learning areas and phases (and only those subjects, learning areas and phases).
9) Norms and standards defining the duties, legal status, accountability and financing of teacher development institutes and education resource centres, and of their managers and staff, need to be developed.
10) Job descriptions and performance plans should be developed for subject advisors, and clear line-function roles and responsibilities specified for all education officials involved in teacher development.

B. Institutional capacity

11) Teacher education and development institutions and facilities should be made more accessible to all practising and aspirant teachers.
12) Dedicated teaching schools to support teacher education and development, including the research component of both initial teacher education and continuing education programmes, should be established.
13) Dedicated practice schools to support teacher education and development, including the practical teaching component of initial teacher education programmes, should be established.

14) Dedicated institutions to provide for specialist teachers in areas such as music, art, drama and sport should be established.
15) Un- or under-utilised sites of former colleges of education, especially those with residential facilities, should be used for the delivery of teacher education and development programmes, where feasible.
16) Well-resourced, properly staffed, provincially located teacher development institutes should be established, to implement and support national and provincial planning at the provincial level.
17) Well-resourced, properly staffed education resource centres should be established in proximity to and in support of schools, to implement and support national and provincial planning at district level.

C. Funding

18) Provision and use of funding for teacher education and development needs to be better monitored and better reported, ideally through dedicated national and provincial-level structures or committees, so as to ensure that available monies are clearly identified, efficiently distributed and effectively utilised.
19) Public funding of the Funza Lushaka Bursary Scheme should be increased, the provision of Funza Lushaka bursaries should be extended to cover a wider range of subject and learning area specialisations, and the percentage of bursaries allocated to first-year students and to students enrolling in Foundation Phase programmes should be increased.
20) All funding for teacher education and development, including national bloc grants to higher education institutions as well as funding for teacher development institutes and education resource centres, ought to take the form of 'ring-fenced' national departmental conditional grants, so as to ensure that funding is used solely for the purpose intended.

D. Initial teacher education

21) The capacity, quality, cooperation, relevance and reach of all initial teacher education programmes should be improved.
22) Teaching must become a graduate profession.
23) The total output of new teacher graduates should be increased to around 12 000 per annum by 2014 and 18 000 per annum by 2019.
24) More aspirant teachers should be encouraged and supported to qualify as FET Phase mathematics, mathematical literacy, physical sciences, language, life orientation, economics and geography teachers.
25) More aspirant teachers should be encouraged and supported to qualify as Senior Phase mathematics, natural sciences, economic and management sciences, arts and culture and language teachers.
26) More aspirant teachers should be encouraged and supported to qualify as Intermediate Phase mathematics, natural sciences, arts and culture, economic and management sciences and technology teachers.
27) More aspirant teachers should be encouraged and supported to qualify as Foundation Phase teachers, with particular emphasis on the ability to teach in an official language other than English or Afrikaans.
28) Ways and means of encouraging and supporting private higher education institutions to increase their contribution to producing new teachers should be investigated.
29) Direct incentives and other support should be provided to newly qualified teachers to teach in rural and remote schools and in quintile 1–4 schools.
30) Efforts to attract and recruit more teachers into the profession should be redoubled, including targeting foreign educators and retraining unemployed teachers or teachers employed elsewhere.

E. Continuing Professional Development (CPD)

31) Responsibility for continuing professional development should be devolved to more local levels, and allow for the participation of a variety of role-players, while ensuring that national and provincial priorities are addressed.
32) The personnel and paperwork required in order for teacher development to occur should be reduced.
33) Teacher development should be separated from performance appraisal.

34) Meaningful teacher induction programmes should be developed and supported.
35) Teachers in all schools should be encouraged and supported, through an informational and advocacy campaign and the use of appropriate facilitators, mentors and guidelines, to establish new or strengthen existing professional learning communities.
36) Time for teachers to participate in professional learning communities and engage in quality teacher development must be deliberately and formally scheduled.
37) Teacher knowledge and practice standards for all teaching specialisations and professional practices should be developed.
38) Diagnostic self-assessments tailored to assess teacher knowledge and practice standards should be developed and made available, with associated professional developmental resources, in both paper-based and electronic (including online) formats.
39) Continuing professional development courses that are pedagogically sound, content rich, curriculum relevant and quality assured, should be identified and/or developed.
40) Specific groups of teachers and schools in need of targeted development should be identified on the basis of the National Curriculum Statements (NCS) implementation review, National Senior Certificate (NSC) examination results, Annual National Assessments (ANA) and research on teacher qualification profiles.
41) All Grade R teachers should be encouraged and supported to become professionally qualified at Level 5 Grade R/ECD or higher.
42) All un- and under-qualified teachers should be encouraged and supported to become professionally qualified at REQV 13 level or higher.
43) All Special Needs teachers and teachers in Special Needs schools should be encouraged and supported to improve their qualifications and also their competence to teach in sign language and/or Braille.
44) All subject advisors should be encouraged and supported to improve their curriculum competence.
45) The number of subject advisors should be increased, possibly by redeploying competent excess provincial managerial staff, recently retired teachers and/or 'excess' teachers.
46) All provincial and district managers involved in teacher development should be encouraged and supported to improve their competence.
47) The kinds of programmes, services and partnerships offered via teacher development institutes and education resource centres need to be regularised and quality assured.
48) Direct incentives and other support should be provided to teachers in rural and remote schools to improve their qualifications.
49) Ways and means of encouraging and supporting private higher education institutions to increase their contribution to developing practising teachers should be investigated.

F. Early Childhood Development (ECD)

50) The capacity, quality, cooperation, relevance and reach of all ECD programmes should be improved.
51) NGOs and FET colleges should partner with higher education institutions to strengthen training beyond Level 5, particularly with regard to practical components.
52) All ECD practitioners should be encouraged and supported to become professionally qualified.
53) Better articulation between ECD, Grade R and Foundation Phase qualifications and programmes is required.
54) ECD terminology and nomenclature should be standardised.
55) Minimum salaries for ECD practitioners, linked to qualifications and responsibilities, should be determined.

G. Research

56) Data on teacher demand, supply and utilisation should be collected annually in a standardised format, and all relevant research databases should be integrated and maintained.
57) A complete audit of all teacher education and development structures and functions at the national and

provincial levels should be conducted, including a feasibility study into possibilities for standardising and streamlining them.

58) Further research should be undertaken to obtain comprehensive information regarding the current use of former colleges of education.

59) Further research should be undertaken to assess whether and how initial teacher education programmes could be given higher priority than they appear to be receiving at present.

60) Further research should be undertaken regarding the use of (or alternatives to) the 80 hours for professional development.

61) A complete audit of all Workplace Skills Plans, planning and processes across all provinces should be conducted.

62) Further research should be undertaken into ways of incentivising teachers in order to retain their services in the profession.

63) Further research should be undertaken into the extent to which inadequate levels of teacher development support may be contributing to teacher mobility out of those districts with poor teacher development capacity, and possibly out of the profession.

The research contained in this *Technical Report* and the recommendations arising out of it provide the documentary and evidential basis for the 15-year Implementation Plan, which constitutes the operational heart of the new, strengthened, integrated Planning Framework for teacher education and development in South Africa.

1. A historical overview of teacher education provision in South Africa

Educational provision in South Africa has always been a political bone of contention, particularly since education also incorporates the country's other main historical controversies, namely, language and race. The National Convention of 1908–09, which led to the establishment of the Union of South Africa, compromised on the issue of education in order to satisfy delegates from both Natal and the Orange Free State who feared the effect of central government control on their individual systems of education and the specific forms of culture that these systems were intended to preserve. This political compromise, enshrined in the 1909 South Africa Act, Section 85 (iii), gave each provincial council the power to make ordinances on education, other than higher education, for a period of five years and thereafter until parliament otherwise provides (Rose & Tunmer 1975: 10–11). In effect this meant that the training of all primary school and some secondary school teachers continued to take place at teacher training colleges under the administration of the provinces, with other secondary school teacher training taking place at universities under the administration of the Union Department of Education (Parker 2003).

Ever since (in fact almost every five years since the formation of modern South Africa), education commissions and reports have made direct reference to the difficulties with regard to conjoint central and provincial government control of education, and especially to the uneasy location of teacher education – halfway between higher education and general education. Frequent recommendations were made to locate teacher education largely or even solely at the university level, while just as many minority and dissenting reports defended provincial vested interests in retaining control of at least certain parts of teacher education (Rose & Tunmer 1975). Concerns about quality, cost and coordination figured prominently and repeatedly, as is shown in the following extracts from three separate Commission reports:

> **On quality:**
> Training that takes place at a college of education only is said to have an impoverishing effect because students are too isolated and had no opportunity of mixing with students who are interested in other careers…[On the other hand,] it is said that individual students become lonely among the masses of students at large universities and that their social life is more or less restricted to the group taking the same course. (Commission of Enquiry Report, 1969, in Rose & Tunmer 1975: 306–307)

> **On cost:**
> Expenditure on training of teachers is generally excessive…[and hence] the question of transfer to Universities should be considered…The Commission is satisfied that if the other Provinces were to adopt a similar policy to that of the Cape [where 'both the professional training and academic instruction [of teachers] are provided by the University institutions and under their direct control'] a considerable economy would be effected. (Baxter Commission Report, 1923, in Rose & Tunmer 1975: 286–287)

> **On coordination:**
> The present arrangement [referring to the division of responsibility for teacher education between provincial and national governments] seems to us to cause a most unnatural division of educational effort. One does not require to be an educational expert to realise that the education of the youth of the country should be a systematic whole, that primary, secondary, technical and higher education should all be made to work into each other in an organic scheme…(Jagger Commission Report, 1917, in Rose & Tunmer 1975: 15)

The introduction of apartheid added new levels of political and spatial architecture, which further compounded the disparate and uncoordinated nature of teacher education provision, with racially separate colleges and universities for each racial 'group' and with each homeland government given control over its 'own' primary teacher education

colleges. Homeland colleges of education were a source of status and patronage, and many new colleges were built, but with little national planning, quality assurance or accountability, a multiplicity of curricula and qualifications, and vast differences in per capita costs. Primary school teachers predominated, despite a demand for secondary school teachers, a growing shortage of mathematics, science and language teachers, and an under-supply of secondary school teachers for rural schools (Parker 2003). The inequitable and dominating effects of apartheid also produced generations of teachers, of all races, with distorted and deficient understandings of themselves, of each other and of what was expected of them in a divided society (Essop 2008).

In 1994, the negotiations around a new Constitution led to another compromise around teacher education, quite similar to that of 1909: delegates in favour of either the provincial decentralisation of education or its centralisation at national government level reached an agreement allowing the approximately 120 colleges of education to become a national competence in exchange for permitting private sector provision of higher education (Parker 2003). Teacher education provision in the form of these colleges of education was once again in an uncertain location, simultaneously part of higher education and yet also falling under the responsibility of the nine newly created provincial governments. As Schedule Four of the Constitution of the Republic of South Africa (1996) puts it, one of the functional areas of concurrent national and provincial legislative competence is 'education at all levels, excluding tertiary education'. The compromise of 1909, which divided responsibility for education between national and provincial levels of government, has thus remained in effect despite several fundamental constitutional transformations over the past century (Parker 2003).

The first post-apartheid government, in seeking to address the issue of teacher education, was able to draw upon the research of the 1992 National Education Policy Investigation (NEPI), whose teacher education report proposed – but did not choose between – three models by which colleges of education could be managed in the future: regional clusters of colleges; an Institute of Education; or an Education Development Centre (Parker 2009). The NEPI report influenced the ANC's Policy Framework for Education and Training, which indicated that, given the lack of uniformity and the absence of planning across the teacher education sector, coupled with the uneven quality of inputs and outputs, the under-utilisation of many college facilities, undemocratic governance, and a stifling and uncritical ethos, the entire system of teacher preparation and development needed to be reconstructed (ANC 1994).

The Policy Framework clearly stated that the higher education sector would include universities and technikons along with all colleges 'offering vocational, technical and professional diplomas and certificates in teacher education, nursing, agriculture, technical, police and military sciences' (ANC 1994). At the same time it indicated that, while colleges of education 'wish to be regarded as tertiary institutions…only a minority of teachers colleges at present merit that status' (ANC 1994), and thus it mooted the need for 'provincial coordination and rationalisation' and 'the optimal use of resources through reducing duplication of programmes and facilities' (ANC 1994). All of these aspects, and others, were taken up early the following year in the form of the first White Paper on Education and Training (DoE 1995).

'[S]trongly of the view that teacher education is a unified field and belongs in higher education', the White Paper made specific mention of the unresolved uncertainty around the structural location of teacher education and the colleges of education in particular (DoE 1995: ch. 5, paras 38, 66), and awaited advice in this regard from both the *National Teacher Education Audit* already under way and the more recently appointed National Commission on Higher Education. The White Paper was also particularly concerned about what it referred to as 'a precipitous decline in the quality of educational performance' at many colleges of education (DoE 1995: ch. 4, para. 9), and that the few science and mathematics teachers being produced there had such poor subject knowledge and professional confidence that a 'cycle of mediocrity' was being perpetuated in the classrooms in which they found themselves (DoE 1995: ch. 5, para. 49).

The National Commission on Higher Education confirmed what the White Paper had already intimated, namely that colleges of education should be incorporated into existing higher education institutions, so as to create 'fewer, larger, multidisciplinary higher education institutions' (NCHE 1996). For its part, the *National Teacher Education Audit* found that, despite the existence of some 'centres of excellence', the teacher education sector was characterised by a general lack of quality, as well as wastage and inefficiency, exacerbated by the fact that, as recently as 1990, new colleges had been built despite the existence of excess capacity (Parker 2009; Hofmeyr & Hall 1995). Indeed, the previous three years had seen increasing numbers of these college-trained educators being produced (Hofmeyr & Hall 1995). The audit found that 'colleges of education are not cost-effective institutions', and that their small size and low average staff-student ratios made teacher training at colleges 'the most expensive form of tertiary education' (Hofmeyr & Hall 1995: 52). The dominant approach to teaching and learning at the colleges of education was 'authoritarian and content-based', the failure rate was high, and many of those who passed had no intention of teaching (Hofmeyr & Hall 1995: 52). In the light of the overall finding of the audit, that 'in most provinces there is an over-supply of teachers' (Hofmeyr & Hall 1995: 29), it was concluded that there were simply too many colleges of education, producing too many primary school teachers and at the same time not enough secondary school teachers (Hofmeyr & Hall 1995).

Thus, by 1997, the teacher education sector as a whole, institutionally supported by universities, technikons and colleges, was poised for transformation, with an emphasis on higher quality, greater integration, less duplication, better planning and more accountability. Education White Paper 3 on Higher Education (DoE 1997a) reiterated that the integration of the colleges into the higher education system would take place on the basis of 'regional and national needs, sound educational practice, and efficiency and cost-effectiveness' (DoE 1997a: section 2.46), and announced the institution of a comprehensive review of the colleges. Accordingly, a Technical Committee was established to report on the governance, funding and administrative implications of transferring colleges from a provincial to a national jurisdiction. The committee was 'particularly concerned to propose implementation strategies (e.g. in funding and in capacity building) directed at the reduction and elimination of those great disparities among CEs [Colleges of Education] which are a major feature of the existing situation' (DoE 1997b: 4). It pointed out that the process of transition from a provincially controlled college to an autonomous higher education institution required that (a) 'the colleges must develop the capacities necessary for that autonomy, and the DE [Department of Education] must arrange for the necessary support and assistance in this process to be provided to the CEs', and (b) 'there must be put in place an interim agency arrangement within which the provinces administer the colleges in terms of national prescriptions and budgetary requirements' (DoE 1997b: 4). The capacity building process in itself required 'the development of structures of institutional decision-making and consultation, the development of systems of management and service-profession, the development of an appropriate staff establishment, the provision of material resources, and educational management development' (DoE 1997b: 5).

The report of the Technical Committee formed the basis for a 1998 framework document titled *The Incorporation of Colleges of Education into the Higher Education Sector: A Framework for Implementation*. Like the earlier report by the National Commission on Higher Education (NCHE 1996), which did not discount the possibility that some colleges could be amalgamated to become a new university or technikon, this framework document envisaged that some colleges of education might become autonomous higher education institutions provided they had enrolments of at least 2 000 full-time equivalent students and had the capacity to be self-governing (Parker 2008; Gordon 2009: 32; Parker 2009). Since 1996 the provinces had been rationalising and restructuring their colleges of education, initially in terms of broader efforts to overcome the legacies of apartheid and also in response to the *National Teacher Education Audit*'s finding of an oversupply of teachers (Crouch & Perry 2003), but latterly in order to achieve these primary criteria. By mid-1999, however, it became clear that none of these colleges – now whittled down to 25 institutions, including the two large distance education colleges, SACTE and SACOL – had sufficient numbers of students to become viable autonomous institutions (Parker 2008). Moreover, declining enrolments in higher education, including but not only in teacher education, coupled with quotas on college enrolments and competition from private-sector

providers, exposed weaknesses and inefficiencies in the management and administration of several universities and technikons, threatening their viability.

In this context, and especially given the widely acknowledged problems of poor quality, high cost and lack of coordination, the integration of some or all colleges into the higher education system as autonomous entities was not deemed to be an option, and the state's focus shifted to incorporating the now rationalised colleges into existing higher education institutions (Asmal 2000). The Higher Education Act of 1997 had specified that, in order to incorporate the colleges into the universities, account had to be taken of labour relations provisions and of the transfer of funding from provincial to national budgets. Negotiations at the Public Sector Coordinating Bargaining Council produced an agreement that left college-based personnel in the employment of the provinces, available to be seconded to universities if needed or else to be redeployed elsewhere in the schooling system (Parker 2008). With most college staff in fact remaining with the provinces, and in a context of government fiscal austerity, none of the approximately R800 million provincial college salary and maintenance budget was transferred by Treasury to the national budget, which meant that individual budgets had to be negotiated with each institution and province, ending up being substantially less than originally anticipated.[1]

In other words, funding did not follow function: on the contrary, money that prior to 2000 had been allocated to initial teacher education was, because it remained in provincial budgets, effectively removed from the teacher education system, leaving higher education institutions with little additional funding to carry out their additional functions. Such additional funding that was provided to higher education institutions to allow certain colleges to see existing ('pipeline') students through to completion was calculated using subsidy formulae based on existing university or technikon student numbers (already negatively affected due to the wider uncertainty about the future of the colleges), although this funding did take account of universities' and technikons' comparatively higher fees.[2]

In December 2000 23 earmarked contact colleges were declared by the Minister of Education as subdivisions of various universities and technikons, and the two distance education colleges declared as subdivisions of the University of South Africa (UNISA), with effect from 31 January 2001 (DoE 2000). The remaining colleges were retained by the provinces. The vast majority continued to carry out education-related functions by becoming campuses of FET colleges, teacher development institutes, education resource centres, high schools or provincial education offices with the small remainder being utilised by other government departments. Within the next three years, a series of mergers took place between the 32 existing universities and technikons, leaving a total of 23 universities (including comprehensive universities and universities of technology). Twenty-one of these universities now offer initial teacher education programmes, though their capacity varies widely; in addition, two new National Institutes of Higher Education, established in Mpumalanga and the Northern Cape Province, also provide initial teacher education.

Thus, over the 10-year period since 1994, teacher education provision had been concentrated into significantly fewer, larger, multi-disciplinary higher education institutions. The incorporation of the colleges of education into higher education institutions laid the basis for elevating the role, status and quality of teacher education. Nevertheless, this fundamental restructuring process also had several negative consequences. First, there was a major reduction in the number of institutions offering teacher education, and this reduction was accompanied by a significant fall in enrolments in initial teacher education programmes – a fall prompted by the declining relative attractiveness of teaching as a profession and exacerbated by decreasing enrolments in higher education more generally. Second, though these fewer institutions were generally of better quality, and at the same time could produce teachers more cheaply, the fees that individuals enrolling in these institutions had to pay were significantly higher. These increased costs to individuals were exacerbated, third, by the fact that funding did not follow function, and higher education

1 R Cilliers (Department of Education), personal communication, 2 February 2010. See also Parker (2008: 5).

2 R Cilliers (Department of Education), personal communication, 2 February 2010.

institutions received little additional funding to expand their teacher education functions. Fourth, responsibility for the training of teachers was placed solely in the hands of institutions that, while relatively better resourced, enjoyed a degree of autonomy substantial enough to permit them to interpret and sometimes deflect government policy mechanisms aiming to ensure that a national resource like teachers was regularly and consistently reproduced. Fifth, and consequently, some higher education institutions, themselves struggling to find new revenue streams to offset diminishing government subsidies, and in the throes of complicated institutional restructuring exercises, tended to focus their efforts on short-term but lucrative teacher upgrading programmes rather than longer-term initial teacher training. Sixth, higher education institutions were also predisposed to concentrate on their traditional strength, namely, the training of secondary school and especially FET-level teachers, to the relative neglect of primary school (Foundation and Intermediate Phase) and ECD teachers. Seventh, the geographical concentration of teacher education provision, for the most part in urban areas, meant that some potential students from rural areas, particularly if they were poor or otherwise historically disadvantaged, as well as teachers in rural schools, were now at a substantial distance from such facilities, reducing access and increasing cost.

In sum, the transformation of teacher education provision was motivated by three key issues. The first major motivation for this transformation, and especially for the incorporation of the colleges into existing higher education institutions, was the issue of quality. The fact that, of approximately 120 colleges of education, 'possibly 3 or 4' could have become autonomous higher education institutions, and these only if they were to be given 'sufficient funding and assistance to develop over a five-year period' (Parker 2003: 22), was a measure of their overwhelmingly poor current quality and future developmental prospects. Parallel to this physical transformation was the development of the National Qualifications Framework (NQF), the new national school curriculum, and norms and standards for educators, which together required a further and much more substantial alignment of teacher education with quality benchmarks.

Cost was a second major reason for the rationalisation of the colleges of education. (The subsequent rationalisation, through mergers, of the higher education institutions into which they had been incorporated was equally in the interests of economic viability.) In 2000, the per capita cost to the state of funding a teacher education student through a university or technikon was R10 000 (albeit with high costs being incurred by individual students); by comparison, the cost to the state of funding such a student in a college of education was R40 000 (though with low if not negligible costs for individual students) (Parker 2003:7; DoE 2009; Parker 2008).

A third major factor was the need for more and better coordination and planning of higher education provision in general. As the Minister of Education noted in his foreword to Education White Paper 3:

> the higher education system must be planned, governed and funded as a single national co-ordinated system. This will enable us to overcome the fragmentation, inequality and inefficiency which are the legacy of the past, and create a learning society which releases the creative and intellectual energies of all our people towards meeting the goals of reconstruction and development. (DoE 1997a: 3)

All present and future efforts to alter or improve upon the current institutional arrangement for the delivery of teacher education and development in South Africa must pay close attention to these three salient issues of **quality, cost** and **coordination**, without losing sight of the need to address new problems and needs arising, such as with regard to capacity, access and social transformation. Furthermore, the history of teacher education provision in South Africa supplies singular lessons in policies and practices that should be avoided or, stated more positively, that should prompt the adoption of more constructive courses of action. For instance, the long-standing tension between national and provincial interests highlights the importance of compromise; deep divisions and recurring conflicts over race, class, culture and language underscore the need to build a common and inclusive national identity; the multiplicity of apartheid structures makes a single unified if differentiated system a sine qua non; the self-serving and parochial

systems of patronage in the homelands and of vested interest in the provinces render accountable governance systems and democratic policy development all the more desirable; and a growing demand for more and better distributed, and more competent and qualified, teachers, together with the concomitant national skills shortage, emphasises that no matter how diverse the available human resources and the envisaged forms of institutional provision may be, they must all work together for a common purpose.

According to these findings, and also taking into account broader efforts to transform and improve the South African education system since 1994, the following principles could be used to interrogate existing and possible new models of institutional arrangements for the delivery of teacher education and development:

Quality and equity: teacher education is a graduate profession, where specialist knowledge and critical practice is underpinned by theory and research and must be accompanied by the steady transformation of systems and processes in order to overcome inequalities, foster community and unleash creativity.

Affordability and access: better economies of scale and greater efficiency can be achieved by focusing, rather than dispersing, available resources, and by ensuring that both new and existing teachers, especially those in remote and rural areas, can access such resources through appropriately tailored bursaries and other support mechanisms.

Coordination and integration: there needs to be firm, transparent, coordinated and informed national government oversight and management of an integrated process of initial and continuing teacher education and development, supported by comprehensive, reliable and up-to-date data and the cooperation and commitment of all role-players, with the aims of addressing the skilled labour needs of the economy and building a unified South African citizenry.

In the light of this historical overview, issues of quality, cost and coordination have always been – and for the foreseeable future are likely to remain – of concern to educational planners and policy-makers. Hence it is recommended that specific attention be given to the following:

- Better coordinating provincial-level implementation of teacher education and development activities with national-level planning and funding of teacher education and development needs.
- Improving provision and use of funding for teacher education and development and ensuring that available monies are clearly identified, efficiently distributed and effectively utilised.
- Enhancing the quality of both provision and utilisation of teacher education and development, at the levels of structures, institutions, qualifications, programmes, teacher competence and learner achievement alike.

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2. What happened to the former public colleges of education in South Africa?

Introduction

In 1994, there were approximately 101 public colleges of education in South Africa, eight of which were distance education institutions (Pratt 2001: 30, citing Hall 1996). Ten years later, all of these colleges had ceased to exist as independent entities. This document presents some of what is known, in 2010, about what happened to them.[3]

Incorporation into universities and technikons

Between 1994 and 2000, many colleges of education were closed, merged or incorporated into larger entities, as part of provincial rationalisation processes aimed at overcoming the educational inequalities of apartheid and reducing an identified oversupply of primary teachers.

In December 2000, 25 colleges of education, including two distance education colleges, were declared by the Minister of Education as subdivisions of various universities and technikons, with effect from 31 January 2001 (DoE 2000: 3). The 25 colleges[4] were as follows (listed in the order gazetted):

Algoa College of Education
Dower College of Education
Cicira College of Education
Transkei College of Education*
Bloemfontein College of Education*
Thaba 'Nchu College of Education
Tshiya College
Johannesburg College of Education*
Onderwyskollege Pretoria*
South African College for Teacher Education (SACTE)
Edgewood College of Education*
Esikhawini College of Education
Eshowe College of Education
Gamalakhe College of Education
Indumiso College of Education*
South African College for Open Learning (SACOL)
Mapulaneng College of Education
Mokopane College of Education
MASTEC College of Education
Makhado College of Education
Giyani College of Education

3 This document has been compiled on the basis of a text- and electronic-based search. It draws primarily on a list of addresses of former public (or state-owned) colleges of education found at http://60.250.3.229/info/sa/coe.htm. This list in itself is known to be incomplete. Not all former colleges are listed, and information is not available for all that are listed. Some on the list may have been private colleges. Some colleges underwent several incorporations or mergers, and often changed their names in the process, making them more difficult to trace. In addition, the information provided here has not been confirmed either telephonically or through site visits.

4 Of these former colleges, those confirmed as still being used for educational purposes by higher education institutions are marked with an asterisk (*).

Cape Town College of Education (Mowbray)*
Boland College of Education*
Potchefstroom College of Education*
Mankwe College of Education

These 25 colleges were intended to function under the name and auspices of the particular university or technikon to which they were transferred along with their assets, plant and property. A 2008 survey, however, found that only nine of the 25 (those indicated with an asterisk) were still listed on the books of and being used by a higher education institution.[5]

The remaining 76-odd colleges were retained by the provinces, destined for the most part to continue to carry out education-related functions, as campuses of FET colleges, teacher development institutes, education resource centres, schools and/or provincial education offices, with a small remainder being utilised by other government departments.

Teacher college sites that became FET college sites

The following 31 colleges[6] (listed in alphabetical order) became campuses of FET colleges (DoE 2010):
Algoa College of Education[7]
Blythswood College of Education
Bochum College of Education
Boitjhorisong In-Service Training Centre[8]
Bonamelo College of Education
Cicira College of Education
Dr NC Phatudi College of Education
Eshowe College of Education
Esikhawini College of Education
Ezakheni College of Education
Gamalakhe College of Education
Good Hope College of Education
Hewat College of Education
Kagisanong College of Education
KwaGqikasi College of Education
Lehurutshe College of Education
Lere La Tshepe College of Education
Lovedale College for Continuing Education

5 R Cilliers (Department of Education), personal communication., 2 February 2010.

6 Note that seven of these 31 colleges (viz. Algoa, Cicira, Esikhawini, Gamalakhe, Mankwe, Mokopane and Tshiya) were among the 25 colleges gazetted to become subdivisions of universities or technikons.

7 As an example of the inconsistencies in information on former colleges of education, Algoa College of Education, declared part of the Port Elizabeth Technikon in December 2000, was earmarked for closure by the Nelson Mandela Metropolitan University in 2005 (a decision subsequently postponed), and thereafter reported as either being used by the Eastern Cape Department of Education as an in-service centre for teachers, or as having become a campus of the Port Elizabeth FET College. See Chisholm 2010; Dhladhla 2010; DoE 2000; DoE 2010; www.nmmu.ac.za/default.asp?id=161&did=&nid=909&mod=newsdetail&gh=News&bhcp=1; www.upe.ac.za/default.asp?id=161&did=&nid=979&mod=newsdetail&gh=News&bhcp=1; and www.pecollege.edu.za/?page=Algoa&template=colleges.

8 Boitjhorisong is cited as having being incorporated into Lere La Tshepe College, which in turn was incorporated into Maluti FET College; however, separate reports suggest that it or elements thereof became an education resource centre, which formally belongs to either Total or SASOL. See Chisholm 2010; Dhladhla 2010; and www.fsl.gov.za/Hansard/Vol%2061/Vol%2061%20APPROPRIATION%20BILL%20Vote%206%20Education%2012%20March%201999.htm.

Madadeni College of Education
Maluti College of Education
Mankwe Christian College of Education
Mokopane College of Education
Mphohadi College of Education
Mpumalanga College of Education
Ndebele College of Education[9]
Sefikeng College of Education
Sohnge College of Education
Springfield College of Education
Taung College of Education
Tshiya College of Education
Umbumbulu College of Education

In addition, the East Rand College of Education site became the site for the East Rand College of Technology. Unconfirmed reports suggest that Dower College of Education site also became an FET college site.[10]

Use as schools

A dozen or so other colleges became – or at some point were used as – schools (usually high schools, but in some cases sports schools or Special Needs schools), including Adams, Clarkebury, Shawbury, Naphuno, Sekgosese, Bellville, Mfundisweni, Mount Arthur, Roggebaai College for Further Training, Sigcau, Promat, Venda, South Cape (Onderwys Kollege Suid Kaap) and the Transvaal College of Education in Laudium.

Use as government offices

Another 15 colleges became – or at some point were used as – provincial or district education offices (sometimes at the same time as being used as teacher development institutes or education resource centres, or by other government departments such as Health or Public Works), including Bensonvale, Durban, Elijah Mango, Mgwenya, Giyani, Hebron, Moretele, Bellville, Dr WB Rubusana, Arthur Tsengiwe, Soweto, Sebokeng, Perseverance, Modjadji and Tivumbeni. In addition, Masibulele College and Cape College are being utilised by other government departments.

Use as teacher development institutes or university learning centres

Three former college campuses are now being used as teacher development institutes: the Durban College became the Ikhwezi In-service Training Institute, the Bellville College became the Cape Teaching and Leadership Institute (CTLI), and the Transkei Teachers' In-service College became the Educational Leadership Institute. Shingwedzi College is now a UNISA satellite learning centre. Some buildings of the Soweto College were earmarked in 2009 for the expansion of the University of Johannesburg's Soweto campus. Phatsimang College of Education became part of the National Institute for Higher Education in the Northern Cape.

9 Ndebele College may also be part of the National Institute for Higher Education in Mpumalanga; see below.

10 For Dower, see www.pecollege.edu.za/?page=Dower&template=colleges. The former Ntuzuma College may be a campus of Elangeni FET College.

The Ndebele College, while remaining the property of the Mpumalanga Education Department, was utilised to provide initial teacher education through a partnership between the University of Pretoria and the province, until the establishment of the National Institute for Higher Education in Mpumalanga (NIHE MP) in 2007. Following this establishment, the University of Pretoria phased out its initial teacher education programme by 2009, and the NIHE MP is in the process of developing new partnerships to ensure continued initial teacher education on the campus. It is envisaged that new programmes will be offered on the campus from 2011 onwards, and that the Ndebele campus will be incorporated into the new university planned for Mpumalanga Province.

Use as education resource centres

The following former colleges are being used as education resource centres: Butterworth, Mapulaneng, Kwena Moloto, Lemana, Ramaano Mbulaheni Training Centre, Tshisimani, Sekhukhune, Hoxani (which may also double as a Traffic Police College),[11] Marapyane, Makhado, Ndebele, Thabamoopo, Tivumbeni and Tlhabane (which also houses the Mankwe Ambulance Training Centre).[12]

Other use

A few former colleges have had quite a varied career, not always education-related. Griffiths Mxenge College became a South African Police Services headquarters. Arthur Tsengiwe College was used, at various times, as provincial or district education offices, as Traditional Council offices, and as a community radio station. In the case of the premises of the former Appelsbosch College, legal ownership and use is disputed between the St Ambrose Nursing School, the Department of Public Works and the Department of Education and Culture in KwaZulu-Natal. The buildings of Lumko College of Education are owned by the Catholic Church, but their current use has not been established. The former Kathorus College hosts an HIV/AIDS training NGO, Ubunye Community Development Initiatives.

Use unknown

Finally, insufficient information was available with which to establish the current status of the following 13 former colleges: Bethel, Daveyton, Ntuzuma, Setotolwane, Clydesdale, Mamokgale, Mfundisweni, Western Cape, Rand College of Education (presumably distinct from the East Rand College of Education, referred to above), Siza's Centre for In-service Training, Lebowa In-service Training Centre, North-West In-service Education College, and MASTEC College of Education (which is reported to have been reopened in January 2008 as an in-service teacher training centre).[13]

11 See www.bushbuckridge.gov.za/News/News001.pdf; see also Dhladhla 2010; Chisholm 2010.

12 See www.docstoc.com/docs/18571209/FORM-179-PROFESSIONAL-BOARD-FOR-EMERGENCY-CARE-ACCREDITED-TRAINING.

13 See www.search.gov.za/info/previewDocument.jsp?dk=%2Fdata%2Fstatic%2Finfo%2Fspeeches%2F2008%2F08051615151001.htm%40Gov&q=(+affirmative+%3CAND%3E+action+)&t=A+Motsoaledi%3A+Limpopo+Education+Prov+Budget+Vote+2008%2F09.

Conclusion

Of the approximately 109 public colleges of education in South Africa in 1994, the vast majority (88%) are still being used for educational purposes, either directly as university or FET college campuses or centres, teacher development institutes, educational resource centres or schools, or indirectly as provincial education departmental offices.

The status of about 12% of the former colleges has not been established; it is likely that some were rationalised, merged or closed prior to the year 2000, while others may have been privately owned and hence ought not to be considered here.

Recommendations

Further research should be undertaken to confirm, correct or update the information provided here, especially by undertaking site visits to former premises.

Where educationally and economically feasible, un- or under-utilised former colleges of education, especially where residential facilities are available, could be used as sites for the delivery of teacher education and development programmes, by public higher education institutions and/or by teacher development institutes.

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3. Teacher demand, supply and utilisation in South Africa

Introduction

This chapter analyses some of the most relevant and most recent research into teacher demand, supply and utilisation in South Africa. It consists of six parts:

- An outline of the current teacher profile (number, qualifications, REQV 10–13 levels, experience, age, gender and race).
- An examination of research into teacher demand (including public school enrolment rates, teacher attrition rates, demand projections based on learner-educator ratios, including recently publicised government intentions to increase enrolments in Grade R, pre-school and secondary schools, numbers of un-and under-qualified teachers in need of upgrading, and details of specific subjects/ learning areas and phases for which more and better qualified teachers are required, including ECD and rural and poorer schools).
- An investigation of research into teacher supply (including data on newly qualified teachers, the pool of unemployed teachers, enrolments in initial teacher education and continuing professional development programmes, causes and effects of the declining attractiveness of teaching as a profession, and data on teacher bursaries, recruitment and appointments).
- An exploration of research into teacher utilisation and deployment (including consideration of artificial restrictions on demand, the inefficient take-up and utilisation of Funza Lushaka graduates, the filling of posts by hiring un-qualified people, and poor planning for and coordination of the deployment of teachers in general).
- A list of solutions proposed in the literature and of suggestions for further research.
- A set of recommendations.

This chapter deals specifically with the demand, supply and utilisation of teachers, namely, school-based educators, but also makes occasional reference, where necessary or appropriate, to other educators, including ECD practitioners, FET college lecturers, and relevant provincial and district education officials including subject advisors.

Current teacher profile

In 2007 there were 372 342 teachers in public ordinary schools, at a learner-educator ratio of 32.4:1, and 21 883 teachers in independent ordinary schools, at a learner-educator ratio of 16:1, giving a total of 394 225 teachers and an overall learner-educator ratio of 31.5:1 (DoE 2009a: 3). Personnel Salary System (PERSAL) data for August 2009 indicate that there were 384 938 state-employed teachers (including relief, permanent, probationary and temporary College-school – or CS – teachers and part-time teachers) in public ordinary schools.

Qualifications: 96% of teachers have a Senior Certificate (DoE 2009f: 2); 30% have some academic qualification (DoE 2009f: 31); 89% have a professional teaching qualification (DoE 2009f: 2), but of those, only 18% are graduates (i.e. have a four-year BEd or a degree plus PGCE or its equivalent) (DoE 2009f: 31; DoE 2009d: vii, 112).

REQV levels: 4% of teachers reported an REQV level of 10, 1% an REQV level of 11, 3% an REQV level of 12 and 32% an REQV level of 13 (DoE 2009f: 2). PERSAL data for August 2009 indicate that there were 10 852 REQV 10 teachers, 3 134 REQV 11 teachers, 10 363 REQV 12 teachers and 111 562 REQV 13 teachers (of all categories: relief, permanent, probationary, temporary and part-time).

Experience: 83% of teachers have more than five years' experience in the profession, and 52% have more than 15

years' experience; 3% have less than one year's experience, 4% have one to two years' experience, and 9% have three to five years' experience (DoE 2009f: 36). In comparison, in 1994, 36% of teachers had less than five years' experience (Hofmeyr & Hall 1995: 32).

Age: Less than 5% of teachers are under the age of 30, 12.4% of teachers are under the age of 35, 42% are aged 45 and over, and 22.7% are aged 50 or over (DoE 2009f: 37). In comparison, in 1994, 54% of teachers were younger than 35 years of age (Hofmeyr & Hall 1995: 31), and in 2004, 29% were aged 45 and older (ELRC 2005: xiv).

Gender: Two-thirds (67%) of teachers are women (DoE 2009f: 2; ELRC 2005: xiv).

Race: 79% of teachers are African, 10% are white, 9% are coloured and 1% are Indian (DoE 2009f: 2).

In addition, in comparison to the rest of the working labour force as a whole, teachers are said to work fewer hours per week, enjoy a higher income, be more educated and be highly unionised (Crouch 2001: 5–6; Shisana, Peltzer, Zungu-Dirwayi & Louw 2005: ch. 4).

Teacher demand

Teacher demand is influenced by assumptions around the learner population, enrolment by grade, repetition and net flow rates, the desired class size at primary and secondary level, the period load of teachers, the rate of substitute-teacher usage, the number of orphans and the use of a special L/T [learner/teacher] ratio for orphans, the attrition rate among teachers and mortality assumptions based on AIDS-related illnesses. (CHEC 2009: 32, citing Crouch & Perry 2003)

Though the school-age population (age 6–18) has been growing slightly (calculated at 1.1% per annum from 1999 to 2003, using data from the ELRC report of 2005), **public school enrolment rates** have declined slightly, particularly at General Education and Training (GET) level (DoE 2009c: 18). Public school enrolments grew at 7.3% during the 1970s, declined to 3.8% by the mid-1990s (Hofmeyr & Hall 1995: 26), and declined further to less than 1% per year from 2005–07 (DoE 2009c: 41). (On the other hand, enrolments in independent schools grew at an average of 5% per annum from 2003–07 [DoE 2009c: 18–19]).

The **teacher attrition rate** appears to have remained stable at around 5–6% per annum since 1994 (DoE 2007: 7; DoE 2009c: 22; ELRC 2005: xiii, 3, 7; Hofmeyr & Hall 1995: 29). There are some variations on this general consensus: the ELRC report found that 'the total number of public educators declined from 386 735 in 1997/98 to 366 320 in the 2002/03 financial year', representing a net change of -5.3% over the five-year period (ELRC 2005: xiii); an earlier study by Crouch found a 3.4% national attrition rate between 1998 and 1999 (Crouch 2001: 20); while in 2009 the DoE calculated an average attrition rate of 3.3%, not counting temporary contract termination (DoE 2009c: 22, 24). (Another recent DoE report [DoE 2009b: 14–15], examining total terminations by their nature and by race, calculated a 12.0% attrition rate in 2004 and 2005, and a 0.2% attrition rate in 2006, but the data are incomplete.) An attrition rate of 6.0% is considered to be low in comparison with most other countries (DoE 2009c: 22, 24; ELRC 2005: 36).

The largest causes of attrition are contract terminations, resignations and mortality. Attrition reached a peak of 9.3% in 1997/98, due to high numbers of severance packages and dismissals (accompanied by the rationalisation of the colleges of education, which nonetheless did not prevent the total number of educators employed by the DoE from rising) (ELRC 2005: xiv, 4; Crouch & Perry 2003: 480; ETDP SETA 2008: 41). In comparison, the 2002/03 attrition rate of 5.9% was characterised by increasing proportions of mortality, medical retirement and resignation (ELRC 2005: xiv; DoE 2005b: 56). Not counting contract terminations of temporary teachers, overall teacher terminations

from 2005/06–2007/08 were 11 699, 12 301 and 11 903, respectively, with the bulk of these being resignations, which increased from 41.5%, to 44.3%, and then to 52.2%, over those three financial years (DoE 2009c: 21; see also DoE 2005b: 57, which projects this trend from 1997–2003). Crouch's 2001 study projected a 5.5% attrition rate as 'normal', to which he suggested adding a possible AIDS attrition rate of 3.5–4.6% (Crouch 2001: 32); in this regard, the proportion of gross attrition due to mortality increased from 7.0% in 1997/98 to 17.7% in 2003/04 (ELRC 2005: xiv). The ELRC report found that '12.7% of all educators are HIV-positive' (ELRC 2005: xv) and that their health status seemed poorer than that of the general population; it estimated that '8.3% of HIV-infected educators, or 1.1% of the total educator population, died of AIDS in 2004' (ELRC 2005: xvi). At the same time, 8.2% of third- and fourth-year education students were found to be HIV-positive (ELRC 2005: xvii).

Attrition rates peak at two points in the age profile of teachers: 'one among educators aged 55 and above (of which an average of 66% is accounted for by retirement and 18% by resignation) and another among educators aged 25 to 34 (where resignations account for 80% of terminations and mortality 15%)' (ELRC 2005: 38; DoE 2005b: 56). Reasons given for the latter are that younger educators are 'simply giving the profession a try or…joining while awaiting better prospects, leaving quickly upon finding them' (ELRC 2005: 6, citing Crouch & Perry 2003: 489). The largest proportion of teachers have not thought about and do not intend leaving the profession: 46% of teachers in the ELRC sample had not thought about leaving the profession (ELRC 2005: xvi), and 52% of the Cape Higher Education Consortium (CHEC) sample indicated they intended remaining in the profession (CHEC 2009: 209).

Assuming **learner-educator ratios** of 40:1 and 35:1 for primary and secondary schools, respectively, the *National Teacher Education Audit* envisaged a need for 6 033 fewer primary teachers and 49 500 more secondary teachers from 1995–2004 (Hofmeyr & Hall 1995: 40). Alternatively, assuming learner-educator ratios of 35:1 and 30:1 for primary and secondary schools, it envisaged a need for 18 700 more primary teachers and 75 300 more secondary teachers from 1995–2004 (Hofmeyr & Hall 1995: 41).

For its part, the ELRC report calculated that, at learner-educator ratios of 40:1 and 35:1 for primary and secondary schools, respectively, and a net enrolment ratio of 97%, between 319 704 and 336 159 educators would be needed in 2008, translating into a shortfall of around 15 090 educators (ELRC 2005: xviii; also cited in DoE 2005b: 56 and DoE 2007: 9). At a learner-educator ratio of 35:1 for both primary and secondary schools, a shortfall of 32 000–34 000 educators was expected (ELRC 2005: xviii).

Crouch (2001: 3) had suggested that, to address the AIDS-generated teacher imbalance, 'some 30 000 new teachers per year would have to be trained', but in a later study, Crouch and Perry (2003: 496) modify this to suggest that 20 000 new teachers would have to be trained per annum by 2006. (The ELRC report interprets the Crouch and Perry study as calling for at least 30 000 new teachers – indeed, as many as 60 000 if AIDS attrition and orphans severely affect the system [ELRC 2005: 7–8] – but in its own Executive Summary opts for a figure of 15 000 new teachers.)

The *National Education Human Resources Planning Framework 2009/10–2013/14* concludes that 'there is a need to produce at least 15 000–20 000 teachers per annum to meet the demand of teachers in all sectors' by 2015 (DoE 2009c: 63). This framework also notes that recent increases in learner enrolments at FET level, and the slow but steady expansion of access to ECD facilities, will further increase the demand for teachers (DoE 2009c: 18). In this regard, government has recently committed itself to specific targets in connection with **increasing enrolments in Grade R, pre-school and secondary school** (GCIS 2009: 8). A recent National Household Survey found that, as of November 2007, 96.1% of children who should have been in school (i.e. children aged 7–18) were in school (SS/CALS 2009: 47). However, this near-universal enrolment rate is less rosy when one takes only secondary schooling, and within that, the FET phase, into account. Only 91.7% of children aged 14–18 (the secondary school age band, encompassing the Senior and FET Phases) are in school, with 6.8% (or an estimated 363 049 children) out of school and a further 1.5% having matriculated or completed a diploma. Only 87.8% of children aged 16–18 (the

FET age band) are in school, with 9.8% (or an estimated 317 204 children) out of school and a further 2.4% having matriculated or completed a diploma (SS/CALS 2009: 48–49).

Thus, additional teachers will be required to support government's aims of encouraging all pupils to complete their secondary education, to bring back into the system pupils who have dropped out of school, and generally to increase enrolment rates in secondary schools to 95% by 2014 (GCIS 2009: 8). On top of that, more teachers will be needed for government to achieve its aim of providing universal access to Grade R and of doubling the number of 0- to 4-year-old children in ECD by 2014. In 2007, 487 222 children (or only 46.3% of the appropriate school-age grade-specific population) were enrolled in Grade R in both public and independent ordinary schools (DoE 2009a: 9, 13); and, not counting stand-alone ECD sites, there were 34 673 learners in pre-Grade R classes in 2007 (DoE 2009a: 9), which implies that, by 2014, a total of around 70 000 0- to 4-year-olds will need to be catered for.

Taking into account all of the above arguments, assumptions and projections, a figure of 20 000 may be taken as the best estimate of the minimum *absolute* number of teachers that are required each year. Nevertheless, it is also necessary to try to break this figure down further to take account of *relative* demand, including the need for better qualified teachers (which requires upgrading processes), and more teachers qualified to teach specific subjects/ learning areas (primarily mathematics, the sciences, technology and languages, but also arts and culture and economic and management sciences), at specific phases (especially but not only the Foundation Phase and Grade R), in specific languages (African languages in particular, and also sign language and Braille), in Special Needs schools, in ECD, and in rural and remote schools.

The total number of **un- and under-qualified teachers** (i.e. at REQV 10–12 levels) declined from 36.0% in 1994, to 22.0% in 2000, and then to 8.3% in 2004 (ELRC 2005: xvii). However, in an apparent counter-trend, the number of teachers at REQV 10 increased from 5 882 in 2005 to 8 106 in 2007, mainly due to the continued hiring of un-qualified personnel in a few provinces, coupled with delays in the verification of qualifications (DoE 2009b: 13). Combined REQV 10, 11 and 12 level teachers in all provinces in September 2008 was calculated at 25 224 (DoE 2009b: 99–100) (24 349 teachers as of August 2009). In addition, in terms of the Occupation Specific Dispensation agreement of 2008, there was a push to raise the basic teacher qualification level from REQV 13 to REQV 14 from 2012 at the latest (DoE 2009d: viii). If this was to occur, it would require the upgrading of approximately 111 000 teachers currently at REQV 13 (DoE 2009d: vii, 137). It is estimated that the pure salary implication of upgrading teachers from REQV 10 to REQV 14 by the end of 2012 is R3 086 442 492, of which R2 188 331 712 is for upgrading from REQV 13 to 14 (DoE 2009d: 137).

While most teachers, or at least the greatest single proportion of teachers according to the specific subjects, learning areas or phases in which they teach, appear to be qualified to teach – for example, in the Western Cape, 84% of teachers are teaching, at least partially, within their field of expertise or study (CHEC 2009: xxviii) – there is an ongoing need for **more teachers qualified for specific phases and learning area/ subjects**. In addition, some teachers with scarce subjects are not always teaching these subjects, and some teachers teach too many learning areas (CHEC 2009).

With regard to mathematics and science, the *National Teacher Education Audit* of 1995 had found that, 'using the yardstick of 20 per cent of secondary teachers needed to teach mathematics and science, there is an under-supply of qualified secondary teachers in these subjects' (Hofmeyr & Hall 1995: 30). The ELRC report of 2005, however, 'did not find a lack of educators trained in mathematics, natural sciences and technology across the different school types. On the contrary, there were more educators trained in these learning areas than actually teaching them' (ELRC 2005: 76). Nonetheless, the implementation of the new FET curriculum (in which mathematical literacy is taught in addition to mathematics) has increased mathematics participation rates from around 60% to around 95% (DoE 2008a: 3). As a result, demand for mathematics educators has increased: surveys undertaken in 2006 and 2007 (but

unfortunately marred by respondents misinterpreting questions, coupled with only a 75% response rate) suggest that, conservatively, almost 5 000 new FET mathematics educators are needed (i.e. a 25% increase in the current stock) (DoE 2008a: 3).

Confirming the ELRC (2005) and CHEC (2009) findings, two recent surveys found that some 6 000 qualified mathematics teachers are not teaching mathematics, perhaps because they are school managers, or because they are teaching another subject (DoE 2008a: 8–9; DoE 2008b: 3–4). Three-quarters of these teachers were said, by their principals, to be willing to teach mathematics in the same school, and one quarter to do so in another school; and on this basis it has been estimated that between 800 and 1 600 mathematics educators could be relocated (DoE 2008a: 9).

Mathematics and science, however, are not the only subjects/ learning areas in which teachers are in absolute and relative short supply. Below is a fuller (but hardly exhaustive) discussion of subjects/ learning areas, as well as phases, for which more, better qualified teachers are needed.[14]

Beginning with the number of **ECD practitioners**, a nationwide audit 10 years ago found that there were 54 503 ECD educators across school, community and home sites catering for children mostly from 3–7 years of age (hence including Grade R) (DoE 2001: 39–43). Few of these educators were fully or adequately trained. Comprehensive up-to-date figures on ECD practitioners are not available; however, in 2007, 10 096 ECD educators were employed at the 6 201 public and registered independent ECD sites (DoE 2009a: 29), figures which do not take account of an additional 5 103 ECD sites registered with the Department of Social Development in 2009 (DHET 2010c: 6). As of June 2008, 8 525 ECD practitioners were in the process of being trained at NQF Levels 1 and 4 by the DoE (PMG 2008a); but a recent estimate suggests that, if all children were catered for by ECD sites, a total of 60 000 sites would be needed with an average of five practitioners in each site (Antonopoulos & Kim 2008: 55).

Of **Grade R teachers**, 88% do not have a pre-primary qualification (DoE 2009f: 8), though 53% have an ECD or Educare qualification (DoE 2009f: 136). 'Fifty-four per cent of professionally unqualified teachers at REQV 10 [in the employ of provincial departments] are teaching the reception year, Grade R, and very few of them have a senior certificate' (DoE 2009d: vii).

In the Western Cape, it was found that 'at least 40% of the Grade R classes in the sample schools apparently have teachers without appropriate training or specialisation to teach the reception year' (CHEC 2009: xxxiv).

Of **Foundation Phase teachers**, 49% have a Foundation Phase qualification, 14% have an Intermediate Phase qualification and 30% a 'Primary Phase' qualification (DoE 2009f: 149).

Of **Intermediate Phase teachers**, 38% have an Intermediate Phase and 30% a 'Primary Phase' qualification (DoE 2009f: 159).

Intermediate Phase *arts and culture* teachers with a professional qualification mostly specialised in English (49%), mathematical literacy (24%), Afrikaans (20%), mathematics (19%), history (16%), life sciences (16%) and geography (15%); an English specialisation is also prominent among these teachers holding an academic qualification (DoE 2009f: 182–183).

In the Western Cape, the CHEC report found that 'reduced capacity in subject expertise is most evident amongst

14 This discussion draws in particular on two large recent surveys, one national in scope (DoE 2009f) and one restricted to the Western Cape Province (CHEC 2009).

teachers in the Intermediate/ Senior Phase or middle school years for the "newer" more integrated learning areas of Economic and Management Sciences and Arts and Culture' (CHEC 2009: xxix). Intermediate and Senior Phase natural sciences teachers deemed to be teaching within their field of expertise more commonly have biology as a subject in their qualifications than physical science; social science teachers more commonly have history than geography; life orientation teachers most commonly have Bible studies; and arts and culture teachers have music rather than fine arts, drama or dance (CHEC 2009: xxx; on the last, see also DoE 2009f: 241).

The CHEC report also found that 'in the *middle school years* (in particular in the Intermediate Phase) learning areas such as Mathematics and Natural Sciences are being taught by teachers who teach at grade levels beyond their levels of subject expertise', across all poverty quintiles, suggesting that such teacher underpreparedness may contribute to a cumulative deficit in learner achievement in later grades (CHEC 2009: xxxii, emphasis in the original).

Intermediate Phase *natural science* teachers with a professional qualification mostly specialised in English (50%), physical sciences (35%), mathematical literacy (28%), mathematics (24%), Afrikaans (20%), life sciences (19%), geography (16%) and history (15%) (DoE 2009f: 188–189).

Intermediate Phase *mathematics* teachers with a professional qualification mostly specialised in English (51%), mathematical literacy (36%), mathematics (30%), Afrikaans (21%), life sciences (17%), geography (14%) and history (14%) (DoE 2009f: 196).

Of **Senior Phase teachers**, 18% have a 'Primary Phase' qualification, 23% have a Senior Phase qualification and 33% have an FET qualification (DoE 2009f: 168).

Senior Phase *arts and culture* teachers with a professional qualification mostly specialised in English (43%), Afrikaans (15%), geography (15%), history (15%), life orientation (15%), mathematical literacy (14%) and mathematics (12%) (DoE 2009f: 202).

Senior Phase *natural science* teachers with a professional qualification mostly specialised in English (40%), with life orientation (29%), mathematical literacy (28%), mathematics (25%), Afrikaans (15%), geography (14%) and history (10%) (DoE 2009f: 209).

Senior Phase *mathematics* teachers with a professional qualification mostly specialised in mathematical literacy (42%), English (38%), mathematics (36%), life sciences (20%), Afrikaans (14%) and geography (11%) (DoE 2009f: 216).

Of **FET teachers**, 49% had 'received training at an FET level' (DoE 2009f: 176).

Among FET teachers in the Western Cape, those teaching agricultural sciences more commonly have biology than agricultural sciences; and those teaching life orientation most commonly have Bible studies, and thereafter psychology/ guidance, before physical education (CHEC 2009: xxx–xxxi).

In the Western Cape, core FET subjects are mostly taught by teachers with majors or at least a minor course in that subject. However, 'the proportion and percentage of teachers with a major or a minor subject ***and*** *acceptable professional teaching qualification to teach at the FET level* is lower than the proportion with an acceptable subject in a qualification (generally, approximately 20% lower)', such that 95% of Grade 10 mathematics teachers have mathematics as a subject but only 78% of these teachers have a qualification for teaching at FET level (CHEC 2009: xxxii, emphasis in the original).

FET *English additional language* teachers with a professional qualification mostly specialised in English (72%), history (16%), Afrikaans (15%) and life sciences (13%) (DoE 2009f: 223).

FET *mathematics* teachers with a professional qualification mostly specialised in mathematical literacy (54%), mathematics (50%), life sciences (24%) and physical science (23%) (DoE 2009f: 230).

FET *physical science* teachers with a professional qualification mostly specialised in physical science (49%), mathematical literacy (45%), mathematics (43%) and life sciences (21%) (DoE 2009f: 237–238).

Up-to-date information on **FET college lecturers** is limited. A total of 6 756 lecturing staff were employed in the public FET college sector in 2000 (ETDP SETA 2008: 31). As of 2002, 43% of public FET-based practitioners were un- or under-qualified (18% had qualifications below a diploma and 25% had only a diploma). Considering FET colleges offering only Grades 8–12 or N1–N3, more than 50% of practitioners were un- or under-qualified (ETDP SETA 2008: 50).

In addition, there is a dearth of **teachers capable of teaching in a language other than English or Afrikaans**. This is especially necessary in the Foundation Phase, where policy expects learners to be taught in their mother tongues. 'Of the 6 000 new teachers who graduated in 2006, fewer than 50 were competent to teach in African languages in the Foundation Phase' (DoE 2007: 10). Of 5 942 graduates in 2009, only 168 qualified to teach in an African language in the Foundation Phase (DHET 2010a: 2).

In similar vein, only 14% of teachers at schools for the deaf are reported to be fluent in sign language (Van Rooyen 2009),[15] some teachers in schools for the blind cannot read or teach Braille and, more generally, **many teachers at Special Needs schools are un- or under-prepared** to deal with learners' needs (PMG 2008b). This indicates a need both for the upgrading of the qualifications of Special Needs teachers and the development of entry-level specialist qualifications (such as an Advanced Diploma in Education) to prepare such teachers better for the contexts in which they teach.

Finally, there is a need for **more and better teachers for rural and poorer schools**. From the *National Teacher Education Audit* (Hofmeyr & Hall 199), through *Getting Learning Right* (Taylor & Vinjevold 1999), to a recent *Report on Research into Teacher Upgrading* (DoE 2009d), it has been suggested that 'the majority of…under-qualified teachers were employed…in farm and rural schools' (DoE 2009d: 9). This suggestion is partly supported by the finding that, in the Western Cape at least, some 12–13% more 30- to59-year-old rural teachers than urban teachers will need to upgrade their qualifications to REQV 14 level (CHEC 2009: 96–97). That said, however, rural schools in the Western Cape appear to be better off in terms of the number of teachers occupying senior educator or head of department posts, with 57% of teachers in rural schools occupying such posts compared to only 47% in urban schools (CHEC 2009: 89–91). In addition, the NPDE qualification, intended to upgrade all teachers, appears to have been relatively successful with regard to the development of the most remote and rural teachers (DoE 2009d). More research is needed to investigate the full extent of inequalities in the supply of and demand for teachers between urban and rural schools (see ELRC 2005: xvii, 28, quoting Parker 2003; and DoE 2008a: 9 regarding shortages of mathematics educators in rural schools).

The CHEC report also found an association between school-level socioeconomic status and teacher qualifications: 'a greater proportion of teachers with a first general degree (and with a first degree and secondary qualifications) are teaching core FET subjects in quintile 5 schools than in schools in quintiles 1–4 combined' (CHEC 2009: xxxiii). For example, 31% of teachers teaching FET mathematics in quintile 1–4 schools in the Western Cape have first degrees,

15 Van Rooyen, K, Caught in the DEAF TRAP. *Sunday Times*, 16 August 2009. (www.timeslive.co.za/sundaytimes/article82800.ece)

compared to 79% in quintile 5 schools; 56% of teachers teaching FET Afrikaans in quintile 1–4 schools have first degrees, compared to 83% in quintile 5 schools; and 35% of teachers teaching FET life sciences in quintile 1–4 schools have first degrees, compared to 67% in quintile 5 schools (CHEC 2009: 190).

Teacher supply

Teacher supply is influenced by the percentage of Grade 12 learners who sit the Senior Certificate Examinations, the pass rate, the ratio of headcount enrolment in HEIs [Higher Education Institutions] to Senior Certificate passes, the graduation rate of teachers from higher education institutions, the percentage of education students who are already teachers, and the percentage of graduates who pursue teaching on exit from higher education institutions. (CHEC 2009: 32, citing Crouch & Perry 2003)

In 1994, according to the *National Teacher Education Audit*, some 26 000 **newly qualified teachers** were produced (Hofmeyr & Hall 1995: 29). In 2004, the ELRC report estimated that some 6 000 newly qualified teachers were being produced annually (ELRC 2005: xvii, xviii, 78), a figure quoted by the subsequent *National Policy Framework for Teacher Education and Development* (DoE 2007: 10). More recently, it was estimated that between 6 000 and 8 000 teachers are graduating per annum (DoE 2009c: 24).

In 2001 there were 20 321 **student teachers enrolled** full-time at contact universities (implying that these were almost entirely newly qualifying teachers, not existing teachers upgrading their qualifications) (Crouch & Perry 2003: 482). By 2007 some 33 546 student teachers were enrolled in initial teacher education programmes across 22 universities (with 21 826 of these students at just six institutions: UNISA – 9 218 alone; University of Zululand – UZ; North West University – NWU; Cape Peninsula University of Technology – CPUT; Walter Sisulu University – WSU; and University of Pretoria – UP) (Kruss 2009: 6–7).

The latest, most accurate and most comprehensive information on the **numbers of new teachers being produced or currently in training** emanates from a survey of all public universities, completed in early 2010 (DHET 2010a). (With regard to private higher education institutions, teacher enrolments and graduations are so small as to be comparatively insignificant [DHET 2010b]). This survey found that, in 2009, 34 675 Full-time Teaching Equivalent (FTE) students were engaged in BEd and PGCE initial teacher education programmes for all phases at all universities, an increase of 25% from 2008. It also established that, in the same year, 5 942 new teachers for all phases graduated (DHET 2010a: 1–9). Of these 5 942 graduates, a maximum of 1 275 were Foundation Phase teachers – of whom only 13% (or 168) were African mother-tongue-speakers, mostly trained in KwaZulu-Natal – and approximately 2 949 were FET-level teachers.

Considering individual learning areas and subjects, the survey identified particularly pressing needs for more Intermediate Phase arts and culture, economic and management sciences and technology teachers, more Senior Phase mathematics, natural sciences, economic and management sciences, arts and culture and language teachers, and more FET-level economics, mathematical literacy, life orientation and geography teachers (DHET 2010a: 2–17).

The survey also found significant regional variations in the supply and development of teachers, with the Eastern Cape producing the least numbers of new teachers in the Intermediate Phase and Senior Phases (but showing strong growth in enrolments in continuing professional development programmes) (DHET 2010a: 18).

The data indicate that many more practising teachers than aspirant teachers are being enrolled at universities (28 433 first-time students – all practising teachers – enrolled in ACE programmes alone in 2009, compared to 16 257 first-time students enrolling in BEd and PGCE initial teacher education programmes), suggesting that institutional

capacity and resources are far more focused on the former, to the potential detriment of the latter (DHET 2010a: 18).

For a variety of reasons, over the past 15 years the **image of the teaching profession** has deteriorated markedly. This has had a negative effect on the supply of new teachers, compounded by poor government public relations and information dissemination. The general finding by the *National Teacher Education Audit* of 1995 (Hofmeyr & Hall 1995: 29), that there was an oversupply of teachers (despite the fact that this finding was highly qualified, and that the oversupply was clearly indicated as temporary) immediately affected enrolments in teacher education: 'the perception that there are not [sic] jobs for teachers seems to have negatively affected entry into the education market' (JET 2001: 70; see also Crouch 2001). This perception was exacerbated by declining enrolments in higher education institutions, in turn due to declining matriculation exemption numbers (Parker 2003). More recently, while school-leavers clearly perceive there to be a shortage of teachers, and even believe that studying education significantly enhances employability, this has not necessarily translated into a desire to become a teacher: 'commitment to the notion of studying education…[is] far stronger than commitment to the notion of entering the teaching profession' (Cosser 2009: 97; see also Cosser 2009 84, 106).

More generally, ham-handed teacher retrenchment and 'redeployment' processes, a new post provisioning system, the listing of 'excess' educators or of those with 'redundant' teaching subjects, the practice of classifying teachers as temporary and not appointing them to permanent positions, the rationalisation of the colleges of education, general transformation uncertainty (especially as regards the introduction of a brand new curriculum unaccompanied by sufficient training or acclimatisation), low job satisfaction and poor working conditions all contributed to the diminishing appeal of the teaching profession and may have raised normal levels of attrition (Deacon & Dieltiens 2007; Chisholm 2009; Cosser 2009; DoE 2005b; ELRC 2005).

The *National Teacher Education Audit* had estimated that there were 12 000 **unemployed teachers** in Gauteng, Mpumalanga and the Northern Province alone (Hofmeyr & Hall 1995: 46). The ELRC report reckoned that this educator pool had decreased to around 11 000 nation-wide (ELRC 2005: xviii; ETDP SETA 2008: 28). According to Statistics South Africa, in 2005 there were 524 159 employed graduates and 23 021 unemployed graduates in the field of education in South Africa; while in 2006 there were some 96 000 more teachers registered on the SACE database than were in the ordinary school system at the time (Carnoy & Chisholm 2008: 7–8). A recent Western Cape survey still found evidence of the existence of 'unemployed people qualified within the education field', and also that 'there may be a significant pool of education student graduates who are not teaching', albeit not trained in scarce subjects or in the new curriculum (CHEC 2009: xxxvi).

The *National Teacher Education Audit* also warned, while projecting that approximately 31 000 new teachers may be produced from all institutions each year from 1995–2004, that as many as 20% of these would not enter teaching (Hofmeyr & Hall 1995: 43, 46). A 2005 report estimated that up to a third of all newly qualified teachers were planning to teach overseas, if they chose to teach at all (DoE 2005b: 51).

While various forms of bursary funding for potential education students have been available for decades, as a consequence of the declining attractiveness of teaching as a profession the number of education students receiving National Student Financial Aid Scheme (NSFAS) funding between 1996 and 2004 declined both as a proportion of all higher education students receiving such funding and as a proportion of education students. It appears that, despite 'lowered impediments to students accessing NSFAS financial support…potential primary phase students would rather not enrol for teaching even with financial support available' (Paterson & Arends 2007: 17). In addition, there remain other impediments to teacher education funding, including the manner in which the DoE's bloc grant to higher education institutions filters through to programmes in Faculties of Education, traditionally of relatively low status within academia (Chisholm 2009).

The NSFAS is a financial aid scheme with a loan component, allocated only to students who meet a means test. The National Policy Framework for Teacher Education and Development (NPFTED) proposed the introduction of a bursary scheme for initial teacher education students. The full-cost, service linked Funza Lushaka bursary scheme was introduced in 2007 and it has stimulated growth in interest in teaching as a career, resulting in a steady increase in enrolments' in initial teacher education programmes since 2007.

The **Funza Lushaka Bursary Scheme**, aimed at boosting the numbers of Foundation Phase, mathematics, science, language and technology teachers and teachers in rural schools, awarded 3 669 bursaries in 2007, 5 428 in 2008 and 9 294 in 2009. At the end of 2007, 812 bursars graduated for placement in public school posts, with 1 116 graduating at the end of 2008, and 1 797 at the end of 2009. About 9 000 students were due to be supported with full-cost bursaries in 2010 (DoE 2009e: 2, 9; Gordon 2009: 32).[16]

Of all Funza Lushaka bursaries awarded in 2009, 91.0% went to BEd students (including 30.5% to first-year BEd students), 6.5% to PGCE students, and 2.5% to students in other undergraduate bachelor degrees. In comparison with 14.0% in 2008, 18.7% of bursaries went to students able to teach in the Foundation Phase, while 54.2% went to students able to teach at the FET level. Of the bursaries for 2009, 65.6% were awarded to female students, and 61.0% to African students (DoE 2009e: 3–4).

In the Intermediate Phase, the largest numbers of students with Funza Lushaka bursaries specialised in teaching mathematics (520 students), natural sciences (473), English (424), African languages (335) and technology (279); in the Senior Phase, the largest numbers specialised in teaching English (665 students), mathematics (567), natural sciences (447), African languages (335) and technology (311); and in the FET Phase, the largest numbers specialised in teaching mathematics (1 225 students), English (907), physical sciences (638), life sciences (643) and African languages (624) (DoE 2009e: 4).

A concerted **teacher recruitment campaign**, utilising various media, has been under way since 2008, with R1.6 million allocated to it in 2008/09 and R450 000 in 2009/10. In conjunction with the Funza Lushaka Bursary Scheme, the campaign is said to have stimulated interest in teaching as a career, with all institutions reporting a 50–100% increase in applications for initial teacher education programmes in 2009 as compared to 2008. Certainly, the number of first-time enrolments in initial teacher education programmes has recently exhibited a significant spurt, of 37.1%, from 11 855 students in 2008 to 16 257 in 2009 (DHET 2010a: 17).

According to PERSAL data, a total of 49 223 teachers (including relief, permanent, probationary and temporary CS teachers and part-time teachers) were appointed in 2005/06, followed by 44 327 appointments in 2006/07 and 41 435 in 2007/08 (DoE 2009c: 28). If one counts only the permanent and permanent probationary appointments over these three years, the numbers are 7 692, 6 549 and 3 119, respectively (DoE 2009c: 27). This suggests both that there are inordinately high numbers of relief and temporary teaching appointments (for part-time teachers, numbers are negligible), and that the number of permanent teaching appointments has recently been in decline.

Teacher utilisation and deployment

The number and distribution of learners needing to be taught, the number and kinds of teachers needing to be replaced, and the number and kinds of student teachers graduating and intending to teach, are particularly important for calculating teacher supply and demand; but further complicating current and future planning is the manner in

16 Funza Lushaka bursaries were awarded to students at 23 higher education institutions, namely, 21 universities and the two National Institutes of Higher Education (in Mpumalanga and the Northern Cape respectively).

which both new and existing teachers are being utilised and deployed. The issues of whether, how and how quickly newly qualified teachers (including Funza Lushaka bursars) are being taken up into the system, and how efficiently teachers and their particular qualifications and specialisations are being set to work, are of particular relevance here, as are several additional factors including artificial restrictions on teacher demand, the filling of posts by hiring un-qualified people, and poor planning and monitoring.

Teacher supply is in part being reduced because teacher **demand is being artificially restricted**, apparently due to a lack of budget. The *National Teacher Education Audit* found that 'many newly qualified teachers have not been able to secure teaching posts because provinces could not afford them', and the audit's overall and influential conclusion that there was an over-supply of teachers was partly influenced by this finding (Hofmeyr & Hall 1995: 29–30). The finding has been corroborated repeatedly since then (Crouch 2001: 2; ELRC 2005: xvii, 28; Chisholm 2009: 20). Most recently, a Western Cape survey suggested that there may be insufficient opportunities for inexperienced teachers to enter the teaching force because 'alleged teaching shortages are not translating into posts for new entrants' (CHEC 2009: xxvii) and because ineffectual or inappropriately qualified teachers continue to occupy valuable posts (CHEC 2009; DoE 2009c).

Despite an apparently efficient process of linking Funza Lushaka bursaries to training in the priority subjects of mathematics, the sciences, languages and technology, Funza Lushaka **graduates are not being efficiently taken up by the system**. By the end of July 2009, of 1 116 graduates on the placement database for that year, only 761 (68%) had been employed in provincial posts – mostly (460) in temporary positions – though some of the remainder might have been employed in School Governing Body (SGB) posts. Provincially, placement rates varied between 85% (in KwaZulu-Natal, out of 226 graduates) and 52% (in North West, out of 23 graduates) (DoE 2009e: 4–7). Of the 322 mathematics graduates (representing 29% of the total bursar graduate cohort of 2008), 83 (25%) were unplaced. Of the 231 English graduates (21% of the total), 76 (33%) remained unplaced. Of 28 isiXhosa graduates nine were unplaced, and seven of 15 isiZulu graduates were unplaced. Of the 123 Foundation Phase graduates available for placement, 51 (41%) were unplaced (DoE 2009e: 8).

The inability of provinces to identify suitable posts is a primary but not the only reason why not all Funza Lushaka graduates are being efficiently and promptly placed. Information on the number of bursars and their specialisations, and on the number and kind of vacancies, is at times inefficiently or tardily disseminated by provincial offices. Some provinces have their own bursars whom they must place, in competition with Funza Lushaka bursars; other provinces are taking up foreign educators instead of newly qualified locals. Some SGBs (some 45 of them in Gauteng alone in 2009) reject provincial placements of Funza Lushaka graduates, sometimes on grounds that a graduate does not meet the curricular needs of the school, but sometimes because the school wishes to retain temporary incumbents or excess educators. For personal reasons, or for want of accommodation or transport, some bursars resist being placed in non-urban areas; others decline posts offered to them (and hence must repay their bursaries). Placements may not sufficiently benefit the poorest schools: 43% of Funza Lushaka graduates in 2008 and 2009 have taken up posts at relatively better-off quintile 4 and 5 schools. In addition, current policy governing the employment of educators (the Employment of Educators Act [No. 76 of 1998]), which specifies that provincial heads of department are the employers of and responsible for appointing teachers on the recommendation of SGBs, could be streamlined to facilitate the appointment of bursars (DoE 2010).

The supply and efficient utilisation of new teachers is also being negatively affected by the fact that **demand is being inappropriately satisfied**, through the continued hiring of un-qualified people to fill teaching posts. (This may be compounded by a lack of budget, or insufficient capacity to manage budgets, because more un-qualified people can be hired on less money than it would take to hire qualified teachers.) Despite long-standing policy regulations and agreements (such as the Terms and Conditions of Employment of Educators of 1995, which specified that 'in order to qualify for appointment as teacher a person must have at least a recognized three-year qualification (REQV 13),

including appropriate training as teacher' (DoE 2009c: 10), 'there is continued employment of unqualified teachers' (DoE 2009d: 14; see also Chisholm 2009).

The *National Teacher Education Audit* had already noted that provinces were continuing to employ un- or under-qualified teachers instead of newly qualified teachers, and that 'over 23 per cent of all African new hires employed during 1993 and 1994 were un/underqualified' (Hofmeyr & Hall 1995: 46). In KwaZulu-Natal alone, 5 742 un-/under-qualified African new hires were appointed in 1993 and 1994, being 45% of total appointments for those years in that province (Hofmeyr & Hall 1995: 47). In the same province, the number of teachers at REQV 10 increased from 3 902 in 2005 to 6 744 in 2007, despite the fact that the number of teachers at this level declined in all other provinces except the Northern Cape (where numbers increased from 96 in 2005 to 145 in 2007) and Limpopo (where there was no change) (DoE 2009b: 12–13). Of the 8 240 and 10 220 REQV 10 teachers on PERSAL in March and September 2008, respectively, 6 461 and 8 275, respectively, were located in KwaZulu-Natal (DoE 2009b: 99–100); of the 10 852 REQV 10 teachers on PERSAL in August 2009, 8 920 were located in KwaZulu-Natal. These figures may be skewed and inflated, however, to the extent to which a province temporarily lists *all* new appointees, no matter how qualified, at REQV 10 on the PERSAL database pending evaluation of their qualifications.

The continued employment of un- and under-qualified teachers is said to be justified, paradoxically, in terms of a lack of vacant teaching posts, and to address difficulties related to attracting teachers to teach in rural schools and shortages in scarce subjects:

- When there aren't vacant positions for qualified teachers at primary school level, primary school trained teachers are employed to teach in secondary school, and vice versa. (Limpopo Education Department, in DoE 2009b: 103)
- When there are shortages in particular subject areas at certain schooling levels, either matric students are recruited, or teachers with degrees but no professional training are appointed, or foreign teachers are 'ordered'. (Limpopo Education Department, in DoE 2009b: 103)
- [Unqualified teachers employed by schools] are serving the community and so they should be taken on board… There's a high rate of unemployment, and a high rate of vacancy of teachers. We need to get a balance. (Eastern Cape Education Department, in DoE 2009b: 103)
- Parties in the Provincial Education Labour Relations Council (PELRC) have…on 19 November 2009, come to an agreement that no Bulletins/ vacancy lists [of 'hard-to-fill' posts for which Funza Lushaka bursars could apply] will be issued. Instead, all Temporary Educators already in the service of the Department must be converted to permanent. (Eastern Cape Education Department, in DoE 2010: 5)

Unfortunately, the continued employment of un-qualified teachers, the use of teaching posts as a solution to unemployment, and the prioritising of temporary over newly qualified teachers will not only distort calculations of teacher supply and demand, but will also continue to depress the status of the profession.

As mentioned above, teachers are not always teaching what they are qualified to teach, and part of the reason for this is **poor management and inefficient utilisation** of teachers and teaching time at school level, and poor management and sluggish recruitment and employment processes at provincial departmental levels. Teachers may be kept at schools where their qualifications do not match curriculum needs (DoE 2009c); some newly graduated students placed by a province are rejected by schools (DoE 2009e; DoE 2010); teachers declared in excess may refuse to redeploy, or schools may refuse to relinquish them, requiring the expensive and unnecessary employment of temporary teachers; and teachers teaching in schools with large class sizes due to a lack of classroom space may have a lesser teaching load (DoE 2009c). Leaving aside the problems experienced in placing Funza Lushaka bursars, the administrative process by which teachers in general are appointed, transferred, replaced and/or determined to be in excess is slow and cumbersome, further skewing supply and demand calculations (CHEC 2009).

More generally, teacher demand, supply and utilisation are also being affected by the following:

- Many if not most intending student teachers prefer a secondary school qualification to all other education qualifications, and plan to teach in the FET phase.
- Fewer black Africans are enrolling for teacher education, in part due to its perceived low status but also due to improved career opportunities elsewhere; and in a female-dominated profession, male termination rates are higher than their proportion in the overall teacher population.
- Despite their comparatively higher attrition rate, proportionately more whites (especially females) have been enrolling (largely in Foundation Phase programmes), in part due to limited career opportunities elsewhere.
- White participation in the teaching labour force, relative to participation in the working labour force as a whole, was found to have increased from 1998–2004 (attributed in part to the increasing numbers of SGB and independent school teachers) (Cosser 2009: 87; Crouch 2001: 5–6; Crouch & Perry 2003: 483; DoE 2005a: 10; DoE 2009c: 23; ELRC 2005: xvii; Gordon 2009: 32).

Proposed solutions and further research

The following proposed solutions and suggestions for further research do not flow directly from the analysis of teacher demand, supply and utilisation conducted above. Instead, they consist of a composite of suggestions made in the individual research reports and policy documents that were considered, and that have a bearing on teacher demand, supply and utilisation. They are divided into four broad sections, though they can and should be seen as overlapping.

The supply and retention of teachers could be improved by the following:

- Enhancing the image and status of the teaching profession (CHEC 2009: xxxviii; DoE 2009c: 48).
- Improving working conditions (ELRC 2005: xviii; DoE 2009c: 21, 42).
- Providing greater professional recognition and clearer career development (ELRC 2005: xviii).
- Increasing salaries and benefits (ELRC 2005: xix–xx).
- Recalling educators who have resigned or are unemployed, or encouraging them – as well as qualified teachers in employment elsewhere in the economy – to contribute in other ways (ELRC 2005: xix–xx; CHEC 2009: xxxvi).
- Offering special incentives to teach at rural schools (ELRC 2005: xix–xx).
- Paying teachers of key subjects more to teach more hours and more learners, possibly across several schools (DoE 2008a: 4; ELRC 2005: xix–xx).
- Introducing more teacher assistants and support staff to reduce teacher workload (DoE 2009c: 60).
- Testing, with a view to possible certification, the thousands of teachers currently teaching key subjects but not qualified to do so (DoE 2008a: 4).
- Encouraging more matriculants and undergraduates to join the profession and especially to qualify in key subjects or phases (Crouch 2001: 37; DoE 2009c: 58).

Teachers can be better utilised by the following:

- Developing norms and standards with regard to the utilisation of teachers at schools, and in order better to manage support staff posts as well as non-school posts (DoE 2009c: 37, 47; DoE 2008b: 1–2).
- Improving current norms and standards so as to standardise teacher qualifications and areas of specialisation (subjects, learning areas and phases) (DoE 2008b: 3–4; CHEC 2009: xxix).
- Speeding up and streamlining the process of redeploying excess teachers and filling vacancies – making distinctions between permanent (caused by natural attrition), temporary (caused by maternity leave or long-term sick leave), and establishment-adjusting and new growth vacancies (due to an increase in learner numbers) (DoE 2008b: 5–7; CHEC 2009: xxxix; DoE 2010: 10).
- Improving the capacity of provincial departments to place newly qualified teachers, especially Funza Lushaka

bursary recipients, in schools (DoE 2009e: 4).

- Improving the training and thus the capacity of provincial, district and circuit education officials, including subject advisors, to support teachers.
- Involving provinces more closely in the selection of Funza Lushaka bursars from districts where teachers are needed, so as to increase the likelihood of suitable graduate bursars being available to take up posts in these districts (DoE 2010: 10).
- Giving more training to school leaders and SGBs around the importance of properly utilising subject specialisations and qualifications (CHEC 2009: xxix).
- Strategically channelling groups of better (new and experienced) teachers into carefully selected poorer schools and, at the same time, attracting and inducting (and not alienating) groups of good quality teachers from different population groups into quintile 5 schools (CHEC 2009: xxxvi).
- Reducing and ultimately eliminating the employment of un-qualified persons as teachers or, where such employment is deemed absolutely necessary, such persons should not be called 'teachers' and should also be timeously trained or replaced (DoE 2009d: viii, 134, 135).
- Channelling ineffectual teachers out of the system to make way for well-qualified, high-calibre new teachers (CHEC 2009: xxxvii).

More generally, there needs to be closer monitoring and coordination of efforts to manage teacher demand, supply and utilisation, such as through the following:

- The integration of existing information management systems – including PERSAL, EMIS, HEMIS, NEIMS, SACE, SA SAMS and others – so as to provide reliable, comprehensive, comparable and up-to-date data (DoE 2007; DoE 2008b: 1–3; DoE 2009c: 44; ELRC 2005: xix–xx; ETDP SETA 2008: 67; CHEC 2009: xlii; Chisholm 2009: 27–8).
- The establishment of a national teacher recruitment agency, to conduct recruitment drives (especially on behalf of provincial education departments), maintain a database of unemployed and temporary teachers, fill vacancies permanently, track student teachers, and better coordinate the provision of bursaries and bursar placement (CHEC 2009: xxxix; DoE 2008b: 7–8; DoE 2009c: 48–9; DoE 2010: 11).
- Coordinating decision-making between the national and provincial education departments and higher education institutions, especially with regard to planning student intakes and their specialisations, phases and languages, and to ensure that available funding actually reaches teacher education programmes (DoE 2009c: 59; CHEC 2009: xli; Chisholm 2009: 35).

Finally, more research should be conducted into the following:

- The full extent of the supply of and demand for teachers in all phases, learning areas, subjects and languages.
- The causes of or reasons for increasing numbers of teacher resignations, as well as the age profile of those resigning.
- How teaching conditions of service could be improved.
- Whether teachers' salaries have improved, and been perceived to improve, significantly over the past decade.
- The numbers, location and qualifications of unemployed teachers (JET 2001: 8).
- Local and provincial needs for teachers in particular subjects/ learning areas and phases (JET 2001: 11).
- The effect and utility of legislation and regulations regarding teacher employment, appointment and transfer, including the Employment of Educators Act (No. 76 of 1998), and the current post provisioning system.
- The reasons why substantial proportions of mature un- and under-qualified teachers have remained in teaching without upgrading their qualifications (DoE 2009f: 241).
- The full extent of inequalities in the supply of and demand for teachers between urban and rural schools (ELRC 2005: xvii, 28; Parker 2003; DoE 2008a: 9).
- The feasibility of deliberately recruiting and funding potential student teachers from rural areas and ensuring that they return to teach in the rural area through a service-linked contract (DoE 2009c: 57).

- The possibility of establishing compulsory internships in rural areas for all student teachers (DoE 2005c: 45), with provision for accommodation and transport and if necessary with the involvement of other government ministers and departments, such as those of Transport, Human Settlement, Labour and Health.
- The implications, for teacher demand and supply in rural areas, of ongoing rationalisations and closures of rural and farm schools and of population migration to urban areas (DoE 2005c: 49; GCIS 2009).
- Higher education institutions' capacity to produce and upgrade teachers (DoE 2009c: 59).
- The relevance of teacher education curricula and of specific subjects being taught at higher education institutions, both for purposes of teacher education and other education policy imperatives and in relation to the school curriculum.
- The extent to which the general imperatives driving teacher education policy are aligned with the particular imperatives driving individual higher education institutions.
- The extent to which potential teachers' aspirational profiles and values are aligned with the imperatives driving teacher education policy and higher education institutions.
- The baseline competence of all existing qualified teachers (DoE 2009c: 59).
- The contributions that teacher unions, SGBs and other education stakeholders are making towards overcoming problems of teacher demand, supply and utilisation.
- Teacher mobility within the system, between schools and provinces, across poverty quintiles, between state and SGB employment, and between public and independent schools (CHEC 2009: xxxv; Crouch 2001: 27).
- The extent to which inefficient teachers are being exchanged between and/or retained by schools (CHEC 2009: xxxvii).
- Whether, how and where newly qualified teachers are applying for posts, and whether they are obtaining them (CHEC 2009: xxxvii).
- The overall low proportion of African education graduates (CHEC 2009: xxxvii).

Recommendations

The analysis of teacher demand, supply and utilisation conducted above, and the various solutions proposed in the preceding section, are intended to aid understanding of the multifaceted nature of the demand for more and better teachers. On the basis of the information in the preceding sections, and with the goal of increasing the supply of teachers for particular subjects/ learning areas, phases, languages of instruction, and types and locations of schools, and more efficiently utilising both new and existing teachers, the following specific recommendations are made:

- Double the total output of new teacher graduates by 2014 and triple this same output by 2019 (i.e. increase output from approximately 6 000 per annum in 2009 to around 12 000 per annum in 2014 and 18 000 per annum in 2019).
- Encourage and support more aspirant teachers to qualify as FET Phase mathematics, mathematical literacy, physical sciences, language, life orientation, economics and geography teachers.
- Encourage and support more aspirant teachers to qualify as Senior Phase mathematics, natural sciences, economic and management sciences, arts and culture and language teachers.
- Encourage and support more aspirant teachers to qualify as Intermediate Phase teachers in all specialisations.
- Encourage and support more aspirant teachers to qualify as Foundation Phase teachers, with particular emphasis on the ability to teach in an official language other than English or Afrikaans.
- Encourage and support the development of more Special Needs teachers and support all teachers teaching in Special Needs schools that cater for visual and/or hearing impaired learners to become competent to teach in sign language and/or Braille.
- Encourage and support all Grade R teachers to become qualified at NQF Level 5 or higher.
- Encourage and support all un-qualified teachers (i.e. all teachers at REQV 10 level) to become professionally qualified at REQV 14.

- Encourage and support all professionally un-qualified graduate teachers (i.e. all graduates at REQV 12–15) to become professionally qualified at REQV 14 or higher.
- Encourage and support more ECD practitioners to improve their qualifications.
- Encourage and support more Special Needs teachers and teachers in Special Needs schools to improve their qualifications.
- Work with private higher education institutions to ensure delivery of quality teacher education programmes.
- Offer direct incentives and other support to newly qualified teachers to teach in rural and remote schools, and for existing teachers in such schools to improve their qualifications.
- Offer direct incentives and other support to teacher graduates to teach in quintile 1–4 schools.
- Increase efforts to recruit and attract more teachers into the profession.
- Issue a call for unemployed qualified teachers, qualified teachers, or retired teachers employed elsewhere in the economy, to re-enter the profession, put themselves forward for possible retraining or to act as mentors.
- Ensure that monies intended for teacher education (such as national bloc grants to higher education institutions) reach and are used solely for teacher education.
- Continue to increase public funding of the Funza Lushaka Bursary Scheme, extend the provision of Funza Lushaka bursaries to cover a wider range of subjects and learning areas, and increase the percentage of bursaries allocated to first-year students and to students enrolling in Foundation Phase programmes.
- Ensure that provincial departments of education timeously identify and fill vacant posts and make use of the provisions of the Employment of Educators Act (No. 76 of 1998), where necessary.
- Monitor teacher hiring and appointment practices, and prohibit the hiring of un-qualified personnel
- Expedite the process of verifying teachers' qualifications, and of appointing the appropriately qualified into permanent positions.
- Develop norms and standards for schools to ensure that, except in exceptional circumstances, teachers qualified in particular subjects, learning areas and phases do in fact teach those subjects, learning areas and phases (and only those subjects, learning areas and phases).

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4. The preparation and development of teachers by public higher education institutions in South Africa

Introduction

It is generally accepted that South Africa needs to train a greater number of teachers, but in the absence of detailed research, the magnitude of the need for more teachers was unclear. This survey, conducted in late 2009 and early 2010, sheds light on the profile of the new teachers enrolled in and graduating from public higher education institutions in South Africa and on the number of teachers improving their qualifications by registering in formal professional development programmes at these institutions.

The study reported on in this chapter gives details of undergraduate teaching specialisations, the phase specialisation and the learning areas in which new teachers are qualified to teach. It also offers estimates of the number of teachers that are needed to replace the teachers leaving the system annually due to resignations, death or retirement. The full statistical details of the data underpinning the tables and figures presented in this chapter can be found in the DHET report *Trends in Teacher Education 2008–2009* (DHET 2010).

Methodology

Data were collected using two instruments sent separately to university education faculties, and to Higher Education Management Information System (HEMIS) officers, at each public higher education institution. The data received were checked, discrepancies were queried, and the higher education institutions were asked to verify the captured data; 16 of the 22 higher education institutions completed the verification process. Given the known unreliability of some of the data extracted from institutional databases, these data and the findings drawn from them must be considered to be preliminary. In future surveys of this kind, the instruments used to gather the data should be further refined.

Initial teacher education graduates (2007 and 2008)

In 2007, 5 716 teachers graduated from BEd and PGCE programmes, while 5 942 graduated in 2008. Table 1 gives details of the number graduating at each of the universities.

Table 1: BEd and PGCE graduates, by institution (2007 and 2008)
[Note to layout: the figures in each column should remain in the centre, but should align on the right, so that the 8 in 78 for example would be under the 0 in 660.]

Institution	BEd and PGCE graduates	
	2007	2008
CPUT	435	434
CUT	144	154
DUT	100	128
NMMU	115	129

Institution	BEd and PGCE graduates	
	2007	2008
NWU	660	669
RU	88	74
SUN	207	209
TUT	55	125
UCT	74	66
UFH	350	99
UFS	260	230
UJ	159	198
UKZN	499	524
UL	373	241
UNISA*	924	1139
UNIVEN	30	39
UP	439	445
UWC	67	154
UZ	403	459
Wits	190	164
WSU	145	262
Total	5 716	5 942

Note: * Figures for UNISA exclude the 6% of the graduates who are foreigners but include 344 of the 2007 graduates and 447 of the 2008 graduates, who were in teaching posts. In any supply and demand analysis these graduates would need to be excluded.

If one groups the higher education institutions from which the students graduated into geographic regions, based on their provincial location – i.e. Northern (including GP, MP, LP and NW), Central (NC and FS), KwaZulu (KZN), Eastern Cape (EC) and Western Cape (WC) geographic regions – then, in 2007 and in 2008, 42% of these teachers graduated from universities in the northern geographic region (i.e. higher education institutions located in GP, MP, LP and NW).

Table 2: Total number of graduates by region (2007 and 2008)

Region	2007	2008
Central	452	621
Eastern Cape	766	428
Northern	2 362	2 477
KwaZulu	1 250	1 415
Western Cape	886	1 001
Total	5 716	5 942

Profile of the 2009 graduates

(a) Foundation Phase

In 2009 13 institutions offered initial training through Foundation Phase undergraduate programmes. At these institutions, 1 275 Foundation Phase teachers were expected to graduate at the end of 2009. Foundation Phase instruction takes place in the home language of the learners and therefore it is important that the teachers trained for this phase should be able to teach through the medium of instruction. Thus the mother tongue of the students qualifying for this phase is an important consideration: 558 of these graduates were Afrikaans mother-tongue-speakers, 549 were English mother-tongue-speakers and 168 were African mother-tongue-speakers.

Table 3: Foundation Phase student teachers expected to have graduated at the end of 2009, by institution, geographic region and mother tongue

Higher education institution	Geographic region	African mother-tongue-speakers	Afrikaans mother-tongue-speakers	English mother-tongue-speakers	Total
Cape Peninsula University of Technology	Western Cape	7	91	83	181
Nelson Mandela Metropolitan University	Eastern Cape	2	15	16	33
North West University	Northern	0	143	34	177
Rhodes University	Eastern Cape	1	0	11	12
Stellenbosch University	Western Cape	0	35	18	53
University of Fort Hare	Eastern Cape	1	0	11	12
University of the Free State	Central	0	63	9	72
University of KwaZulu-Natal	KwaZulu	34	3	89	126
University of Pretoria	Northern	2	92	41	135
University of Venda	Northern	19	0	0	19
University of the Witwatersrand	Northern	2	9	33	44
University of Zululand	KwaZulu	87	0	0	87
Total (excluding UNISA)		155	451	345	951
University of South Africa	*See Notes*	13	107	204	324
Total (including UNISA)		168	558	549	1 275

Notes: UNISA figures are an estimate based on 2008 Foundation Phase graduates; linear regression analysis was applied to the 2005–08 number of graduates to estimate 2009 graduates. UNISA mother-tongue profile is based on the language profile of the 2008 graduates. Of the qualifying graduates from UNISA, 29.1% are already employed in teaching posts. Figures exclude foreign students.

Table 3 indicates that there is a serious shortage in the number of Foundation Phase teachers that are being trained. Furthermore, the number of teachers who are African mother-tongue-speakers, and thus able to teach best using an African language, is very small and is cause for serious concern.

Breaking these numbers down further, according to geographic regions, most Afrikaans mother-tongue Foundation Phase graduates were produced in the Northern, Western Cape and Central geographic regions (301, 144 and 66, respectively); most English mother-tongue Foundation Phase graduates were produced in the Northern, KwaZulu and Western Cape geographic regions (216, 139 and 135, respectively); and most African mother-tongue Foundation Phase graduates were produced in the KwaZulu, Northern and Western Cape geographic regions (124, 30 and 9, respectively).

It is of concern that for a region as large as the Eastern Cape, there were only four African mother-tongue Foundation Phase graduates to serve a geographic region that has a very significant number of African Foundation Phase learners. In the Central region there were no African mother-tongue teachers who were expected to qualify at the end of 2009. The important issue of whether the number of Foundation Phase teachers in any way begins to address the need will be explored in detail later in this chapter.

(b) Intermediate Phase learning area registrations

It is not possible to estimate how many teachers graduated with an Intermediate Phase specialisation in 2009. However, from the information provided by the higher education institutions it is possible to determine whether or not there is an equitable spread across all the Intermediate Phase learning areas. Ideally one would expect there to be an equal spread across the eight learning areas but, because learners take two languages, there should be approximately double the number of registrations in the language area. Interpretation of these data is further complicated because higher education institutions vary according to whether they require students to complete all or only some of the learning area specialisations, and there is no consistency in terms of in which year of study the students complete the learning area specialisation.

Table 4 indicates the percentage of the 2009 graduates who specialised in the various learning areas and it also gives a breakdown by region. Of the 2 524 Intermediate Phase learning area specialisation registrations at all higher education institutions (apart from UNISA) in 2009, 16.7% of students specialised in the natural sciences, 15.7% in languages and 13.4% in mathematics, with the two smallest single proportions specialising in technology (9.6%) and social sciences (8.3%). Of these specialisations, most (824) were in the Western Cape region, and the least (269) were in the Eastern Cape region.

Table 4: Intermediate Phase learning area specialisations, at all higher education institutions except UNISA, by geographic region (2009)

Intermediate Phase learning area	Geographic region					
	Central	Eastern Cape	KwaZulu	Northern	Western Cape	Total
Arts and culture	38	16	126	18	115	12.4%
Economic & management sciences	38	16	133	25	62	10.9%
Languages	38	45	81	110	122	15.7%
Life orientation	38	16	99	72	105	13.1%
Mathematics	38	65	54	49	132	13.4%
Natural sciences	38	64	191	24	104	16.7%
Social sciences	38	24	33	49	65	8.3%
Technology	38	23	34	29	119	9.6%
Total IP learning area registrations	304	269	751	376	824	2524

Of the 5 879 Intermediate Phase learning area specialisation registrations at UNISA in 2009, 27.9% of students specialised in languages, 17.5% in social sciences, and 14.9% in life orientation, and arts and culture (6.7%). There were no economic and management sciences registrations at UNISA in 2009. Of these specialisations, most (2 604) were in the KwaZulu region, and the least (209) were in the Eastern Cape region.

Table 5: Intermediate Phase learning area specialisations, at UNISA, by geographic region (2009)

Intermediate Phase learning area	Geographic region					
	Central	Eastern Cape	KwaZulu	Northern	Western Cape	Total
Arts and culture	15	14	173	157	32	6.7%
Economic & management sciences	0	0	0	0	0	0
Languages	62	58	727	661	134	27.9%
Life orientation	33	31	388	352	71	14.9%
Mathematics	25	24	299	272	55	11.5%
Natural sciences	20	19	241	219	44	9.3%
Social sciences	39	37	456	414	84	17.5%
Technology	27	26	320	291	59	12.3%
Total IP learning area registrations	220	209	2 604	2 367	479	5 879

(c) Senior Phase learning area registrations

As was the case with the Intermediate Phase, the information provided by the higher education institutions made it possible to determine whether there is an equitable spread across the Senior Phase learning area specialisations. However, it was not possible to estimate how many teachers graduated with a Senior Phase specialisation in 2009

Of the 2 650 Senior Phase learning area specialisation registrations at all higher education institutions (apart from UNISA) in 2009, 19.4% specialised in languages, 17.9% in life orientation and 13.1% in mathematics, with the two smallest single proportions specialising in social sciences (9.4%) and arts and culture (7.0%).

Table 6 gives a breakdown by geographic region and there is a noticeable shortage in the Senior Phase learning area specialisations for both the Central region and the Eastern Cape.

Table 6: Senior Phase learning area specialisations, at all higher education institutions except UNISA, by geographic region (2009)

Senior Phase learning area	Geographic region					
	Central	Eastern Cape	KwaZulu	Northern	Western Cape	Grand total
Arts and culture	0	5	50	16	115	7.0%
Economic & management sciences	0	3	169	31	69	10.3%
Languages	0	1	270	96	147	19.4%
Life orientation	0	0	222	117	136	17.9%
Mathematics	0	0	107	102	138	13.1%
Natural sciences	0	8	138	51	110	11.6%

Senior Phase learning area	Geographic region					
	Central	Eastern Cape	KwaZulu	Northern	Western Cape	Grand total
Social sciences	0	0	132	42	76	9.4%
Technology	0	0	142	38	119	11.3%
Total SP learning area registrations	0	17	1 230	493	910	2 650

Of the 2 894 Senior Phase learning area specialisation registrations at UNISA in 2009, 35.6% specialised in social sciences, 25.0% in technology, and 13.5% in arts and culture and languages (3.1%). There were no Senior Phase economic and management sciences registrations at UNISA in 2009. Of these specialisations, most (1 589) were in the Northern region, and the least (125) were in the Eastern Cape region.

Table 7: Senior Phase learning area specialisations, at UNISA, by geographic region (2009)

Senior Phase learning area	Geographic region					
	Central	Eastern Cape	KwaZulu	Northern	Western Cape	Grand total
Arts and culture	23	17	95	215	42	13.5%
Economic & management sciences	0	0	0	0	0	0.0%
Languages	5	4	22	49	10	3.1%
Life orientation	10	7	41	92	18	5.8%
Mathematics	13	10	55	124	24	7.8%
Natural sciences	16	12	65	147	28	9.2%
Social sciences	61	44	250	565	109	35.6%
Technology	43	31	176	397	77	25.0%
Total SP learning area registrations	170	125	704	1 589	306	2 894

(d) FET Phase subject registrations

It is possible to estimate how many teachers graduated with an FET Phase specialisation in 2009. Since there were 5 899 FET subject registrations in total, and since most (though not all) graduates will have qualified to teach two FET subjects, it can be estimated that approximately 2 949 new FET Phase teachers graduated from all higher education institutions and, of this number, 14.6% specialised in languages, 14.4% in business studies and 12.1% in mathematics, with the three smallest single proportions specialising in agricultural technology, technical drawing and agricultural sciences. Of these graduates, most (approximately 955) were in the Northern region, and the least (approximately 411) were in the Central region.

Table 8: FET phase subject specialisations at all higher education institutions, by geographic region (2009)

FET phase subject specialisation	Geographic region					Total	Percentage
	Central	Eastern Cape	KwaZulu	Northern	Western Cape		
Accounting	102	91	148	155	46	542	9.2%
Agricultural Management Practices	0	0	9	0	0	9	0.2%
Agricultural Sciences	0	6	0	1	0	7	0.1%
Agricultural technology	0	2	0	0	0	2	0.0%
Business studies	131	163	215	158	177	843	14.4%
Civil technology	7	17	0	31	0	55	0.9%
Computer applications technology	33	37	68	127	22	287	4.9%
Consumer studies	14	28	10	43	5	100	1.7%
Dance studies	0	27	0	0	0	27	0.5%
Design	0	8	28	31	7	74	1.3%
Design (technical drawing)	0	0	1	0	0	1	0.0%
Economics	36	130	0	0	15	181	3.1%
Geography	17	37	47	88	25	214	3.6%
History	8	48	53	79	54	242	4.1%
Hospitality studies	5	18	0	0	0	23	0.4%
Information technology	12	3	17	22	8	63	1.1%
Languages	88	107	255	272	135	857	14.6%
Life orientation	87	42	23	145	111	408	6.9%
Life sciences	64	40	92	185	85	466	7.9%
Mathematical literacy	24	20	78	27	30	179	3.0%
Mathematics	100	63	152	323	76	713	12.1%
Mechanical & electrical technology	0	0	11	4	0	15	0.3%
Mechanical technology	15	0	0	7	0	22	0.4%
Music	0	15	13	2	0	30	0.5%
PGCE (all specialisations)	0	28	0	0	0	28	
Physical sciences	63	40	82	147	51	383	6.5%
Religion studies	2	2	8	22	5	38	0.6%
Tourism	12	2	27	20	0	61	1.0%
Visual arts	1	4	2	21	1	29	0.5%
Total FET Phase subject registrations	822	978	1 338	1 909	852	5 899	

Table 9 gives the percentage of registrations in FET subjects and these may be taken as proxies for the output of graduates in each of the teaching subjects. Such proxies for the output, if compared in ratio form to proxies for the estimated need for teachers of these subjects, provide an indication of which FET subjects, comparatively speaking, have a greater or lesser need for teachers of these subjects.

Table 9: Ratio of output of FET subject teachers to estimated need for selected FET subject teachers

FET Phase subject specialisation	Proxy for the output	Proxy for the need	Ratio of need to output
Accounting	9.2%	0.29	3.1
Agricultural sciences	0.1%	0.15	125.8
Business studies	14.4%	0.34	2.4
Computer applications technology	4.9%	0.08	1.7
Consumer studies	1.7%	0.05	3.1
Dance studies	0.5%		
Design	1.3%	0.04	3.3
Economics	3.1%	0.25	8.2
Geography	3.6%	0.35	9.7
History	4.1%	0.15	3.6
Life orientation	6.9%	0.94	13.5
Life sciences	7.9%	0.49	6.2
Mathematical literacy	3.0%	0.46	15.0
Mathematics	12.1%	0.48	3.9
Physical sciences	6.5%	0.36	5.6
Tourism	1.0%	0.12	11.9

Note: The proxy for the need is based on the number of school-leaving (Grade 12) learners taking that subject in 2009. Only 16 of the 28 FET subjects have been considered here.

Using business studies as an illustrative example: Table 9 indicates that 14.4% of the newly qualified FET teachers in 2009 specialised in business studies. This may be compared to the proxy for the need for business studies teachers; and the calculated ratio of these two proxies – in this case 2.4 – is relatively low when compared with the ratio obtained for other FET subjects.

By contrast, the proxy for the output of economics teachers compared to the proxy for the need for economics teachers produces a ratio of 8.2, suggesting that there is a much greater need for more economics teachers than there is a need for more business studies teachers. The use of proxy indicators is an indication of the relative need and does not give the actual number of business studies teachers required.

Similarly, the ratio of the proxy outputs to proxy need for mathematics and mathematical literacy FET teachers, of 3.9 and 15.0 respectively, indicates that there is a more serious situation in the supply of mathematical literacy teachers than in the supply of mathematics teachers – it does not mean that the system is producing a sufficient supply of either.

In the same vein, it can be said that there is a greater need for trained geography teachers than history teachers. With regard to agricultural sciences, despite the low need relative to most other subjects, the very high ratio suggests that there are exceptionally few FET agricultural science teachers being produced in the system.

It is not possible, on the basis of these data, to determine the actual number of FET teachers for each language because the information obtained from the higher education institutions does not distinguish between the outputs for each of the 11 official languages, let alone in foreign languages such as Spanish or Chinese. This deficiency, in the available data, indicates the need for a further refinement in the instruments used because it is important to know in which of the languages the newly qualifying teachers are specialising (or, indeed, not specialising), so that these outputs may be compared to the need for teachers of each of the languages currently taught in schools.

Growth in initial teacher education programmes (2008–09)

Any analysis of the supply of trained teachers must consider whether the number of qualifying teachers is increasing or decreasing, and any conclusion that is drawn needs to be informed by the increase or decrease in the number entering the initial training programmes for the first time. Ideally one would like to do this over an extended period of time, but this investigation only gathered detailed HEMIS information for 2008 and 2009.

All higher education institutions are required to keep accurate details of the number of Full-time Teaching Equivalents (FTEs) for all of their programmes. This information is the most accurate information available and is subject to audit at each institution. For all practical purposes, the number of FTEs is a more reliable indicator than the available information on total headcount enrolments.

The number of FTEs for BEd and PGCE programmes for all phases at higher education institutions offering these qualifications grew by 25% from 2008–09, i.e. from 27 747 FTEs to 34 675 FTEs, with the greatest growth in the Central region (48.4%) and the smallest growth in the Western Cape region (14.7%).

Table 10: FTEs for BEd and PGCE initial teacher education programmes (2008–09)

Institution	FTEs		% growth
	2008	2009	
CPUT	2 496	2 654	6.3%
CUT	793	1 337	68.6%
DUT	275	293	6.7%
NMMU	420	788	87.5%
NWU	2 945	3 453	17.3%
RU	74	138	86.5%
SUN	589	680	15.5%
TUT	2 086	2 389	14.5%
UCT	76	75	-1.8%
UFH	745	892	19.7%
UFS	623	778	24.9%
UJ	438	799	82.3%

Institution	FTEs		% growth
	2008	2009	
UKZN	2 011	2 308	14.8%
UL	757	740	-2.3%
UNIVEN*	-	-	
UP	2 203	2 333	5.9%
UWC	880	1 017	15.6%
UNISA**	6 108	8 709	42.6%
UZ	884	1 364	54.4%
Wits	1 047	1 286	22.8%
WSU	2 298	2 645	15.1%
Total	27 747	34 675	25.0%

Notes:
* Data not provided.
** Figures for UNISA include approximately 6% foreign students.

Between 2008 and 2009, first-time enrolments in all initial teacher education programmes for all phases increased by 37.1%, from 11 855 enrolees to 16 257 enrolees, with the greatest growth in first-time enrolments in the Central region (70.2%) and the smallest growth in the Western Cape region (14.1%).

Table 11: First-time enrolments for BEd and PGCE initial teacher education programmes (2008–09)

Institution	First-time enrolments		% growth
	2008	2009	
CPUT	802	773	-3.6%
CUT	877	1594	81.8%
DUT	103	199	93.2%
NMMU	197	350	77.7%
NWU	790	1021	29.2%
RU	69	172	149.3%
SUN	270	344	27.4%
TUT	673	494	-26.6%
UCT	74	75	1.4%
UFH	230	287	24.8%
UFS	327	477	45.9%
UJ	840	1 044	24.3%
UKZN	655	872	33.1%
UL	192	349	81.8%
UNIVEN	178	260	46.1%
UP	632	727	15.0%
UWC	283	340	20.1%
UNISA*	2 469	3 633	47.1%
UZ	963	1 474	53.1%
Wits	399	755	89.2%
WSU	832	1 017	22.2%
Total	11 855	16 257	37.1%

Note: * Figures for UNISA include approximately 1% foreign students.

The growth from 2008–09 was substantial and took place across all geographic regions of the country. This growth is reflected in the number of first-time entrants and in the total number of FTEs.

There was a slight growth in the number of graduates from 2007–08 but given the increase in the number of FTEs and the increase in the number of first-time entrants, there is every indication that the number of graduates will show a steady increase over the next three to four years.

As noted earlier, the number of qualifying Foundation Phase teachers is of considerable concern, and therefore particular attention was paid to the growth, or otherwise, of this important phase.

The number of Foundation Phase FTEs for BEd and PGCE programmes at the 13 higher education institutions offering these qualifications grew by 24.9% from 2008–09, i.e. from 5 416 FTEs to 6 764 FTEs, with the greatest growth in the KwaZulu region (76.3%) and the smallest growth in the Central region (11.4%).

Table 12: Growth in Foundation Phase FTEs for the BEd and PGCE programmes (2008–09)

Institution	FTEs		% growth
	2008	2009	
CPUT	653	683	4.6%
NMMU	115	179	55.1%
NWU	749	874	16.7%
RU		28	
SUN	255	283	10.9%
UFH*	15	31	106.7%
UFS	210	225	7.3%
UKZN	107	212	98.6%
UNIVEN**	-	-	
UP	658	600	-8.8%
UZ	155	511	230.1%
Wits	301	332	10.3%
UNISA***	2 199	2 806	27.6%
Total	5 416	6 764	24.9%

Notes:
* Figures for UFH are an estimate based on FP/IP FTEs.
** Data not provided.
*** Figures for UNISA include approximately 6% foreign students.

Over the same period, first-time enrolments in these Foundation Phase programmes increased by 52.2%, from 1 975 enrolees to 3 006 enrolees. The greatest growth was in the KwaZulu region (115.7%) and the smallest growth was in the Western Cape region (17.9%).

Table 13: Growth in Foundation Phase first-time enrolments for the BEd and PGCE programmes (2008–09)

Institution	First-time enrolments		% growth
	2008	2009	
CPUT	201	212	5.5%
NMMU	43	60	39.5%
NWU	208	286	37.5%
RU		31	
SUN	102	131	28.4%
UFH*	15	31	106.7%
UFS	73	85	16.4%
UKZN	49	87	77.6%
UNIVEN	37	52	40.5%
UP	154	162	5.2%
UZ	166	555	234.3%
Wits	95	248	161.1%
UNISA	832	1 066	28.1%
Total	1 975	3 006	52.2%

Note: * Figures for UFH are an estimate based on FP/IP FTEs.

Given the particular shortage in the number of qualifying Foundation Phase teachers (as discussed earlier, in the section on the profile of the 2009 graduates in the Foundation Phase), it is encouraging to note that there has been a substantial growth in the total number of Foundation Phase FTEs (24.9%) and an even greater growth in the number of first-time enrolments (52.2%).

Supply and demand

Supply and demand modelling is complex and a number of assumptions are made regarding the number of teachers that need to be replaced on an annual basis. There is no certainty regarding the exact number of teachers leaving the profession annually and estimates range from the most conservative estimate of 3.8% to 6.0%. Because of this uncertainty, it was decided to use three different attrition rates: 4.0%, 4.5% and 5.0%, and to compare the number of qualifying teachers with estimates based on these attrition rates.

The estimated number of teachers that need to be replaced has been based on the attrition rate multiplied by the total number of teachers in the profession – for the purpose of this exercise, the total number of provincial-employed teachers, SGB-employed teachers and independent school-employed teachers has been taken as slightly more than 400 000.

Table 14 considers all phases and gives an estimate of the total number of teachers that need to be replaced in each of the geographic regions. The output is based on the number of graduates available for employment at the beginning of 2009 and the shortfall is calculated for attrition rates of 4.0%, 4.5% and 5.0%.

Table 14: Estimated number of qualified teachers required to replace resignations, deaths or retirements, based on attrition rates of 4.0%, 4.5% and 5.0%

Region	Output	4.0% attrition	Shortfall	4.5% attrition	Shortfall	5.0% attrition	Difference between output and attrition
Central	428	1 325	897	1 491	1 063	1 657	1 229
Eastern Cape	621	2 661	2 040	2 994	2 373	3 327	2 706
KwaZulu	1 415	3 479	2 064	3 914	2 499	4 349	2 934
Northern	2 477	7 266	4 789	8 174	5 697	9 083	6 606
Western Cape	1 001	1 335	334	1 502	501	1 669	668
National	5 942	16 067	10 125	18 076	12 134	20 084	14 142

Notes: The National total is inflated by 447 – the number of currently employed teachers completing the UNISA qualification. The regional distribution of these teachers is not available and hence it was not possible to make the appropriate adjustment to the regional output totals.

Table 14 highlights the large gap between the number of newly-qualified teachers that are being produced and the number of existing teachers who exit the system every year due to resignations, death or retirement. With an annual output of just under 6 000 teachers and with an estimated attrition between 16 067 and 20 084, depending on the attrition rate used, the result is a considerable annual difference between graduate output and attrition of between 10 125 and 14 142. Whilst understanding that teacher supply and demand is a complex issue, and that there are various ways in which teachers who leave the system are replaced, new graduates should be the major source. This is certainly not the case at present.

The higher education institutions provided sufficient detailed information on the number of Foundation Phase graduates expected to qualify in 2009 for a comparison to be made on the supply of Foundation Phase teachers with the need to replace the number of teachers who leave the profession due to retirement, resignation or death. Because of the importance of mother-tongue instruction in the Foundation Phase, estimates have been made in terms of the number of newly qualified graduates having an African language, Afrikaans or English as their mother tongue. The number of teachers required to meet the various attrition rates takes the language of instruction into account.

Table 15: Number of Foundation Phase teachers qualifying in 2009, compared with the need, based on 4.0%, 4.5% and 5.0% attrition rates, by geographic region and mother tongue

Geographic region	African mother tongue				Afrikaans mother tongue				English mother tongue			
	Output	Required to meet:			Output	Required to meet:			Output	Required to meet:		
		4.0% attrition	4.5% attrition	5.0% attrition		4.0% attrition	4.5% attrition	5.0% attrition		4.0% attrition	4.5% attrition	5.0% attrition
Central	0	236	265	295	66	113	127	141	14	6	7	7
Eastern Cape	4	710	799	888	19	79	89	98	45	30	34	38
KwaZulu	124	785	883	981	38	15	17	19	139	150	169	188
Northern	30	1 608	1 809	2 010	301	178	200	223	216	101	114	126
Western Cape	9	75	85	94	144	219	246	274	135	75	84	94
Total	168	3 415	3 841	4 268	567	604	679	755	549	363	408	453

If one assumes a conservative 4% attrition rate, this analysis indicates that in 2009 there was a shortfall of (or, differently put, a need for an additional) 3 415 African mother-tongue Foundation Phase teachers (1 608 of which are needed in the Northern region), 604 Afrikaans mother-tongue Foundation Phase teachers (219 of which are needed in the Western Cape region) and 363 English mother-tongue Foundation Phase teachers (150 of which are needed in the KwaZulu region).

The data suggest that there is an oversupply of both English- and Afrikaans-speaking Foundation Phase teachers in the Northern region as well as an oversupply of English-speaking Foundation Phase teachers in the Western Cape. However, there is a very large shortfall in the number of African mother-tongue-speaking Foundation Phase teachers in every region of the country.

Continuing professional teacher education programmes (2008–09)

(a) Advanced Certificate in Education Programmes

The Advanced Certificate in Education (ACE) is a 120-NQF credit, Level 6 qualification introduced in February 2000 as a replacement for the Further Diploma in Education. The ACE was intended to develop further specialised subject learning area/ discipline/ phase competence, or develop new subject specialisation competence. The ACE was intended to 'cap' an initial teaching qualification and does not qualify candidates as professional educators: an admission to the programme requires a professional qualification (CHE 2006).

The ACE programmes are an important component in the strategy to up-skill and to re-skill educators, and considerable effort and resources have gone into these programmes. Higher education institutions have devised a large number of ACE programmes and this section provides an analysis of those programmes.

Enrolment in the ACE programmes has shown considerable growth and the number of FTEs grew by 15.3% from 2008–09, i.e. from 26 111 FTEs to 30 118 FTEs. The greatest growth was in the Western Cape region (23.3%), while there was negative growth both in the Central region (-15.7%) and in the KwaZulu region (-11.6%).

Table 16: FTEs for ACE programmes (2008–09)

Institution	FTEs		% growth
	2008	2009	
CPUT	248	296	19.5%
CUT	169	96	-43.2%
NMMU	401	883	120.4%
NWU	6 731	10 574	57.1%
RU	170	113	-33.4%
SUN	73	149	103.6%
TUT	398	298	-25.1%
UCT	647	850	31.4%
UFH	132	121	-8.7%
UFS	839	703	-16.2%
UJ	1 679	1 767	5.2%
UKZN	1 112	853	-23.3%
UL	287	284	-1.3%
UNIVEN*	-	-	
UP	3 928	3 986	1.5%
UWC	134	87	-35.2%
UZ	127	34	-73.3%
UNISA	7 868	7 720	-1.9%
VUT	64	91	42.2%
Wits	473	588	24.3%
WSU	632	625	-1.1%
Total	26 111	30 118	15.3%

Note: * Data not provided.

Over the same period, first-time enrolments in ACE programmes increased by 14.4%, from 24 854 enrolees to 28 433 enrolees. The greatest growth was in the Eastern Cape region (35.2%), while the greatest negative growth was in the Central region (-66.4%).

There is evidence from 15 of the institutions offering ACE programmes that there is a decrease in the number of first-time ACE registrations and this trend is likely to continue, particularly in certain provinces.

Table 17: First-time enrolments for ACE programmes (2008–09)

Institution	First-time enrolments		% growth
	2008	2009	
CPUT	285	342	20.0%
CUT	279	200	-28.3%
NMMU	341	1 444	323.5%
NWU*	8 750	13 746	57.1%
RU	213	88	-58.7%
SUN	201	157	-21.9%
TUT	324	24	-92.6%
UCT	273	239	-12.5%
UFH	124	26	-79.0%
UFS	911	246	-73.0%
UJ	3 130	3 511	12.2%
UKZN	971	456	-53.0%
UL	449	128	-71.5%
UNIVEN	97	38	-60.8%
UP*	5 106	5 182	1.5%
UWC	282	169	-40.1%
UZ	252	81	-67.9%
UNISA	1 378	724	-47.5%
VUT	147	0	-100.0%
Wits	939	1 520	61.9%
WSU	402	112	-72.1%
Total	24 854	28 433	14.4%

Note: * Figures for NWU and UP are estimates based on FTE data.

Total enrolments in ACE programmes increased by 20%, from 36 022 total enrolees to 43 218 total enrolees, with the Eastern Cape region showing the greatest regional growth (33.6%) and the KwaZulu region the smallest regional growth (-23.4%).

Table 18: Total enrolments in ACE programmes (2008–09)

Institution	Total enrolments		% growth
	2008	2009	
CPUT	450	597	32.7%
CUT	309	200	-35.3%
NMMU	868	1804	107.8%
NWU	12 978	19 731	52.0%
RU	323	260	-19.5%
SUN	201	336	67.2%
TUT	992	529	-46.7%
UCT	391	582	48.8%
UFH	221	172	-22.2%
UFS	1 906	1 635	-14.2%
UJ	3 130	3 511	12.2%
UKZN	2 578	2 088	-19.0%
UL	571	584	2.3%
UNIVEN	97	38	-60.8%
UP	8 323	8 440	1.4%
UNISA*	11 898	-	
UWC	282	226	-19.9%
UZ	252	81	-67.9%
VUT	147	0	-100.0%
Wits	1 234	1 727	40.0%
WSU	769	677	-12.0%
Total	36 022	43 218	20.0%

Note: * 2009 data not provided. UNISA 2008 enrolments are not included in the 2008 Total.

The fluctuation in enrolments in ACE programmes can be attributed to changing requirements and demands from provincial education departments.

(b) National Professional Diploma in Education programmes

The National Professional Diploma in Education (NPDE) was originally a 240-NQF credit Level 5 qualification and was registered by the South African Qualifications Authority (SAQA) in October 2000. It was intended as an interim qualification, which had as its purpose the upgrading of under-qualified (REQV 12 or lower) school educators, thus giving these educators the opportunity of becoming fully qualified (REQV 13). Originally the NPDE was intended for schoolteachers classified as REQV 11 and 12 but it was revised in 2004 to accommodate currently serving teachers classified as REQV 10. The NPDE was meant to be available only to educators who already possessed a recognised educator qualification that placed them at REQV 11 or 12. It was not intended to be an alternative form of initial teacher education. However, in 2004 SAQA registered a new 360-credit NPDE. This was introduced to deal with the many un-qualified teachers employed in the system (at REQV 10). Entry into this version of the NPDE was

not a prior recognised teacher qualification, but rather five full years of prior teaching experience in a public school. The implementation of this qualification resulted in the NPDE being utilised as an initial teaching qualification and corrupting the original intention of assisting teachers with historical qualifications to gain access to new qualification pathways.

Although the NPDE was originally intended as an interim measure, a considerable number of teachers are still currently registered for the NPDE to 'upgrade' their qualification. There are 13 higher education institutions offering NPDE programmes and the number of FTEs grew by 14.1% from 2008–09, i.e. from 7 385 FTEs to 8 429 FTEs. The greatest growth was in the Central region (57.6%), while the smallest growth was in the KwaZulu region (-18.4%).

Table 19: FTEs for NPDE programmes (2008–09)

Institution	FTEs		% growth
	2008	2009	
CPUT	212	225	6.0%
NMMU	424	519	22.3%
NWU	1 537	2 630	71.1%
TUT	38	52	38.1%
UFH	121	132	9.2%
UFS	494	781	58.2%
UKZN	996	1 126	13.0%
UL	639	615	-3.7%
UNIVEN*	-	-	
UWC	96	98	1.5%
UNISA**	694	382	-45.0%
UZ	339	14	-95.8%
WSU	1 795	1 854	3.3%
Total	7 385	8 429	14.1%

Notes:
* Data not available.
** 32% of UNISA's NPDE enrolments in 2008 were foreign students.

[note to layout: line up the numbers with right hand edge aligned, and then any asterisks ** *outside* of that alignment, so it's still easy to read and compare the numbers.]

Although the number of FTEs increased over the period 2008–09, the first-time enrolments in NPDE programmes declined by 31.1%, from 3 732 enrolees to 2 573 enrolees. The greatest decline was in the Northern region (-79.8%).

Table 20: First-time enrolments for NPDE programmes (2008–09)

Institution	First-time enrolments		% growth
	2008	2009	
CPUT	89	86	-3.4%
NMMU	334	376	12.6%
NWU	82	111	35.4%
TUT	18	27	50.0%
UFH	22	39	77.3%
UFS	438	259	-40.9%
UKZN	94	822	774.5%
UL	1 310	97	-92.6%
UNIVEN	65	63	-3.1%
UWC	191	214	12.0%
UNISA	0	0	0.0%
UZ	503	20	-96.0%
WSU	586	459	-21.7%
Total	3 732	2 573	-31.1%

Total enrolments in NPDE programmes increased by 17.6%, from 11 085 total enrolees to 13 035 total enrolees, with the Eastern Cape region showing the greatest regional growth (34.7%) and the Central region the least (-10.5%).

Table 21: Total enrolments in NPDE programmes (2008–09)

Institution	Total enrolments		% growth
	2008	2009	
CPUT	240	256	6.7%
NMMU	852	1 199	40.7%
NWU	3745	6 401	70.9%
TUT	42	56	33.3%
UFH	122	132	8.2%
UFS	1 100	984	-10.5%
UKZN	1 882	2 145	14.0%
UL	1 310	192	-85.3%
UNIVEN	65	63	-3.1%
UNISA*	1 334	-	
UWC	191	214	12.0%
UZ	503	20	-96.0%
WSU	1 033	1 373	32.9%
Total	11 085	13 035	17.6%

Note: * 2009 data not available.

Conclusion and recommendations

Currently there are 21 higher education institutions offering initial teacher education programmes, including the BEd and the PGCE qualifications. This investigation has confirmed that insufficient numbers of newly qualified teachers are being produced.

The total number of newly qualified teachers for all phases in 2007 and 2008 was 5 716 and 5 942, respectively. The distribution of graduates by geographic region is uneven.

There is encouraging evidence that indicates a significant increase in the number of new first-time entrants into initial teacher training programmes. The number of first-time enrolments grew by 37.1% from 2008–09 (i.e. from 11 855–16 257). There is also evidence to suggest that this upward trend continued from 2009 into 2010.

This investigation highlights the large gap between the number of new teachers being produced by public higher education institutions and the number of existing teachers who, due to resignations, death or retirement, need to be replaced every year.

There is an imbalance between the current registration profile (based on FTEs in all years of study) and the need profile (based on the number of learners by phase) – for the Foundation Phase in 2009, the registration profile was 17% and the need profile was 31%; for the Intermediate and Senior Phases the registration profile was 26% while the need profile was 49%; and for the FET Phase, the registration profile was 56% while the need profile was 21%. Clearly, there needs to be a significant increase in the number of teachers that are being produced for the Foundation, Intermediate and Senior Phases.

To achieve this, however, much more attention and resources need to be directed towards teacher education. The capacity of many if not all institutional providers needs to be expanded, and more detailed research needs to be undertaken to ensure that particular categories of teachers most in demand by the system, according to phase, learning areas, subjects, programmes and qualifications, are produced in the requisite numbers.

The urgent need for more African mother-tongue Foundation Phase teachers is highlighted by the fact that only 13% (168) of all the Foundation Phase teachers produced in 2009 were African mother-tongue-speakers, and around three-quarters of these were trained in just one region, namely the KwaZulu region. The marked growth in FTEs and first-time enrolments in Foundation Phase programmes bodes well for the future – though again this growth is particularly prominent in KwaZulu regional institutions.

Another overall conclusion from the research is that there are significant regional variations in the supply and development of teachers. If one assumes that many new teachers are likely to teach in the same region as that in which they studied, and that most practising teachers need access to institutions offering continuing professional development programmes in the region in which they teach, then regional variations in the number of new teachers enrolling and graduating, and in the number of practising teachers being developed, are cause for concern. The Eastern Cape region, in particular, stands out as producing the least numbers of new teachers in the Intermediate and Senior Phases. (More promisingly, however, this region shows strong growth in enrolments in continuing professional development programmes.)

The data indicate a general need to increase the output of teachers in all phases, and specifically in the Intermediate Phase arts and culture, economic and management sciences and technology teachers; in the Senior Phase economic

and management sciences and arts and culture teachers; and in the FET-level economics, mathematical literacy and geography teachers, in addition to subjects already identified as priorities.

Finally, the under-supply of new teachers vis à vis demand is accentuated when one considers that many more practising teachers than aspirant teachers are being enrolled in higher education institutions. The fact that 16 257 first-time student teachers enrolled in BEd and PGCE teacher education programmes in 2009, compared to 28 433 first-time students, all practising teachers, enrolling in ACE programmes, suggests that institutional capacity and resources are far more focused on the latter. The similar numbers of FTEs in initial teacher education and continuing professional development programmes give the same impression. Given that national demand for new teachers is at least as great as the demand for teachers to improve their qualifications, further research needs to be undertaken to assess whether and how initial teacher education programmes could be given higher priority than they appear to be receiving at present. The decline in first-time enrolments in NPDE programmes suggests that the usefulness of, and demand for, this kind of upgrading qualification is coming to an end, and this may free up more resources for initial teacher education.

References

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5. Private higher education institutions offering teacher education programmes

Introduction

Compared with the business and IT sectors, according to a 2009 Education Policy Unit (EPU) report the number of people in the education sector who choose to improve their qualifications at private higher education institutions is very small. The same report suggests that not-for-profit FET institutions be funded by the state in order to create a pool of skilled persons for a range of sectors, including Early Childhood Development for learners with barriers to learning.

The DoE register of private higher education institutions (last updated on 3 May 2010) indicates that five of the 78 registered institutions, and two of the 22 provisionally registered institutions, offer teacher education programmes (but of these last two, only one – Embury Institute – has been in existence long enough to have graduation rates and thus to be discussed here).

Private higher education institutions offering teacher education programmes

The six relevant institutions and their education qualifications are as follows:[17]

1. Embury Institute for Teacher Education (Pty) Ltd

This institution is located in Durban, and its accreditation is provisional, unlike the other institutions discussed here. The programmes offered are the following:

- Certificate in Pre-school Education (one-year programme) (Level 5).
- Diploma in Pre-school and Foundation Phase Teacher Assistant (three-year programme) (Level 5).
- Bachelor of Education Foundation Phase (four-year programme) (Level 6).
- Bachelor of Education Intermediate and Senior Phase (Level 6).

The first two qualifications listed above have been developed by Embury, which is also accredited as a provider for the Foundation Phase BEd. The Intermediate and Senior Phase BEd is offered through a UNISA accreditation.

These programmes are only offered full-time, and constitute initial teacher education. They include a strong emphasis on practical teaching in the pre-primary and primary schools linked directly to the college, under the same management.

Whereas current enrolment for the Level 5 Certificate is reportedly 78, DoE annual survey tables for 2008 indicate that 62 of the 91 headcount enrolment were successful within the 12-month period. A further 30 were enrolled part-time, intending to complete the qualification over a two-year period. Statistics provided by Embury indicate a further total of 175 qualifying with this certificate over the period 2005–07.

Enrolment in 2010 for the Level 5 Diploma was reportedly 86, with the annual survey tables for 2008 indicating that 46 of the 72 headcount enrolment were successful at the end of the two-year delivery period. Statistics

17 Available statistics for all the institutions are summarised in the appendix to this chapter.

obtained from Embury indicate a total of 121 qualifying with the diploma in the period 2005–07.

Current enrolment for the Foundation Phase BEd was indicated to be 98, with 39 having qualified in 2008.

The institute also offers the following continuing professional development short courses, each of six-month duration:

- ECD;
- Inclusive education;
- Accounting – FET;
- Business Studies – FET;
- Life sciences – FET;
- Economics – FET;
- Geography – FET;
- Phonics in the Foundation Phase;
- Numeracy in the Foundation Phase; and
- Mathematical literacy – FET.

2. Centre for Creative Education/ Iziko La Bantu Be Afrika

The programmes offered are the following:

- Certificate in Early Childhood Development (Level 4).
- Certificate in Early Childhood Development (Level 5).
- Diploma in Early Childhood Development (Level 5).
- Bachelor of Education (Foundation and Intermediate Phases) (Level 6).

This institution, located in Plumstead, Cape Town, provides education programmes based on the Waldorf system. All these qualifications and programmes constitute initial teacher education qualifications, and are offered either on a full-time or a part-time basis. The qualifications do not offer any specialisations beyond the phase specialisation indicated in the qualification title.

Total current enrolments in the four programmes were reportedly 286, and the total number of graduates from all of these programmes from 2005–09 were said to be 118.

Graduation rates cannot be discerned from the annual survey tables, since headcount success rates are indicated per year of study, rather than per qualification, but the percentage of the headcount reportedly successful ranges between 62.5% and 100.0% over the years 2005–08.

3. St Augustine College of South Africa

- This institution is located in Johannesburg and offers the following education programmes:
- Advanced Certificate in Education (Religious and Values Education) (Level 6).
- Bachelor of Education (Honours) (Religious and Values Education) (Level 7).
- Master of Philosophy in Education and Culture (Level 8).

In addition to the above, the intention is to introduce an ACE in mathematics education, and a PGCE qualification.

Annual survey tables indicate headcount 2008 enrolments of 25 for the BEd (Hons) and 80 for the MPhil, with the only two successful students recorded for the latter. MPhil graduates were reported every year from 2003–07, totalling 16 in all.

4. Hebron Theological College

The institution is based in Benoni, Gauteng, and offers the following education programmes:

- Post-graduate Certificate in Education: Intermediate Phase (Level 6).
- Post-graduate Certificate in Education: Senior and Further Education Phase (Level 6).

The structure of the programmes is that entrants are required to have a bachelor's degree and are offered tuition through distance education mode. Subject specialisations that have not been obtained in the prerequisite undergraduate degree are offered in close cooperation with UNISA.

Students were first enrolled for these two qualifications in 2006. However, before any students were able to graduate the institution was advised by the Council on Higher Education that its accreditation to offer the qualifications had been withdrawn and that registered students had until December 2010 to complete their courses. The institution has appealed and applied for re-accreditation, but has not received a positive response. As a consequence no further enrolments have been taken. The bulk of the students remaining from the initial intake were expected to graduate at the end of 2010.

Hebron College would like to take up an offer made by SAQA to support an immediate new application to offer these qualifications, but cannot pursue this option before communicating with the DHET about the new (if any) parameters of the PGCE replacement qualifications.

Graduation rates are not clearly indicated in the annual survey tables from which statistics have been obtained, since these indicate only the numbers of successful students and headcount enrolments, not indicating whether success may be in individual subjects or in the programme as a whole. However, from 2006–08, of a headcount enrolment that ranges from 37–59 for the PGCE: Intermediate Phase, a total of only seven successful students were reported, and of a headcount enrolment ranging from nine to 19 for the PGCE: Senior and Further Education Phase, a total of only one successful student was reported. The institution expected 53 graduates from these two programmes in 2010.

5. Regent Business School

The institution is located in KwaZulu-Natal and offers the following education programme:

- Post-graduate Diploma in Educational Management and Leadership (Level 7).

This programme constitutes continuous professional development, in the form of a two-year course, with eight modules offered part-time, with two intakes per year. No specialisations are offered.

Verbal reports indicate that most students were from KwaZulu-Natal, although students were said to be taken from across the southern African region, including South Africa, Zimbabwe and Zambia. However, although 30–40 students were reported currently to be registered, annual survey data for 2006 and 2007 were not consistent with this, indicating headcounts of between two and four for each of the courses comprising the qualification.

The data indicate 100% success rates against headcounts, but the numbers of graduates appear to be very small indeed, possibly no more than four across 2006–07.

6. Management College of Southern Africa

The programmes offered are the following:

- Certificate in School Governance.
- Post-graduate Diploma in Educational Management.

The college, with sites in Durban and Johannesburg, has had insufficient response to these programmes. There has been no intake over the past three years, and consequently no graduations.

Conclusions and recommendations

Very few private higher education institutions offer teacher education programmes, and their enrolments and output rates are very small. Perhaps 73 new non-ECD teachers graduated from these institutions between 2006 and 2008.

For purposes of improving and expanding teacher education and development in South Africa, consideration could be given to ways in which registered private higher education institutions could be encouraged and supported to increase their enrolments and outputs.

References

EPU (Education Policy Unit) (2009) *National Student Financial Aid Scheme: Feasibility study for extending financial aid to students at private not-for-profit higher education institutions*. Johannesburg: EPU, University of the Witwatersrand

Appendix A: Private higher education institutions offering teacher education programmes

Institution	Qualifications offered	Current enrolments	Graduation rates (over past three years)			
			2005	2006	2007	2008
Centre for Creative Education/ Iziko La Bantu Be Afrika	Certificate in ECD (Level 4)	56	9	0	14	43
	Certificate in ECD (Level 5)	120	12	0	11	9
	Diploma in ECD (Level 5)	10		0	0	0
	Bachelor of Education (Foundation and Intermediate Phases) (Level 6)	100		12	2	6
Hebron Theological College	Post-graduate Certificate in Education: Intermediate Phase	60		1	2	4
	Post-graduate Certificate in Education: Senior and Further Education Phase			0	0	1
Management College of Southern Africa	Certificate in School Governance	0		0	0	0
	Post-graduate Diploma in Educational Management	0		0	0	0
Regent Business School	Post-graduate Diploma in Educational Management and Leadership	30–40; there is also a July intake		2	4	
St Augustine College of South Africa	Advanced Certificate in Education (Religious and Values Education)					0
	Bachelor of Education (Honours) (Religious and Values Education)					0
	Master of Philosophy in Education and Culture			4	4	3
Embury Institute for Teacher Education	Certificate in Pre-school Education	78		55	66	82
	Diploma in Pre-school and Foundation Phase Teacher Assistant	86		46	37	46
	Bachelor of Education Foundation Phase	98		0	0	39
	Bachelor of Education Intermediate and Senior Phase					

6. Teachers' development needs

Introduction

This chapter examines current policy and practice around teacher development, and considers existing and potential mechanisms aimed at identifying and addressing teachers' development needs, particularly in relation to improving their competence to teach the school curriculum.

In the process, it takes into account the Declaration of the Teacher Development Summit of 2009 that teacher appraisal for purposes of development should be delinked from appraisal for purposes of remuneration and salary progression, that the utilisation of teachers' time allocated to teacher development should be beneficial, and that modalities of enabling all teachers to reach REQV 14 level as soon as practically possible should be considered.

The chapter recommends a simplified, streamlined, quality assured system of teacher self-assessment for self-development, supported and facilitated by professional teacher learning communities of practice, or Professional Learning Communities (PLCs).

Current situation

Addressing teachers' development needs is fundamental to improving the quality of teaching and learning in South Africa. Teachers' development needs are currently being addressed through a range of mechanisms, including the IQMS and programmes for continuing professional development.

The IQMS was negotiated with teacher unions in the ELRC and subsequently signed as the ELRC Collective Agreement No. 8 of 2003. It consists of three programmes, namely, Development Appraisal, Performance Measurement and Whole School Evaluation (CAES 2007):

- *Development Appraisal* is intended to appraise individual teachers in a transparent manner with a view to determining areas of strength and weakness, and to draw up programmes for individual development.
- *Performance Measurement* aims to evaluate individual teachers for salary progression, grade progression, affirmation of appointments and rewards and incentives.
- *Whole School Evaluation* seeks to evaluate the overall effectiveness of a school – including the support provided by the district, school management, infrastructure and learning resources – as well as the quality of teaching and learning.

Overall, the main purposes of the IQMS are:

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

However, provincial IQMS coordinators' reports to the DoE have indicated the following problems:

- Inadequate coordination and integration.
- A lack of proper training of both teachers and education officials with regard to the IQMS processes.
- Perceptions that the IQMS mechanisms are confusing and time-consuming.
- A lack of quality assurance of development programmes.

- A lack of capacity to manage the IQMS processes at various levels, including a failure to allocate necessary budgets.
- Resistance by teacher unions to certain IQMS processes.
- A lingering memory of top-down and non-participatory apartheid mechanisms.
- A lack of feedback to teachers who did undergo evaluations, and a consequent failure to meet their specific developmental needs.
- A focus by teachers on financial rewards rather than professional development.
- The inflation of evaluation scores.

Formal reviews of the structures and processes hampering the successful implementation of the IQMS, supplemented after Occupation Specific Dispensation discussions in terms of the ELRC Collective Agreements No. 1 and No. 2 of 2008, have suggested several changes to the IQMS (DoE n.d.):

- The simplification and refinement of the language of the instruments and the templates.
- The refinement of criteria and levels of performance.
- The alignment of the instruments with the National Curriculum Statements.
- That the inclusion of a peer as a member of the Development Support Group (DSG) is optional.
- Aligning the IQMS processes with other evaluation processes in the DoE.
- Strengthening the inclusion of 'Learner Achievement' as part of Performance Standards 1–4.
- Amending the ratings and score ranges.
- Introducing the Portfolio of Evidence (PoE) as a requirement in the IQMS process.
- The inclusion of an Educator Improvement Plan (EIP) as part of the School Improvement Plan (SIP).
- The inclusion of a moderation instrument, outlining the steps for internal and external moderation processes, in order to verify the IQMS scores of individual educators.
- The exclusion of Performance Standards 11 and 12 for deputy principals and principals.
- The development of audiovisual training material on the IQMS to assist schools.
- The appointment of external IQMS moderators to visit schools, monitor implementation and provide support and development where necessary.

However, as of February 2010 only 13% of 10 969 schools visited across the country had fully implemented the IQMS, while another 72% had partially implemented it.[18]

The Teacher Development Summit's recommendation that teacher development appraisal be delinked from issues of remuneration and streamlined and rebranded suggests that all current standards and criteria around teacher competence and performance, along with existing assessment instruments, should be reassessed to determine their relevance.

Lessons from international teacher development practice

International teacher development practices emphasise that professional development for teachers will boost student achievement only if teachers engage in long-term in-depth learning opportunities that address the content and pedagogy relevant to the curriculum taught in their classes. To this end it is suggested that developmental forms of self-evaluation within schools be strengthened; that effective teaching and learning practices be identified, modelled and supported; that accountability for performance of schools and teachers be strengthened; and above all that time for professional development be built into the educator's workload and the school's timetable (DHET 2010; Villegas-Reimers 2003; Timperley, Wilson, Barrar & Fung 2007; Barnes & Verwey 2008).

18 H Karimulla (Department of Basic Education), personal communication, 30 March 2010.

Time for professional development must not only be provided, it must also be appropriately used, i.e. it must be quality time. It is not sufficient merely to provide teachers with time and resources and then leave them alone to develop themselves – professional development also requires clear standards, useful guidelines and focused assistance from mentors and other colleagues. Teacher development works well when teachers fully engage in learning and actively direct which learning opportunities they wish to engage in and when; but it works even better when they are provided with positive reinforcement, a range of alternative visions and new opportunities, when they are able to interact with other professionals, including outside experts who can both acknowledge teachers' best practices and criticise their misconceptions, and when all these interventions are consistent with the broader policy environment. Above all, teacher development works best when teachers' engagement in professional development has a visible impact on student achievement (Timperley et al. 2007).

Both 'top-down' and 'bottom-up' approaches to teacher development have their appropriate places. This includes both of the following: direct training by subject-area experts in disciplinary content and pedagogy, curriculum topics and material, and instructional techniques; and in-class training, support and observations involving principals and senior teachers, professional learning communities and assistance and materials specifically requested from subject advisors or other district officials (DHET 2010).

Development opportunities may take many forms, including holiday and after-school workshops, meetings and conferences, demonstration lessons in teachers' classrooms, in-class feedback sessions where teachers practise new material and methods, and teachers observing one anothers' classroom teaching . Teachers can engage in planned self-directed learning programmes, peer coaching, action research, study groups and other activities aimed at enhancing their knowledge, skills and classroom- and curriculum-related performance (Díaz-Maggioli 2003; Sargent & Hannum 2009).

The ultimate objective of any changes in teacher development practices must be an improvement in the teaching of the curriculum; and aside from ensuring that teachers receive high-quality initial teacher training, the way to improve the teaching of the curriculum is to ensure that teachers are well supported in their teaching, which refers not only to external 'official' assistance (such as at teacher development centres, or by subject advisors) but also internal 'unofficial' help (such as through professional learning communities and self-development activities).

In turn, collaborative, collective and self-directed teacher learning and development processes highlight the positive effects of teamwork and of sharing ideas and classroom materials. Lack of cooperation also stands out more visibly, being experienced as hindering the group's work, and can be addressed collectively. Moreover, while teachers appreciate acknowledgement in the form of workload reduction or financial advantages, they are equally if not more rewarded by perceiving that their competence and contribution are acknowledged by officialdom (Lindner 2008).

In other words, it can be said that teacher development should be:

- Classroom focused (i.e. focused on everyday experiential practice);
- Curriculum focused (i.e. focused on lessons and materials currently being taught or used);
- Achievement focused (i.e. focused on improving learner understanding and accomplishment); and
- Collaborative (based on various local forms of communities of practice, both horizontal and vertical).

Teacher development programmes and courses can be either long or short, and in or out of school; but in every case they must involve time well spent, i.e. time focused on classroom, curriculum, collaboration and learner achievement.

Drawing on the above, it must be emphasised that all efforts to identify and address teachers' development needs must be underpinned by teachers' current knowledge base and capabilities, as well as theories of teacher knowledge,

of how teachers learn and of how teachers' development influences learner performance. The identification of teachers' needs makes their everyday roles, functions and challenges more visible, thus enabling the development of appropriate responses and interventions.

Identifying teachers' immediate needs also helps to clarify their medium- and long-term needs. It further assists in the identification of existing appropriate development programmes while informing service providers of those programmes that have to be improved or replaced. It encourages education policy-makers and providers at all levels to reflect on and, where necessary revise, practices and programmes for the benefit of all role-players and the system itself. Thus, such endeavours must be sensitive to context and to the varied nature of the teaching force (as regards the school and community conditions in which they work, qualifications and development opportunities, possible career paths, curriculum competence, REQV levels and age).

Principles for teacher development

The following principles for teacher development have been drawn from the research work and group discussions initiated by and flowing out of the Teacher Development Summit of 2009:

- Teacher development should simultaneously satisfy individual teachers' professional aspirations, improve the quality of learner achievement, address the needs of schools and contribute to the development of the entire education system.
- Teacher development activities and the identification of teachers' needs should be nationally coordinated, sharply focused, streamlined and simplified, and be both teacher-friendly and system-effective.
- Teacher development activities should be of high quality, relevant and accessible to all, and should provide opportunities for participants to demonstrate what they have learned.
- Teacher development activities should lead to improved competence in professional practice in education, including improved knowledge, skills and dispositions for teaching.
- The duration of teacher development activities should be related to their quality and likely effects, teachers' overall workload and teachers' primary responsibility for teaching.
- Teacher development should be promoted and supported through dedicated funding at both the national and provincial levels.
- Teacher development should foster renewed commitment to the vital role of the teaching profession in the development of our country.

A model for teacher development

Taking into account the problems, recommendations and lessons outlined above, and in the light of the principles listed in the previous section, the following model for teacher development is proposed. This model is delinked from appraisal for purposes of remuneration and salary progression, and for purposes of development is intended to supplant the IQMS along with its performance standards and assessment instruments. (The delinked IQMS itself could, after being streamlined and repackaged, continue to be used for performance appraisal purposes, but this would be a bargaining matter to be dealt with separately at the ELRC.)

The model outlined below proposes that teacher development be based on teacher knowledge and practice standards, diagnostic self-assessments, the development of courses related to needs identified from the diagnostic self-assessments, and a referral system to such courses. Teacher knowledge and practice standards in each learning area/ subject would be developed to assist teachers to identify their specific development needs focused on their core functions (such as classroom teaching of a specific subject or in a specific phase, or for school leadership and

management purposes etc.). These new standards would be complemented by diagnostic (self-) assessments and targeted programmes for continuing professional development. The focus would fall directly on what a teacher needs to know and be able to do in order to perform well (e.g. in order to teach the Grade 10–12 mathematics curriculum well). The values and code of professional ethics that should guide a teacher's practice would also be included in the diagnostic self-assessments, which would be available both online and in the form of paper-based tests managed through district-level education resource centres.

In terms of the Teacher Development Summit Declaration, the model responds to the call for a more professional and developmental processes for identifying teacher development needs and providing targeted support, and to the need to streamline the IQMS. It speaks directly to the development of curriculum and professional competence that will enhance the quality of teaching and learning in our schools. It suggests a mechanism that would work at securing the trust and confidence of teachers, while developing environments for teacher learning, frank and open discussion of challenges in a non-punitive environment, and accessibility to relevant mentoring, support and training that is targeted to teachers' needs. In addition, the suggested model incorporates a process for developing professional learning communities of practice to enhance the capacity and capability of higher education institutions, NGOs, subject-based professional teacher associations, teacher unions and others, to design and create responsive curricula based on the needs of teachers and the system, focusing particularly on the skills, practices and content knowledge required to improve the quality of learning and teaching in the classroom.

The problem of poor quality teaching and poor subject matter knowledge of our teachers, a legacy of apartheid teacher training, is one of the greatest impediments to improved delivery of quality education in the system as a whole, as measured by poor learner performance, not only in international tests (TIMSS and PIRLS), but also in our own systemic assessments and matriculation examinations. While teaching resources and learner support materials are important, unless teachers have the knowledge and competence to interpret and utilise these effectively, we will never be in a position to provide quality education in this country. Current efforts to support teachers to implement the school curriculum mainly focus on short workshop interventions that target generic knowledge, work at the level of curriculum information-sharing, and do not assess or evaluate teacher learning. Teachers' performance appraisal through the IQMS does not evaluate competence sufficiently deeply and therefore is not helpful in assisting teachers to identify their development needs. A non-punitive system for assessing teachers' current competences to deliver the curriculum and supporting them to develop in areas of their individual need is vital if we are to solve the problem of poor quality education in the system.

Efforts to encourage teachers to upgrade and complete full qualifications (e.g. through various ACEs and the NPDE) have been relatively successful. However, while some programmes leading to such qualifications have been of high quality, the numbers of teachers involved have been relatively small and there is little evidence that these programmes have resulted in better classroom practice. Unfortunately, many of these programmes have been of dubious quality and focus, as attested to by the recent Higher Education Quality Committee (HEQC) review of teacher education programmes. In particular, in the case of the ACEs, many programmes did not focus on teaching in a specialist area (phase, learning area or subject), focusing rather on extended roles, such as education management, which did not directly assist in helping teachers in the classroom. The use of qualifications should not be discounted; however, qualification routes should be used mainly for career path development. What most teachers need are targeted short courses that are content rich, pedagogically sound and support their direct needs.

The following section sketches a vision of a possible future, and then shows how it is possible for this future to be put in place. It describes the overall goal of the teacher development system as well as various mechanisms for needs identification that can both meet the challenges we face today and continue to serve us into the future. It ends with an account of the profile of teachers currently practising in the system and makes recommendations for the development of the system over time.

A vision of the future

In the year 2040, a teacher in a rural school just outside Lusikisiki is teaching mathematics to Grade 6 children. She has all the basic resources necessary for her teaching. She knows that she is having difficulty with teaching a specific part of the national curriculum because when her learners are tested in the annual national Grade 6 assessments their results are consistently poor in the sections dealing with shape and space. At the same time these assessments reveal that her learners generally do well in the sections dealing with number and pattern. The teacher thus knows that there is a specific area in which she needs developmental assistance, and that for both her own and her learners' performance to improve she has to do something about this. She is already working on this issue in collaboration with other teachers in her school, and this in itself has already assisted her and helped her to improve her learners' results in certain ways. Together with some of her colleagues in the various professional learning communities in which she is involved at her school and in the district, she decides to assess herself against the teacher knowledge and practice standards for mathematics Grades 4–7 (Intermediate Phase), so that she can get additional help in identifying exactly what the problem might be, and more ways in which it might be addressed.

Her laptop (which she purchased through the ELRC Teacher Laptop Initiative) is already open on her desk, displaying the contents of her lesson plan for tomorrow. She opens up the National Teacher Development website and chooses the self-assessment option, then clicks on the Intermediate Phase Mathematics Teacher Standards tab. Her monitor displays the multiple-choice diagnostic self-assessment form for that phase and learning area, an assessment carefully designed by experts in that specialist field to test what a teacher needs to know and do in order to teach the national school curriculum well. The self-assessment platform on the website enables her to test her knowledge against any or all of the various standards for that subject and phase. After assessing herself against the shape and space standards section, she receives immediate feedback.

The assessment items are structured in such a way that they are able to identify for the teacher specific areas within geometry that can assist her in strengthening her knowledge for teaching in this area. A drop-down menu appears, linked to the SACE Continuing Professional Teacher Development (CPTD) Management System. The menu lists a range of specific modules, all endorsed for quality and relevance, for which she could register in order to improve her knowledge and practice competence in this specific area of her work. It provides her with the option of an online course as well as a list of endorsed mixed mode and contact courses offered by a variety of accredited providers, the physical locations from which the providers operate, as well as details of the closest education resource centres or teacher development institutes where these courses are provided. The website also provides her with an online application form for skills development funding, which enables her to apply for support in order to register for the course.

If she did not have access to the National Teacher Development website via a laptop or at her school, the teacher could have gone to the closest education resource centre or teacher development institute and accessed the platform there, or requested a copy of a paper-based diagnostic self-assessment form for the phase and subject she requires. On this paper-based assessment form, the questions are accompanied by a computer form answer sheet that, on completion, can be fed through a machine in order to generate a report. Similar to the drop-down menus on the website, the report will provide feedback as well as information as to where she can access a course and how to apply for skills development funding. If she prefers, and the education resource centre is at a distance from the school, she can request that the paper-based assessment and the computer form answer sheet be provided to her, via the education district office and her subject advisor. In this case, once the assessment has been completed, the subject advisor will facilitate a reasonable response time and work with the teacher and her professional learning community to ensure that she can access the assistance she needs. This latter scenario would occur only in the remotest areas, where access to a secure supply of electricity and the Information and Communication Technology (ICT) platform may be limited.

The National Teacher Development website through which she has assessed herself also has information on teacher associations (both union affiliated and non-affiliated subject associations) and a range of online resources for assisting her with teaching in her specialist area, including links to online networks and communities of practice. It has such resources for all teachers, whatever their specialisation. It is in fact the website of the National Institute for Curriculum and Professional Development, funded through the DBE and answerable to the Basic Education Ministry, that acts as a national coordinating institution for all aspects related to teacher development. Whenever there are advances in teaching or in knowledge and practices for teaching, changes in school curricula and so on, the various assessment platforms and programmes are updated. The platforms include aspects related to the code of professional ethics, inclusive education, health and wellbeing and so on, and are not limited to subject/ learning area competence.

The system that the imaginary teacher has been able to access in the scenario described above is designed to assist teachers to take control of their developmental needs and to take responsibility and be accountable for their work and what they do. This does not mean that there are no management or accounting functions in the system. There will be a parallel system, managed through the National Education Evaluation and Development Unit (NEEDU) and the Quality Management System in the DBE, which deals with performance management of teachers, but that system is not discussed here. The focus here is on a system of teacher appraisal for development purposes rather than performance management purposes.

The proposed system

The overall goal is to set up a comprehensive long-term system that would provide accessible opportunities for practising teachers, both individually and collectively via their participation in Professional Learning Communities (PLCs), to assess their curriculum knowledge, competence and professional practice, in order to identify their development needs related to their specific teaching specialisation and other identified priorities that would be targeted over time. The system would, at first, provide targeted continuing professional development courses focused on developing teachers' knowledge and competence to teach the national curriculum. Later, the system could be expanded to assess knowledge and competence with respect to extended roles such as management and leadership, inclusive education, and values and dispositions, particularly related to the code of professional ethics.

The aim is to achieve the above in a way that provides access to continuing professional development opportunities but not at the expense of quality, and in the process strengthens the national system for providing relevant, quality teacher education and development courses in the long term. This would be achieved through a focus on, first, developing teacher knowledge and practice standards; second, diagnostic self-assessments tailored to assess these standards; and third, continuing professional development courses designed to develop curriculum competence aligned to the standards.

A key issue for teachers is their need to identify what they need to know in order to teach the curriculum competently. An issue for the system is that while we have national curriculum statements and assessment standards that describe what school learners need to know and do in order to progress through the different grades in the schooling system, we do not have any clear standards that describe what *teachers* need to know and do in order to teach the school curriculum well. While sets of courses can be developed on the basis of an analysis of the school curriculum, teachers cannot easily target their needs without a system for diagnostic self-assessment. Many teachers teach within their comfort zones, and cannot easily identify what it is that they still need to know; and courses that do not specifically address their known needs are unhelpful and increase stress and overload. A system is required – ideally accessed through an ICT platform linked to the laptop programme, but also available in the form of paper-based processes – that will enable teachers to assess themselves against standards of curriculum competence, and on the basis of their self-assessment and realisation of an area of ignorance, take a professional development course (which would be

evaluated for endorsement through the SACE CPTD Management System) specifically targeted at dealing with that area of need.

It may also be possible for professionally un-qualified graduates, professionally under-qualified teachers at REQV 11 and 12 levels, and professionally qualified teachers at REQV 13 level, to put themselves forward for formal assessment of prior learning against defined knowledge and practice standards, and if found to be competent to be occupationally re-designated as REQV 14 (S) for salary and progression purposes, even if they have not gained a formal qualification. Such a system would allow for a flexible approach, and would enable teachers to complete only the modules that they required to develop their competence. It would avoid a qualification chase, and it would enable the higher education institutions to focus on initial teaching and continuing professional development qualifications for career advancement rather than 'upgrading'. More broadly, to assess prior learning against defined standards may be insufficient in itself; such learning, once identified and assessed, should ideally also be further developed. These kinds of issues, discussed in more detail at a SAQA/ DoE colloquium on recognition of prior learning held in 2008, in turn suggest the need for close cooperation and debate among academic experts, experienced teacher educators, excellent teachers, policy-makers and other education stakeholders, leading to firm guidelines. They also point to the importance of building a coordinated approach to prior learning grounded on the experiences and needs of those most directly involved in teaching and learning, at the places where the bulk of teaching and learning takes place – namely, the professional communities of teachers in the classrooms of the country's schools (SAQA/ DoE 2010).

A fundamental feature of the system of identifying and addressing teachers' development needs is the PLCs, many of which already exist, formally or informally, in and across all schools. Nevertheless, a key part of the process of building the system as described is the further development or strengthening of such school-based and cluster-based PLCs. The teacher, both individually and collectively in their participation in PLCs, must be at the heart of the system. An emphasis on teachers' individual and collective needs for professional development does not derive from any 'acknowledgement of deficiencies' but rather from a 'growing recognition of education as a dynamic, professional field', where new knowledge about the teaching and learning process is constantly being discovered and new types of expertise are required of teachers at all levels (Guskey 2000: 16).

PLCs are already implicitly or explicitly embedded in school processes such as ongoing professional conversations about practical ways to improve teaching and learning, learning teams that meet regularly, joint lesson planning, staff problem-solving, and a commitment to continuous improvement (DoE 2005). Open and democratic collaboration, conflict management and mutual problem-solving, which in turn promote the identification of specific individual and group developmental needs along with actions aimed at addressing these needs, are the hallmarks of PLCs. PLCs are also evidence of the fact – which itself requires greater recognition – that all teachers are knowledgeable and skilful leaders within the broader communities of learners, school managers, support staff and parents. Not least, PLCs can reach out beyond themselves to connect with other such communities in the same and other schools (DoE 2005).

While many PLCs already exist, they are not as widespread in all schools and across the system as they ought to be. Hence, efforts must be made to assist districts, schools and individual teachers in setting up such learning communities where they do not yet exist, and to strengthen them where they do. Such efforts will improve their chances of success if they seek to model and provide sustainable support for desired development practices, and indeed if these efforts themselves reflect the intended pedagogy and development they advocate (Timperley et al. 2007; Barnes & Verwey 2008). An informational and advocacy campaign to promote the value and benefits of PLCs among teachers, school leaders and district officials should be developed, together with a set of guidelines that could assist in establishing and making the most of such communities. Such initiatives should go hand in hand with

initiatives to achieve professional development of mentor teachers, along with the mentoring and facilitation skills of principals, subject advisors and education centre managers, so that these key colleagues can then give additional support to teachers setting up or sustaining PLCs (Sargent & Hannum 2009).

Another crucial ingredient of the system as envisaged is the need to make available quality time for teachers, to enable quality teacher development. Time for teachers to participate in PLCs and engage in quality teacher development could be scheduled for the immediate pre- and post-school term periods, so as to minimise loss of teaching time, but should also be included in the school timetable. Consideration should be given to adjusting the schooling week in order to have longer teaching time per day to free up professional development time once a week (e.g. 25 minutes per day could free up an hour and 40 minutes per week for dedicated professional development activities). Alternatively or in addition, use could be made of part of the 80-hour allocation in the ELRC resolution (such as one hour per 36 of 40 schooling weeks). If and where it may be deemed absolutely necessary to take teachers out of school during term or exam time, then substitute teachers must be made available.

The system would be phased in over a period of years, though with all aspects beginning immediately in year one and being progressively supplemented and expanded over time. In the long run the system would need to provide diagnostic self-assessments and continuing professional development courses for all teachers, and specifically for the following:

- Foundation Phase teachers: numeracy, literacy and life skills in all 11 languages.
- Intermediate Phase teachers: the appropriate number of learning areas in all 11 languages.
- Senior Phase teachers: all eight learning areas mainly in English (and perhaps also in Afrikaans, if the need is identified).
- FET teachers: 28 subjects mainly in English (and perhaps also in Afrikaans, if the need is identified).
- School leaders and managers (principals, deputy principals and heads of departments): all aspects of school leadership and management (drawing on the development associated with the current ACE in School Leadership and Management).
- Subject advisors: for all phases, learning areas and subjects.

Since it may not be possible to develop the system to address all these areas fully from the start, it would be necessary to begin with more specific foci and then expand these. It is suggested that the initial broad focus be on numeracy (mathematics learning area/ mathematics/ mathematical literacy) and/or literacy (all African languages in the Foundation Phase, as well as English first additional language for all phases). Where possible, this should be accompanied by the development of all teachers involved in multi-level and multi-grade teaching, as well as mentor teachers and Special Needs teachers.

In addition, a variety of mechanisms could be used initially to identify specific groups of teachers for targeted development, including the NCS implementation review, and analysis of the NSC examination results and the ANA at Grades 3, 6 and 9, as well as the research on the teacher qualifications profile of currently practising teachers. Targeted teacher development would, at the same time as providing opportunities for a wide range of educators across the system, form the basis for building up teacher learning communities and networks, and the capacity and capability to develop courses that would be utilised/ adapted for the simultaneous development of the new system.

Among identifiable groups of teachers who require focused interventions are the following:

- Approximately 10 000 REQV 10 level teachers, half of whom are Grade R practitioners.
- Approximately 20 000 graduates (at REQV 12 to 15 levels) teaching without a professional qualification.
- Approximately 15 000 under-qualified teachers at REQV 11 and 12 levels with outdated qualifications.
- A further 100 000 professionally qualified teachers at REQV 13 level, many with outdated qualifications, in need of pedagogically sound continuing professional development programmes that will deepen their knowledge

and enhance their curriculum competence.
- Many teachers classified at REQV 14 level and above who also require continuing professional development programmes for these purposes.

Furthermore, the capacity and accountability of those responsible for teacher development (which includes teachers themselves, but refers in particular to school managers, district, provincial and national education officials, and programme providers) must be improved.

It must be remembered that this is the start of a long-term process and must be evaluated before being expanded to other areas. In terms of the time lines, it would take three years for the full development of a particular focus area (e.g. Foundation Phase numeracy), including the knowledge and practice standards, the diagnostic self-assessments and the associated continuing professional development programmes. It is envisaged (depending on funding available) that numeracy/ mathematics and literacy/ languages for all phases (Foundation Phase, Intermediate Phase, Senior Phase and FET) could be developed. After the initial three-year period, the system would be expanded to include life skills teaching for the Foundation Phase, and all learning areas for the Intermediate and Senior Phases. By the end of the sixth year all of these would be fully functional. Following this the system would be expanded to include the major FET subjects over the subsequent three-year period. Decisions would have to be made around smaller subjects to see whether it would be viable to develop all in full. For some subjects it may not be appropriate. Within nine years of the start the system would be available to the vast majority of teachers.

The cost of the system would be a fraction of the cost of attempting to upgrade all teachers at REQV 13 level or below (approximately 140 000 teachers) through formal qualification programmes. It would also be available to all teachers, not only those seen as un- or under-qualified.

Conclusion and recommendations

In this cleaner and easier way for teachers to access development, school principals will be responsible for verifying that a teacher's development work is taking place, while teachers concentrate on individual and collective ways of identifying and addressing their own development needs. More generally, this model aims to improve access, reduce paperwork, connect teachers to accredited providers, encourage professional learning communities of practice, help teachers to create and manage their own time for development, and simplify the development process while ensuring that it is of the highest quality.

Hence, the following is recommended:
- The teacher, as an individual and also as part of a professional school-based learning community, must be placed firmly – both conceptually and in fact – at the centre of teacher development activities.
- Teachers in all schools should be encouraged and supported to establish new or strengthen existing PLCs.
- An informational and advocacy campaign to promote the value and benefits of PLCs among teachers, school leaders and district officials should be developed.
- A set of guidelines that can assist in establishing and strengthening PLCs should be developed and distributed.
- Mentor teachers should be trained and enlisted to facilitate teachers setting up new PLCs, or give additional support to existing PLCs.
- The NCS implementation review, NSC examination results, ANA results and research on teacher qualifications profiles should be used initially to identify specific groups of teachers for targeted development while the system for individual self-assessment is being developed.
- Time for teachers to participate in PLCs and engage in quality teacher development must be deliberately and formally scheduled.

- Teacher knowledge and practice standards for all teaching specialisations and professional practices must be developed by formally constituted groups of expert teacher educators, academic subject specialists, excellent practising teachers, and individuals from NGOs and other organisations with relevant expertise.
- Diagnostic self-assessments tailored to assess these standards, available in both paper-based and online formats, must be developed by formally constituted groups of expert teacher educators, academic subject specialists, excellent practising teachers, and individuals from NGOs and other organisations with relevant expertise.
- Pedagogically sound, content-rich CPD courses aligned to curriculum standards that are quality assured, endorsed by SACE and where appropriate accredited by the Quality Council for Trades and Occupations (QCTO) must be developed – initially for classroom teachers and thereafter, and in addition, for school managers and leaders and subject advisors – must be developed.
- An ICT platform, through which standardised quality open educational resources can be made available for delivery across the system – so making quality professional development courses accessible to teachers across the country – must be developed and maintained.
- The process of delinking teacher development from performance appraisal is a bargaining matter, which should be taken to the ELRC.
- The SACE CPTD Management System involving the accumulation of professional development points must be linked to and coordinated with this teacher development system.
- Additional research should be undertaken regarding the use of (or alternatives to) the 80 hours for professional development.

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7. What did Teacher Development Summit participants have to say about institutional arrangements and development role-players?

Introduction

The Teacher Development Summit of 29 June–2 July 2009 gathered together 350 participants, of whom a large number were practising teachers, to clarify, debate and find solutions to the urgent need for teacher development in the widest sense. The Summit programme was noteworthy for the amount of time allocated to discussion in breakaway groups. Each breakaway was introduced in plenary by a specialist from the Writers' Collective, a group of teacher development specialists who had worked with the Summit Technical Sub-committee to produce a Resource Pack of reference materials, which had formed part of the basis of the Summit Programme.

Specialist facilitators ensured that breakaway discussions were free and focused, and specialist rapporteurs recorded the trend of discussion and areas of agreement. The breakaway reports were synthesised in plenary by Dr Yusuf Sayed, who added his expert comment on the issues.

This chapter is an attempt to analyse two of the themes emerging in the breakaway reports, namely, institutional arrangements and development role-players, with the aim of ensuring that teachers' voices are heard in the collaboration on the new, strengthened, integrated national Plan for teacher development. The themes and comments reported do not represent a statistically balanced overview of opinion, and are not necessarily representative of prevailing perspectives. Points listed in the Summit Breakaway report and reported here may represent a single voice, or a majority position. While every attempt has been made to indicate the weight of prevalence of opinions through reflection on the rapporteurs' use of the classification as 'points of agreement', or through a count of the number of groups and breakaways in which a point may have been made, no greater scientific value can be accorded to the analysis than that the opinions were voiced.

The process of thematic analysis adopted in producing the report consists of coding each element of the data provided by the breakaway reports according to the feature that the data identify, and then collating all common data elements within each code. Codes were then gathered together into themes that could provide a narrative report that would be useful to the different components of the targeted new, national Plan for teacher development.

Institutional arrangements

All breakaway groups proposed some sort of **teacher development centre or institution** per province, as a minimum, with additional facilities, possibly of narrower focus such as resource centres, at the circuit, regional, district and provincial levels.[19] Among the various terminologies used were *teacher development centre*, *resource centre*, *focused institutions (colleges)*, and *centres for policy dissemination and discussion*. This idea appeared to be fairly strongly linked to the concept of 're-opening the colleges of education', as evidenced in the terminology used above, and more explicitly: 'In each province we should have an institute with dedicated funding and staff for teacher development, or we should revisit the issue of teacher colleges'.[20]

19 Groups B and E, Breakaway 1

20 Group D, Breakaway 1

The indication was that teachers should obtain on-site or off-site training from these centres, which could be centrally controlled and staffed by the PEDs with subject advisors and other facilitators.[21] The participation of higher education institutions, teacher unions and NGOs as providers[22] was recommended. It was suggested that this strategy would be particularly useful for providing access for teachers in rural areas.[23]

Activities associated specifically with these centres were identified as provision of skills to address the new curriculum,[24] practical presentations and individual appointments with subject advisors,[25] and policy dissemination and discussion (as mentioned above). Examples of this idea were said to have been started already in KwaZulu-Natal, Mpumalanga, North West and Limpopo.[26]

Regarding **colleges of education** specifically, five of the six breakaway groups agreed to calling for these to be re-opened. Two of these groups suggested that one college per province should be opened, with preference for those colleges that were 'known to be good',[27] and one of these two suggested that as an alternative the capacity of existing institutions should be increased.[28]

As regards the focus of the colleges, it was suggested that they should address increased initial teacher education capacity and that they should be used to expand the use of the 80 hours' professional development and offer in-service education. One group suggested that the question of a two-tier qualification landscape, particularly with respect to Grade R teachers and ECD practitioners, be considered. This was related to the issue of re-opening of colleges of education, which it was suggested 'produced better and ready-to-teach teachers than the HEIs do'.[29]

The question was raised elsewhere regarding difference in competence between teachers from the colleges and those who have been educated since the college closures.[30]

Comments made in one of the breakaway groups with regard to the **higher education institutions** indicated perceptions of variability in quality, and that quality and equity across the sector should be addressed: 'We should think of HEIs not only in terms of the UCTs of this world; we also need to think about the Universities of Limpopo, Zululand, Venda, North West and so on'.[31]

It was suggested in this group and others[32] that the institutions lack competence, particularly with respect to practical knowledge, and that some of their offerings are not relevant.[33] In this regard, cooperative and collaborative working and networking was a recurring theme, commented upon when working successfully, and recommended as a means to achieve the targeted status of teacher development. Four of the breakaway groups[34] recommended cooperative

21 Group A and C, Breakaway 1; Group F, Breakaway 2

22 Group B, Breakaway 4 and 5

23 Group A, Breakaway 1

24 Group C, Breakaway 1

25 Group A, Breakaway 1

26 Group B, Breakaway 4 and 5

27 Group E, Breakaway 1

28 Group A, Breakaway 5

29 Group F, Breakaway 2

30 Group D, Breakaway 1

31 Group A, Breakaway 5

32 Group D, Breakaway 3; Group E, Breakaway 2; Group C, Breakaway 1

33 Group A and F, Breakaway 4; group A, Breakaway 1 and 5

34 Group A, Breakaway 1, 5; Group B, Breakaway 2, 4, 5; Group E, Breakaway 2; Group F, Breakaway 4, 5

and collaborative working on behalf of the higher education institutions, with one of these agreeing that 'good and regular contact between HEIs and the DoE is needed' in order to lead to relevant programmes, and that national Ministry support is important. Partnerships with the higher education institutions and networking across the sector were essential aspects that were perceived to be working.[35]

Higher education institutions' capacity to accommodate the required numbers was also problematic. The point was made[36] that funding that had previously gone to colleges for teacher education had not been redirected to higher education institutions when the colleges were incorporated, which had led to insufficient capacity in the higher education institutions to meet the teacher supply needs of the country across the geographical regions. Re-opening the colleges was proposed as a means of increasing capacity for initial teacher education.[37]

It was suggested that access to higher education institutions was problematic for ECD and Grade R teachers, and especially for the deaf and the blind, and it was recommended that access routes be developed.[38]

Development for teachers at FET colleges was also identified for attention, suggesting the need for better alignment between FET schools and colleges.[39]

Discussions regarding how to schedule **time for development** for practising teachers indicated the need for a coordinated programme linked to a national plan.[40] Issues ranged from difficulties related to taking teachers out of class without impacting negatively on learners, to rosters that avoid targeting the same teachers repeatedly, and programmes clashing.[41] It was agreed that after-school hours and weekends are unsuitable times for offering programmes,[42] and that dedicated staff development time should be identified in the school calendar.[43]

Uneven implementation of restrictions on use of school time was reported,[44] in that 'some provincial education departments do not allow professional development to take place before 12h00, yet have no objection to closing the school for a whole day for a sports competition'. This observation brings to mind the points made that opportunities for development must be created[45] and school timetables manipulated to provide time for teachers to be out of the system. It was recommended that formal staff development sessions be scheduled in the school calendar in periods when learners are not present. Consideration should be given to how access to teacher development opportunities could be expanded to scale to meet the country's demands.[46]

Adequacy of the allocation of professional development time was also raised, with suggestions that at least a week per quarter[47] would be suitable. The need for post-training time to allow learning to be brought back to the schools

35 Group F, Breakaway 5

36 Group D, Breakaway 3

37 Group E, Breakaway 1

38 Group F, Breakaway 5; Group D, Breakaway 5

39 Group E, Breakaway 1

40 Group D, Breakaway 1, Group C, Breakaway 4

41 Group C, Breakaway 4

42 Group C, Breakaway 1

43 Group D, Breakaway 1

44 Group E, Breakaway 2

45 Group C, Breakaway 4; Group D Breakaway 1

46 Group D, Breakaway 1

47 Group F, Breakaway 1

was also indicated, to avoid the so-called 'hit and run' problem of teacher training that fails to be implemented.[48] Investigation into the use of the 80 hours consideration was recommended,[49] since it was not clear whether this was intended only for departmental training or also for training offered at school level. It was reported that although the 80 hours is outside of the formal teaching programme, procedures as outlined in the ELRC collective agreement are often not followed. It was noted that adequate study leave is not included as a condition of service,[50] and one group recommended its re-introduction.

While it was agreed that it is necessary to take teachers 'out' in a coordinated way, substitutes are needed to replace teachers who are out of school for development purposes,[51] but there are cost implications in this regard. An interesting suggestion addressing this difficulty was made in two groups, recommending legislated community service for teacher education graduates[52] to help replace teachers who are absent for professional development, and also that a model of initial teacher training that puts pre-service teachers into schools as substitutes should be designed.

The discussion of **models** to be implemented or replicated raised many questions and identified points needing clarification, but it was asserted that the solution does not lie in a single, one-size-fits-all model, and that the wide variety of contexts needs to be addressed and supported, particularly the realities of disadvantage of many schools. Sustainability at all levels, including schools and districts, is a key consideration. A range of possibilities was agreed in one of the groups as follows: 'we must recognise different models of teacher development – from broad orientation and briefing of large groups to small communities and clusters of individuals working collaboratively. Some models require out-of-school activity while others are site-based'.[53]

Consideration of models should also cover distance education, which was observed to provide a variety of forms, and to include a contact component.[54] Both formal and informal development processes should be encouraged.[55]

The need for examination and learning from models that work was emphasised.[56] Favourable models mentioned were as follows:

- The Matthew Goniwe School of Leadership was observed to be working successfully, and it was recommended that this model be replicated countrywide and funded.[57]
- The National College for School Leadership was perceived to be a model that is working.[58]
- Twinning of schools of similar resources was recommended as effective for the sharing of best practices.[59]

48 Groups C and D, Breakaway 1

49 Group A, Breakaway 3

50 Group C, Breakaway 1; Group A, Breakaway 2

51 Group D, Breakaway 1

52 Group D, Breakaway 2; Group E, Breakaway 1

53 Group D, Breakaway 1

54 Group D, Breakaway 1

55 Group C, Breakaway 4

56 Group C, Breakaway 2

57 Group F, Breakaway 5

58 Group F, Breakaway 5

59 Group E, Breakaway 2

One group reported agreement with respect to the suggested model of teacher development provision presented in the Resource Document:

The suggested *model of teacher provision* (p. 178 in the Reader) was supported in principle. It would enhance the involvement of master teachers, encourage dialogue between HEIs and schools, create schools of excellence, provide opportunities for hands-on training, increase facilities for teacher professional development, create centres for policy dissemination and discussion, extend the geographical reach of HEIs, and encourage collaboration between various partners in areas like materials development. There are, however, risks of implementation and functionality that would need to be carefully considered. Lessons from existing models must be looked at in the development of this model.[60]

It was recommended that **coordination of training** should be centralised, located in one specialised unit[61] staffed by skilled officials, so that there is the necessary coordination of funding, interventions, responsibilities and structures, although this must take place in a context that recognises different forms of development for different people and a variety of types of provision.

It was suggested that collaboration among providers, including teacher organisations and NGOs, is necessary for relevance.[62]

Development role-players

The breakaway topics prompted numerous comments and opinions regarding who the role-players in teacher development are, and what their relationship is to one another. In particular, all groups in Breakaway 2 were allocated the discussion topic of teachers being the authors of their own professional development.

Three of the six groups specifically supported this topic, with a fourth group[63] arguing that this is not the case, since under-qualified teachers are driven by qualification requirements, and there is a lack of suitable courses to meet needs. The common argument however was that teachers are not the only authors of their development and that the role-players are bound together in a web of responsibilities in this regard, but that teachers' voices need to be heard more strongly than they currently are,[64] and that policies that include teachers as authors of their own development should be strengthened.[65] One group[66] indicated that this need prevails due to inconsistent representation in chambers and in governance, although teacher motivation was also raised as a factor. In this vein, questions were asked regarding how teachers could be positioned at the centre of the model, and what structural capacity this would require.[67] The need to strengthen policies that combine an emphasis on teachers as authors of their own development with collaboration with others[68] was stated.

60 Group D, Breakaway 5

61 Group C, Breakaway 4; Group D, Breakaway 1

62 Group A, Breakaway 2

63 Group A, Breakaway 2

64 Group E, Breakaway 2

65 Group D, Breakaway 2

66 Group A, Breakaway 4

67 Group D, Breakaway 1

68 Group D, Breakaway 2

With teachers taking responsibility for their own development, the need for visionary leaders[69] at all levels was noted, particularly in the person of school principals who, it was suggested, ought to be central to teacher development. The need for support from competent departmental officials was affirmed,[70] some saying[71] that the PEDs should take the leading role in professional development, with a desired change expressed that the 'education department should provide standards and guidelines for school leadership on how to lead professional development, including induction and orientation of teachers',[72] which were identified as particular areas of neglect by some in school leadership.[73]

It was further agreed that there are areas that need the capacity and intervention of paid service providers.[74] The observation was made that positive development experiences often result when schools themselves purposefully identify specific providers with which to work, although insufficient funding is often an obstacle.[75]

There was a perception[76] of teacher development currently being in the hands of service providers, with agreement (contrary to the above) that the competence of trainers is questionable.[77] When juxtaposed with the point of agreement in another group[78] that 'although NGOs try to help, one of the problems experienced is that teachers themselves don't commit to programmes' this indicates a vicious circle of apathy and tokenism that needs to be broken.

The relevant development role-players were identified[79] as the individual and the school; unions and other providers, including higher education institutions; education departments; and the districts. The link to the ETDP SETA seemed to be more tenuous, with mention of the SETA only appearing where it was raised as a breakaway topic. One group discussion agreed that better coordination between the SETA and national and provincial education departments was necessary,[80] and another that a more important role in teacher development could be played by the SETA.[81]

One group[82] agreed that teacher support should be conceptualised 'in a cluster, as well as collegial work among teachers', and to this end the Staff Development Team (SDT) 'should not only do the IQMS arrangements; they should also be responsible for the school professional development, engaging with the School Management Team (SMT)'. Further, this group[83] recommended that Heads of Department (HoDs) and principals, like district and PED officials, assist in teacher development. Two groups[84] proposed that roles need clarification and definition, support and resourcing, with distinction between the functions of learning area specialists and HoDs, and a stronger and motivational role for SMTs (although this handicaps smaller schools), assisted by senior teachers. Induction into these roles would be necessary. It was suggested that the current situation was characterised by recruitment

69 Group C, Breakaway 2
70 Group C, Breakaway 5
71 Group E, Breakaway 2
72 Group E, Breakaway 2
73 Group E, Breakaway 2
74 Group F, Breakaway 4
75 Group E, Breakaway 2
76 Group C, Breakaway 2
77 Group C, Breakaway 5
78 Group F, Breakaway 4
79 Group E, Breakaway 2
80 Group E, Breakaway 4
81 Group D, Breakaway 3
82 Group A, Breakaway 4
83 Group A, Breakaway 1 and 4
84 Group A, Breakaway 1 and 4; Group D, Breakaway 1

processes that are not informed by teachers' needs[85] or curriculum needs,[86] and that consequently HoDs, and district and departmental personnel, like other providers, need development themselves in order to provide the necessary support and guidance to the schools,[87] and that HoDs, principals and other SMT members should be withdrawn for intensive training in their expected developmental role.[88] Other obstacles noted in the current context were insufficient time for districts to do professional development, which can only be done in the holidays, and opposition by unions to after-school professional training.[89]

The need for interaction among role-players was identified as an important factor, with good regular contact between the DoE and higher education institutions agreed to be necessary.[90] The linking of schools and teachers to higher education institutions was considered to be a successfully functional aspect of the context. The same group suggested that higher education institutions must collaborate rather than compete. Networking with higher education institutions, NGOs and unions was recommended.[91]

Cooperation among institutions at another level was recommended[92] for districts responsible for school-based professional development, where clustering of schools was observed to be an effective mechanism for school-based development, and twinning of schools of similar resources effective for the sharing of best practices. The difficulty of sustaining these strategies was noted however.

The issue of ECD appears on the periphery of these proposals, with a point of agreement in one of the groups[93] that there is a need to clarify who is really responsible for ECD training, planning, regulation and quality assurance.

There was a suggestion[94] that bodies of subject experts be developed and compiled onto a database. Proposals were made that senior teacher and master teacher positions should be implemented by the provinces,[95] and for the development of a professional community of practice reflecting on strategies of improvement.[96]

PED organograms were perceived to be problematic, with one group suggesting that these are not conducive to supporting teaching and learning in the classroom,[97] and another group[98] agreeing that responsibility for teacher development in education departments is divided and uncoordinated, with departmental officials working in 'silos'. It was recommended that the situation could be improved by placing the training and development budget into one unit rather than each unit having its own budget for this purpose, often not optimally used.

85 Group A, Breakaway 4
86 Group B, Breakaway 2
87 Group A, Breakaway 3
88 Group D, Breakaway 1
89 Group E, Breakaway 2
90 Group F, Breakaway 4
91 Group B, Breakaway 1
92 Group E, Breakaway 2
93 Group D, Breakaway 5
94 Group A, Breakaway 2
95 Group A, Breakaway 4
96 Group E, Breakaway 2
97 Group A, Breakaway 4
98 Group C, Breakaway 4

Conclusion and recommendations

To sum up, participants at the TED Summit favoured the following:

- The establishment of well-resourced, properly staffed, provincially located teacher development centres, institutions or colleges, supported at local levels and liaising with higher education institutions.
- Improving the capacity, quality, cooperation, relevance and reach of higher education institutions and higher education programmes providing teacher education and development.
- Nationally coordinating, properly funding, scheduling and clarifying time for teacher development, which should be sustainable, involve collaboration between and among large and small groups and schools, and include school-based, non-school-based and distance possibilities.
- Seeing teachers as (in part) authors of their own professional development but also requiring better assistance, representation, support and involvement in governance, development, induction and recruitment.

Accordingly, it is recommended that consideration be given to promoting, supporting and facilitating all of these preferences.

8. What did Teacher Development Summit participants have to say about policy alignment, the IQMS and other policies?

Introduction

The 2009 Teacher Development Summit (29 June–2 July) gathered together 350 participants, many of them practising teachers, to clarify, debate and find solutions to the urgent need for teacher development in the widest sense. The Summit programme allocated much of the time available to breakaway group discussion. Each breakaway was introduced in plenary by a specialist from the Writers' Collective (a group of teacher education and development specialists who had worked with the Summit Technical Sub-committee to produce the Summit Resource Pack of reference materials).

Specialist rapporteurs recorded the trend of discussion and areas of agreement for all breakaway sessions, which were facilitated by specialist facilitators to ensure free and focused discussion. Dr Yusuf Sayed synthesised the breakaway reports in plenary and added his expert comment on the issues.

This chapter presents an analysis of what Summit participants had to say about policy alignment, and the interrelationships between policies relating to teacher education and development, specifically the IQMS, the Whole School Evaluation (WSE) system and the CPTD Management System.

The process of thematic analysis was utilised to analyse the breakaway reports, and the analysis consisted of coding each element of the data provided by the breakaway reports according to the feature that the data identified, and then collating all common data elements within each code. Codes were then gathered together into themes that could provide a narrative report that would be useful to the different components of the targeted new, national Plan for teacher development.

Note that the themes and comments reported do not represent a statistically balanced overview of opinion; they are not necessarily representative of prevailing perspectives. Points listed in the Summit Breakaway report and reported here may represent a single voice, or a majority position. While every attempt has been made to indicate the weight of prevalence of opinions through reflection on the rapporteurs' use of the classification as 'points of agreement', or through a count of the number of groups and breakaways in which a point may have been made, no greater scientific value can be accorded to the analysis than that the opinions were voiced.

Policy alignment

Discussions in the breakaway groups indicated a sense that the policies related to teacher development are fragmented, and that the situation is exacerbated by poor communications in this regard and very weak monitoring. One group agreed that schools are 'bombarded' with numbers of policies.[99] It was suggested that communications aimed at policy implementation are not successful across all provinces,[100] with provincial circulars often contradicting policies and collective agreements, and the situation further undermined by the provision by the national DoE of additional instruments that had not been agreed upon.

99 Group C, Breakaway 3

100 Group A, Breakaway 3

This perception of confusion in the communication of policy, although related to teacher development policy, echoed that found in hearings – with teachers in all provinces and with unions – conducted to investigate the nature and challenges of implementation of the NCS (DoE 2009: 20–21). That review reported that many provinces re-interpret national policy and provide provincial versions of various curriculum policy and guideline documents, resulting in a situation of confusion as to the relative status of each of the array of documents: 'It is not always clear that certain documents are produced with the intention of mediating or clarifying national policy (leaving aside the question of whether this in fact happens) rather than *replacing* it'.

One of the groups noted that 'a lot of the policy information needed to be shared in the breakaway session' and agreed that policy developers should be more cognisant of the broad communication of policy developments.[101] The process of policy communication and advocacy was thought to need a great deal of development.[102]

Policies were seen to have been developed without an overview of how they inter-relate.[103] The consequence was seen to be not only duplication that imposes additional administrative burden on teachers, but also contradictory situations, such as the concession for schools in poorer areas not to levy fees, resulting in reduced availability of school funds for teacher development.[104]

It was a point of agreement in one of the groups that it is necessary to review and consolidate all the relevant acts, policies and agreements to ensure alignment,[105] although another group was more specific, calling for the review of the South African Schools Act, the roles of SGBs, the norms and standards for educators and staffing policy (principal/ district/ head office).[106] It was suggested that better planning and resourcing is needed for policy planning and implementation.[107] Work on the collective agreement process for policy formulation and communication was recommended, since this was thought to be preferable to policy-related circulars, which are seen as instructions. The group recommended that teachers need to be prepared before policies are changed. Advocacy and training were seen as essential in order to ensure the necessary understanding of the policy documents[108] on the part of the implementers.

The IQMS

The IQMS was seen as an attempt to make teachers authors of their own development, in collaboration with others.[109] The IQMS tool and process were thought by some[110] to provide a reliable instrument to assist in evaluation of teachers for development purposes. The IQMS was thought to be effective for this purpose, although there was the suggestion[111] that the possibility of differences in interpretation of the criteria of the instrument may be problematic.

101 Group D, Breakaway 3
102 Group A, Breakaway 3
103 Group A, Breakaway 3
104 Group D, Breakaway 1
105 Group E, Breakaway 3
106 Group B, Breakaway 2
107 Group E, Breakaway 1
108 Group F, Breakaway 3
109 Group D, Breakaway 2
110 Group F, Breakaway 3
111 Group E, Breakaway 3

Implementation of the IQMS, however, was thought not to be effective, with many problems and inconsistencies,[112] although there were some voices indicating that the policy has had insufficient implementation time to be tested, and that more time is necessary.[113] It was suggested that implementation has been challenged by the lack of development or support.[114] The process was thought to be too time-consuming[115] and 'personnel heavy', with too much bureaucratic control,[116] and it was suggested that there needs to be reduction in the amount of paperwork entailed. The lack of operational systems and structures was seen as a glaring problem.[117] Instances of this were cited as follows:

- Some districts have as many as 400 schools in one district, with one person managing the district.[118]
- The Staff Development Team (SDT) should not only do the IQMS arrangements; they should also be responsible for the school professional development – engaging with the SMT.[119]

Implementation of the IQMS entails the submission of teachers' needs in their Personal Growth Plans (PGPs). Although the concept of PGPs was thought to be good,[120] their use was thought not to be reliable because teachers do not know how to draft them.[121] It was suggested that training is necessary on the use, development and collation of PGPs into School Improvement Plans (SIPs) for these to be of the requisite clarity and specificity.[122]

There was agreement in one group that all the IQMS appraisal instruments should be linked to the context of classroom practices using broad performance areas to allow for contextualisation, and that the instruments should be streamlined to be simpler and more user-friendly.[123] The possible need for a separate instrument for new teacher entrants to the profession was raised in one group.[124] A modified appraisal instrument and criteria should be piloted prior to introduction.[125]

Further along the communication lines, it was observed that SIPS are diluted when aggregated upwards by districts and provinces, and that as a result the development that follows is often not appropriate.[126] Coordination between district and provincial offices with respect to developmental programmes was thought to be lacking, with the result that these have little to do with the collected PGPs or SIPs.[127] There was the perception that officials do not have a clear understanding of developmental issues,[128] and that there is no prioritisation in the compilation of needs. It was suggested that districts do not have the commitment and capacity to support schools with what they need and that they 'are not consistent with their priorities and do not appear serious about IQMS implementation'. The suggestion was that although districts continue to visit schools to monitor them, they do not provide support. The recommendation was made that commitment, funding and capacity to support and to plan support from districts need strengthening.[129]

112 Group A, C, E, F, Breakaway 3

113 Group B, Breakaway 3

114 Group E, Breakaway 3

115 Group A, Breakaway 3

116 Group C, Breakaway 3

117 Group C, Breakaway 3; Group A, Breakaway 4

118 Group C, Breakaway 3

119 Group A, Breakaway 4

120 Group E, Breakaway 3

121 Group C, Breakaway 2 and 3

122 Group E and F, Breakaway 3

123 Group E, Breakaway 3

124 Group F, Breakaway 3

125 Group E, Breakaway 3

126 Group E, Breakaway 3

127 Group E, Breakaway 3

128 Group C, Breakaway 2

129 Group E, Breakaway 3

There was support for the separation of appraisal for development purposes from appraisal for remuneration purposes[130]among the groups given this topic for discussion, although one group[131] proposed research into IQMS implementation 'due to disagreement regarding delinking IQMS processes with [from] pay progression'. The link between these appraisals within the IQMS was seen as locating teachers as both referees and players,[132] with no systems in place to monitor implementation. At the same time, the observation was made that those in charge of teacher development for purposes of improvement of teachers' practice cannot be the same people who are in charge of appraisal for purposes of teachers' remuneration.[133] There was consensus in one group[134] that the linking of IQMS with pay progression has distorted its developmental purpose and value, and opinion was expressed that IQMS should be used exclusively for developmental purposes,[135] leading to guidelines for CPD.

It was suggested that work should be done on one coordinated document for development purposes only,[136] and further research into the implementation of IQMS was recommended.[137] Accountability should be built in, with oversight strengthened and the national monitoring team 'resuscitated', with clear criteria for monitoring and support being developed and with a monitoring and evaluation tool also being developed. The moderation tool should be finalised nationally and moderation guidelines should be provided. The structures should be supported within the system, and IQMS implementation should be properly resourced.[138] The question was raised whether the IQMS cycle should be longer than a one-year period.[139]

Among these broad recommendations was a very focused suggestion that the evaluation of school principals should be prioritised and strengthened.[140]

Regarding the process of appraisal for remuneration purposes, there was a proposal that the previous 'merit system every year and separate professional support' had represented the 'best from the past'.[141] It was agreed in one group that 'negotiations about salary progression and extra notches should be left with the ELRC'[142] who should establish what instrument should be used to determine pay progression, and that performance management and appraisal should be suspended to allow the relevant research to be conducted.

It was suggested further that Whole School Evaluation (WSE) should be removed from the IQMS,[143] combining the development Appraisal System (DAS) and WSE under a single directorate.[144]

One group agreed that the IQMS should be feeding into the Workplace Skills Plans (WSPs) and resourcing of needs.[145]

130 Group C, Breakaway 2
131 Group B, Breakaway 3
132 Group C, Breakaway 3
133 Group E, Breakaway 3
134 Group B, Breakaway 3
135 Group A and C, Breakaway 3
136 Group A, Breakaway 3
137 Group F, Breakaway 3
138 Group B, Breakaway 3
139 Group D, Breakaway 2
140 Group C, Breakaway 3
141 Group E, Breakaway 3
142 Group B, Breakaway 3
143 Group C, Breakaway 3
144 Group B, Breakaway 3
145 Group D, Breakaway 3

Continuing Professional Teacher Development System

The few discussions dealing with the SACE CPTD system indicated lack of information, particularly at district and school levels, and raised many questions. It was agreed that a concerted effort at information-sharing is necessary if the CPTD points system is to be rolled out successfully. There was concern that both non-formal and informal programmes should be acknowledged, and collaborative work recognised, as well as means provided for dealing with non-compliance and teachers who are not performing adequately.[146]

It was recommended that SIPs and District Improvement Plans (DIPS) should be aligned with CPTD in order to ensure that 'both legs of [the] IQMS can be properly implemented',[147] and further that the CPTD pilot project should investigate the unintended consequences of IQMS-linked CPTD.[148]

Conclusion and recommendations

To sum up, participants at the Teacher Development Summit were concerned that policies related to teacher development are fragmented and unconnected; that communication in this regard is often poor and confusing; that monitoring is weak; and that there is a need for better policy planning and resourcing, and less 'policy bombardment'. The IQMS was seen as too time-consuming, too 'personnel heavy', too bureaucratic and involving too much paperwork. It was felt that teachers need to be trained better in the use of IQMS instruments and procedures; that IQMS appraisal instruments should be linked to the context of classroom practices, and be more streamlined, simplified and user-friendly; and that district officials need far greater capacity in order to support teachers and schools properly.

It was also felt that there is insufficient coordination between district and provincial offices with respect to developmental programmes, and that teacher development programmes currently available are not appropriate. Participants supported the separation of appraisal for development purposes from appraisal for remuneration purposes, suggesting that appraisal for remuneration purposes should be left to the ELRC. In particular, those in charge of teacher development for improvement of teachers' practice cannot be the same people who are in charge of appraisal for their remuneration. Furthermore, there need to be clear criteria for monitoring and support; there needs to be more information about the SACE CPTD system, particularly at district and school levels; and there needs to be acknowledgement of both non-formal and informal programmes. The evaluation of school principals, in particular, should be prioritised and strengthened.

On the basis of these conclusions, the following recommendations are made:

- Improve and clarify the coordination, integration, relevance and monitoring of teacher development policies and programmes.
- Reduce the personnel and paperwork required in order for teacher development to occur.
- Improve the capacity of the system and also of officials and teachers to promote teacher development.
- Separate teacher development from performance appraisal.

References

DoE (Department of Education) (2009) *Report of the task team for the review of the implementation of the National Curriculum Statement: Final report*. October. Pretoria: DoE

146 Group D, Breakaway 4

147 Group B, Breakaway 3

148 Group A, Breakaway 3

9. An international survey of institutional arrangements for the delivery of initial teacher education and continuing professional development

Introduction

This chapter reports on a desktop survey of international practice relating to institutional arrangements for the delivery of teacher education and development, identifies contemporary trends, and makes recommendations about such arrangements that could be considered in attempts to address the teacher education and development challenges in South Africa.

Specifically, the survey addressed the following questions:

- What are the institutional arrangements for the delivery of teacher education and development in selected countries?
- Are there any general principles that emerge that can usefully inform institutional arrangements for the delivery of teacher education and development in South Africa, particularly in relation to similar opportunities and challenges experienced in the South African context?

A cross-section of countries was chosen for the survey, using the following guidelines:

- Countries representative of both the Northern and the Southern hemispheres, developed and developing countries, and high-income, middle-income and low-income countries, specifically including African countries, were selected.
- Countries that performed well on international education comparisons like TIMSS and PIRLS were selected.
- Countries with contextual characteristics similar to South Africa's (e.g. a diverse population, rural/ urban mix, large population etc.) were also included.

The following countries were surveyed: Australia, Austria, Botswana, Brazil, Canada, Croatia, Cuba, Egypt, England, Finland, France, Ghana, India, Jamaica, Netherlands, South Korea, Tanzania, Thailand and Zimbabwe.

Key elements that were established for each country include the following:

- What are the arrangements for producing new teachers for different levels of the schooling system?
- What institutions are involved in the production of new teachers?
- What is the duration of study for the education of new teachers?
- What qualifications do the teachers achieve/ how do they reach qualified teacher status?
- What are the arrangements for the practical, school experience component of initial teacher education?
- Is the Continuing Professional Development (CPD) of teachers catered for, and if so, how?

Some of the issues that the review highlights in relation to initial teacher education and CPD include the following:
Initial teacher education: Lack of integration between initial and continued education; weak initial teacher education programmes delivered by some institutions; excessively theoretical initial teacher education programmes delivered by some universities; limited school-based practicums or internships; and that few initial teacher education programmes have been designed to go beyond skills training to developing competences and reflective practice.

Continuing Professional Development (CPD): Reviews of **CPD** have shown that it is limited, unrelated to broad strategy, not directed to teachers who need it most, and often delivered through a top-down, off-site, one-shot

approach. CPD has also been characterised by a lack of transparency in the criteria for selecting course participants, lack of clarity or realism in development outcomes and lack of impact evaluation.

The chapter concludes by drawing on the review to summarise trends in teacher education and development that became evident through the review, and proposes an initial set of recommendations that can usefully inform the development of a new plan for teacher education and development in South Africa.

Country summaries

The descriptions provided below are summarised extracts from a variety of sources, including the *World Data on Education* (6th edition) published by the UNESCO International Bureau of Education.

The tables for each country have been drawn directly from the *World Data on Education* report (UNESCO 2006). The tables are provided as a means of comparing each country with the South African context presented in the first table (below):

South Africa

Official name of the country	**The Republic of South Africa**
Region	Sub-Saharan Africa
Area (km²)	1 221 037
Population (2006)	48 282 459
Type of economy (2006)	Upper middle income
Gross Domestic Product per capita (2004)	US$4 675
Human Development Index, HDI (2004)	0.653
HDI rank out of 177 countries (2004)	78
Duration of compulsory school (2006)	9 years
Education for All Development Index (EDI) (2004)	0.888
EDI rank out of 125 countries (2004)	78

Australia

Official name of the country	**Australia**
Region	East Asia and the Pacific
Area (km²)	7 741 220
Population (2006)	20 530 423
Type of economy (2006)	High income
Gross Domestic Product per capita (2004)	US$31 690
Human Development Index, HDI (2004)	0.957
HDI rank out of 177 countries (2004)	3
Duration of compulsory school (2006)	11 years
Education for All Development Index (EDI) (2004)	...
EDI rank out of 125 countries (2004)	...

In **Australia**, within each state and territory, ministers, departments and individual schools determine policies and practices on teacher utilisation and professional development within established employment guidelines.

Two broad qualification pathways operate for **initial teacher education.** In the *concurrent* pathway, academic and professional studies are combined, and students are involved in teaching practice throughout the entire study period. Three years of study lead to a Diploma of Teaching, and four years lead to a BEd. In the *sequential* pathway, students study a three-year general bachelor's degree in appropriate academic disciplines, and then cap this with a one-year professional course including teaching practice, leading to a Graduate Diploma of Education. Both pathways are available for early childhood, primary and secondary education.

The requirements for employment differ in the various states and territories. Some states have formal requirements for registration from three years to four years of approved teacher education. The trend is towards a four-year minimum.

The field of **CPD** has seen dramatic developments, including the realisation that an initial education that could provide for a lifetime of teaching service (adequate, given a stable school situation and a fixed curriculum) is no longer feasible within the realities of changing external requirements, greatly expanded school populations and an ever-developing curriculum. In-service training has progressed beyond a combination of one-session courses, designed for teacher updating, to take the form of a complex combination of post-graduate courses and in-service education, seeking to meet the diverse needs of the teaching profession.

The Commonwealth Government views professional development as a significant lever to strengthen the quality of teaching in schools, and it supplements the continuing development activities already undertaken by states and territories. It supports 22 education centres, which provide curriculum and professional development support to teachers. Governing bodies manage the centres on a non-profit basis.

Many CPD initiatives are now located at the school level, with devolution of responsibility to the school. All states and territories also deliver professional development programmes to meet national and state priorities.

Source: UNESCO (2006)

Austria

Official name of the country	The Republic of Austria
Region	Western Europe
Area (km²)	83 858
Population (2006)	8 327 446
Type of economy (2006)	High income
Gross Domestic Product per capita (2004)	US$35 766
Human Development Index, HDI (2004)	0.944
HDI rank out of 177 countries (2004)	14
Duration of compulsory school (2006)	9 years
Education for All Development Index (EDI) (2004)	0.986
EDI rank out of 125 countries (2004)	15

In **Austria**, **initial teacher education** happens at different kinds of institutions, for different types of teachers. Teachers at lower levels of schooling (primary and lower secondary) can be trained through colleges of education over a period of three years and they exit with a diploma. Since 2007/08, in line with the Teacher Education Act of 2005, teacher training colleges have been re-organised as teacher training universities, to offer three-year bachelor degree programmes.

Teachers at the upper end of schooling (lower secondary and upper secondary) are trained at universities, over 4.5 years and they exit with a *Magister/Magistra* degree. Teacher training at university is of longer duration and up to a higher level, but has less focus on practical experience, which has a greater focus in the college programmes. Practical experience is gained in schools that cooperate with the institutions. Programmes follow the concurrent model. The *Magister* degree is only recognised as a teaching qualification after completion of a one-year traineeship. Initial training programmes are guided by national policy and/or syllabi.

With regard to **CPD**, the system distinguishes between informal, non-qualification-based in-service training, which happens mostly at dedicated regionally based, provincially run in-service training institutions (pedagogic institutes); and formal, qualification-based continuing teacher education offered by in-service institutions, colleges and universities. Programmes are of varying length and may or may not lead to further certification. A variety of institutions/ organisations offer in-service activities, including the pedagogic institutes, universities, teacher associations, political parties, churches and social partners. Since 2001, teachers have been obliged to participate in 15 hours of in-service training activities per year.

Sources: Moon, Vlasceanu & Barrows (2003); UNESCO (2006)

Botswana

Official name of the country	**The Republic of Botswana**
Region	Sub-Saharan Africa
Area (km²)	581 730
Population (2006)	1 858 163
Type of economy (2006)	Upper middle income
Gross Domestic Product per capita (2004)	US$5 073
Human Development Index, HDI (2004)	0.570
HDI rank out of 177 countries (2004)	131
Duration of compulsory school (2006)	10 years
Education for All Development Index (EDI) (2004)	0.885
EDI rank out of 125 countries (2004)	80

Teacher education in **Botswana** is centrally controlled through the Department of Teacher Training and Development, which has as its main objective the development of a qualified and motivated teaching force. The department administratively regulates six colleges, which offer one of two kinds of **initial teacher training** programmes:

- Four colleges offer the Diploma in Primary Education, which all primary school teachers must attain before they can teach. A Grade 12 school-leaving certificate provides access to the diploma, which is a three-year qualification.
- Two colleges of education offer the Diploma in Secondary Education to teach at junior secondary level. A Grade 12 school-leaving certificate provides access to the diploma, which is a three-year qualification.

The University of Botswana is also involved in teacher development. It offers the Diploma in Primary Education through a distance mode as an upgrading qualification for primary teachers who hold the Primary Teacher's Certificate – a qualification that has been phased out. The university also offers the four-year BEd degree with specialisation in primary or secondary teaching, and the one-year PGCE as a capping qualification for students with general degrees who wish to become secondary school teachers.

Teacher support for **CPD** is provided through a network of 12 custom-built Education Centres, located strategically so that teachers are provided with services close to where they live or work. The centres can also cater for residence-based courses. The centres are staffed with in-service education officers, whose main responsibility it is to provide teachers with professional support for effective implementation of the school curriculum. In-service education officers also deliver school-based workshops.

The basic functions of the Education Centres are as follows:

- To provide an effective and coherent in-service education programme and to support the implementation of government policies and recommendations by liaising with all stakeholders.
- To identify the needs of schools and, through provision of support services, to be responsive and sensitive to their requirements and difficulties.
- To develop training programmes that will foster the professional development of all teachers in order to make them more effective classroom practitioners.
- To promote autonomous school-based staff development.

- To sensitise schools to new developments in education and to monitor and support them in a systematic fashion.
- To provide opportunities for in-service officers to update and upgrade their professional skills and qualifications.

Sources: Botswana Ministry of Education (n.d.); Masenge (2003); UNESCO (2006)

Brazil

Official name of the country	**The Federative Republic of Brazil**
Region	Latin America and the Caribbean
Area (km²)	8 514 877
Population (2006)	189 322 987
Type of economy (2006)	Lower middle income
Gross Domestic Product per capita (2004)	US$3 284
Human Development Index, HDI (2004)	0.792
HDI rank out of 177 countries (2004)	69
Duration of compulsory school (2006)	8 years
Education for All Development Index (EDI) (2004)	0.905
EDI rank out of 125 countries (2004)	72

Teachers enter the profession in **Brazil** through diverse **initial teacher education** routes:

- The *Magisterio* is a secondary-level four-year programme offered in secondary schools to prepare pre-school and Grade 1–4 teachers. The government, through the recently introduced National Education Orientation and Guidelines (LDB) policy, has made tertiary education a requirement for teachers. Thus, the *Magisterio* is being phased out.
- The *Licenciatura Plena* is a four-year university-based degree programme, which prepares teachers for Grades 5–8 and 9–11. A consecutive model is used, which combines subject matter and didactical training. Provision is about 80% private.
- The degree in pedagogy, originally designed to train teacher educators, researchers and education professionals in basic education, is now a four-year programme preparing teachers in early childhood development, Grades 1–4 and pedagogical disciplines for Grades 5–8 and 9–11.

CPD is regarded as a key focus area for improving quality in education. Professional development is available to educators with no formal qualifications as well as those who are qualified. It also covers non-teaching staff such as teaching assistants, secretaries, clerks and security personnel. Teacher development programmes are presented in partnership with a coordinating structure, made up of 20 universities – a network of research and development centres – situated in 14 states. Courses are delivered through a combination of contact and distance learning. Use is also made of the Internet and video-conferencing. The delivery mode includes the use of training centres situated close to where teachers live and work.

Sources: UNESCO (2006); World Bank (2001)

Canada

Official name of the country	**Canada**
Region	North America and Western Europe
Area (km²)	9 970 610
Population (2006)	32 576 860
Type of economy (2006)	High income
Gross Domestic Product per capita (2004)	US$30 586
Human Development Index, HDI (2004)	0.950
HDI rank out of 177 countries (2004)	6
Duration of compulsory school (2006)	11 years
Education for All Development Index (EDI) (2004)	...
EDI rank out of 125 countries (2004)	...

In **Canada**, two basic models for **initial teacher education** exist: a four-/five-year BEd, or a post-degree BEd degree taken over one or two years.

Teacher education in Canada is a provincial matter. Here we present information about teacher education in two of the country's provinces, British Columbia and Quebec, as examples of provinces that utilise one of the two models described above.

In **British Columbia**, a variety of institutions (universities, university colleges and other institutions) can offer **initial teacher education** programmes but final education is via a university capping qualification (post-baccalaureate degree), completed over one year, thus making teaching a post-graduate profession. The province has responded to the issue of access for rural communities to teacher education through the establishment of rural consortia, which work with the faculties of education. Rural consortia programmes tend to be small, elementary school oriented and with a strong emphasis on practice. An innovative approach to school practice is adopted. Professional development schools are established to support the practice component. A whole school approach – rather than one student-one teacher – is used. Related courses for students may be presented at the school. Faculty advisors work closely with school staff and provide professional development opportunities for them. Teachers working on the practice component are seconded to the faculty. Placement of students at schools is theme based, rather than a case of random placement of individual students. Teachers are certified by the British Columbia College of Teachers.

Formal **CPD programmes** are also offered by universities, university colleges and other institutions. An initial teaching qualification is required, and this study leads to diplomas or graduate degrees. Use is made of off-campus and cohort delivery modes for CPD.

In **Quebec,** teaching is a graduate profession. **Initial teacher education** takes place at universities over four years of study and graduates exit with a bachelor's degree. School experience comprises a minimum of 700 hours over the four years. The curriculum follows the concurrent model.

CPD is seen as both an individual and a collective responsibly involving the entire school, the governing board, the professional associations and the teacher unions. Informal in-service training involves a variety of institutions including

schools, governing boards, professional organisations, unions and universities. Formal CPD is offered through the universities and involves degree upgrading through a higher diploma. It is envisaged that in-service CPD should be subjected to global planning, embedded within professional practice, anchored in school reality, and involve teachers in identifying their own needs and in choosing the ways in which these can be met. Self-development, peer learning, participation in the production of learning materials, action research projects, and using ICT are viewed as viable modes through which CPD can take place.

Sources: Moon, Vlasceanu & Barrows (2003); UNESCO (2006)

Croatia

Official name of the country	**The Republic of Croatia**
Region	Central and Eastern Europe
Area (km^2)	56 538
Population (2006)	4 556 020
Type of economy (2006)	Upper middle income
Gross Domestic Product per capita (2004)	US$7 724
Human Development Index, HDI (2004)	0.846
HDI rank out of 177 countries (2004)	44
Duration of compulsory school (2006)	8 years
Education for All Development Index (EDI) (2004)	0.973
EDI rank out of 125 countries (2004)	32

In **Croatia**, **initial teacher education** happens at teacher colleges and universities. Use is made of teacher colleges (which are part of the higher education system) for the initial education of pre-primary teachers. The duration of study is two years, and these teachers exit with a Teacher's College Diploma. Since 2005/06 initial education programmes for pre-primary teachers have being transformed into three-year programmes leading to the BA degree. Universities prepare primary (classroom-based) teachers and secondary (subject-based) teachers. For primary school teachers a concurrent curriculum model over five years is followed. For secondary school teachers a consecutive curriculum model (three years + two years) is followed. For these teachers, the first cycle of study is oriented towards academic study, followed by the development of teaching competences at graduate level. Primary and secondary school teachers exit the university with an MA degree. Partnerships with selected schools provide the context for the teaching practice component. Faculties collaborate with specially appointed primary and secondary schools in which teaching practice is organised under the supervision of experienced primary and secondary school teachers. It is reported that the shift to higher level university studies for classroom teachers in Grades 1–4 has resulted in an increased quality of entrant, for many of whom teaching is the first choice.

The Ministry of Education, through its Institute for School Development, is responsible for organising **in-service teacher education**, often in partnership with universities and various professional organisations. A special catalogue of courses that will be available for the year is published at the beginning of each year. Of the courses, 80% are discipline oriented. Teachers also enrol for qualification-based CPD programmes.

Sources: Domovic & Vidovic (2009); Moon, Vlasceanu & Barrows (2003); UNESCO (2006)

Cuba

Official name of the country	**The Republic of Cuba**
Region	Latin America and the Caribbean
Area (km²)	110 861
Population (2006)	11 266 701
Type of economy (2006)	Lower middle income
Gross Domestic Product per capita (2004)	...
Human Development Index, HDI (2004)	0.826
HDI rank out of 177 countries (2004)	50
Duration of compulsory school (2006)	9 years
Education for All Development Index (EDI) (2004)	0.981
EDI rank out of 125 countries (2004)	27

Cuba has maintained one of the most highly educated populations in the world, despite severe shortages of basic educational equipment and supplies. Teacher education programmes have played a key role in eliminating illiteracy and developing high academic standards (Castanedo & Giacchino-Baker 2001).

In Cuba, **initial teacher education** is located in the higher education sector. All higher education institutions are public institutions governed by the *Ministerio de Educacion Superior*. There are 16 Higher Pedagogical Institutes, all funded by the government, one in each province. These institutions offer qualifications in the following areas: pre-school education, primary education, secondary education and special education. Physical education teachers are educated at the Higher Institute for Physical Culture or one of its provincial branches.

Completion of the *Bachillerato* (pre-university school-leaving certificate after 12 years of schooling) provides access to teacher education. To be admitted to a Higher Pedagogical Institute, students must pass entrance exams in history, mathematics and Spanish, as well as take aptitude tests and undergo interviews designed to determine if teaching is an appropriate career for them. Students are ranked, and the highest ranked students are selected.

Pre-primary and primary (basic) school teachers are prepared through a five-year course offered by *Institutos Superiores Pedagogicos*. They obtain the *Licenciado en Educacion Primaria* or other types of degrees.

Secondary school teachers are trained in *Institutos Superiores Pedagogocos* as well. A five-year course leads to the *Licentiatura en Educacion*, which qualifies students to teach at the basic secondary and upper secondary (pre-university: *Bachillerato*) level.

Teachers are provided with comprehensive education in their teaching subjects. There are three basic components to the curriculum: academic work (general studies, professional studies and specialised studies), field experiences (practical training that includes practice teaching) and research projects. A concurrent curriculum model is followed. School-based experience accounts for about 50% of the curriculum. School experience starts at the beginning of the programme, and continues throughout, with more and more time being spent in schools as the programme continues. In the first year students spend one day per week in schools, as well as an extended one-month period.

By the fifth year, most of the students' time is spent in schools – they only attend lectures once per week in the last year. School experience is completely integrated into the curriculum.

During the entire teacher education process, the Higher Pedagogical Institute and the school share the responsibility of planning, shaping and directing the students' field experiences. On completion of the five-year degree course the teacher is qualified to enter study for master's level qualifications.

On graduation, the newly qualified teachers are guaranteed employment (largely as a result of intake being closely matched to the need for teachers in the country).

With regard to **CPD**, Higher Pedagogical Institutes that have educated new teachers, and municipalities that have employed them, both have the responsibility of further supporting their development through coordinated classroom visits, as well as through periodic workshops and post-graduate courses or training. Staff development takes place during working hours. Teachers are released from their normal duties on full pay.

Teachers are encouraged to further their studies up to PhD level.

Sources: Castanedo & Giacchino-Baker (2001); UNESCO (2006)

Egypt

Official name of the country	**The Arab Republic of Egypt**
Region	Arab States
Area (km^2)	1 001 449
Population (2006)	74 166 496
Type of economy (2006)	Lower middle income
Gross Domestic Product per capita (2004)	US$1 085
Human Development Index, HDI (2004)	0.702
HDI rank out of 177 countries (2004)	111
Duration of compulsory school (2006)	9 years
Education for All Development Index (EDI) (2004)	0.877
EDI rank out of 125 countries (2004)	79

In **Egypt**, **initial teacher education** is a higher education responsibility. Primary and secondary school teachers are expected to be university graduates, although the education of certain types of teachers still falls short of higher education. Examples of these are teachers of practical activities, typing and certain practical subjects in industrial education.

The admission requirement for entry into the four-year teaching degree (usually a BEd) is a General Secondary Education Certificate.

Training of teachers of technical education, special education, arts, music, physical education and so on is provided by specialised faculties. The enrolment requirements are the same as for other teachers.

CPD or **in-service training** is organised by the General Directorate for Training (GDT), which supervises six centres. Such training can also be decentralised in departments of outlying directorates. A number of bodies and agencies work side by side with the GDT to provide in-service training. Incentives are provided to teachers wanting to improve their training.

Source: UNESCO (2006)

England

Official name of the country	**United Kingdom of Great Britain and Northern Ireland**
Region	Western Europe
Area (km^2)	242 900
Population (2006)	60 512 058
Type of economy (2006)	High income
Gross Domestic Product per capita (2004)	US$35 485
Human Development Index, HDI (2004)	0.940
HDI rank out of 177 countries (2004)	18
Duration of compulsory school (2006)	12 years
Education for All Development Index (EDI) (2004)	0.994
EDI rank out of 125 countries (2004)	1

England does not distinguish between different types of **initial teacher training** for teachers at different levels of the schooling system; rather, the emphasis is on different pathways into teaching, which all teachers can follow. Diverse routes are available, resulting in part from mistrust of university provision, and a crisis in the recruitment of secondary school teachers.

The routes can basically be described as undergraduate routes, post-graduate routes and employment-based routes. In addition to completion of the training through a particular route, newly qualified teachers have to pass the Qualified Teacher Status (QTS) skills tests before they can be recommended for the award of QTS by their Initial Teacher Training (ITT) provider. QTS is awarded by the Department of Education and Skills. The tests cover the core skills in numeracy, literacy and ICT needed to fulfil the wider professional role in a school.

The five possible routes into teaching are as follows:

- A four-year BEd programme offered by universities, which is designed mostly for preparing primary school teachers. Students spend 32 weeks in schools over the four years and are supported by experienced teacher mentors. The universities provide training for the mentors. An integrated, concurrent curriculum is followed, leading to the award of a BEd Hons degree.
- A four-year Bachelor of Arts or Bachelor of Science degree, studied concurrently with QTS degree courses, offered through universities can also lead to qualified teacher status. A concurrent model is followed with education (QTS) course studies at the same time as the academic subject courses.
- The School-Centred Initial Teacher Training (SCITT) programme involves groups of schools, on a voluntary basis, linking together to offer a teacher education course for graduates over the course of one year. This

approach follows a consecutive model of teacher education. The consortium is funded by government (at a slightly higher rate than the universities). If it wishes, the consortium can approach a university to accredit its offering through award of a PGCE on completion. Regardless of whether or not this accreditation route is taken, all approved SCITT programmes lead to qualified teacher status.

- Full-time (one-year) and flexible-mode PGCEs are offered by universities to graduates. This is the main route into teaching. Primary students spend 18 weeks and secondary students spend 24 weeks in schools over the duration of their PGCE course. They are supported by experienced teacher mentors. The universities provide training for the mentors.
- The Graduate Teacher Programme (GTP) is a fast-track graduate programme in which schools can employ graduates and work out an individual training programme leading to the QTS. Trainees are paid while they train.

Newly Qualified Teachers (NQTs) who thus have achieved QTS are required to complete a one-year induction programme. The induction programme is a three-term period of assessment, designed to ensure that the NQT career starts off on a sound footing. Induction includes two main elements: a personalised programme of professional development and support; and an assessment against the core professional standards for teachers. An induction tutor is appointed to support the inductee. Based on reports, the General Teaching Council (GTC) decides whether or not the induction period has been successfully completed. During the induction period, inductees receive a 10% reduction in teaching time to focus on the development of teaching skills, in addition to the statutory 10% reduction in teaching load for planning, preparation and assessment.

CPD is a centrally driven activity, with much involvement of the private sector. It is characterised by strong central control towards nationally defined priorities and needs, which are pedagogy (behaviour management, subject knowledge, supporting curriculum change); personalisation (equality and diversity, special education needs and disability); people (working with other professionals, school leadership); increased involvement of private, commercial enterprises in the delivery of CPD in a competitive market environment; and linking of professional development nationally and locally to systems for monitoring and appraising. Universities play a very small role in CPD.

Sources: Moon, Vlasceanu & Barrows (2003); TDA (2009); UNESCO (2006)

Finland

Official name of the country	**The Republic of Finland**
Region	Western Europe
Area (km²)	338 145
Population (2006)	5 261 243
Type of economy (2006)	High income
Gross Domestic Product per capita (2004)	US$35 562
Human Development Index, HDI (2004)	0.947
HDI rank out of 177 countries (2004)	11
Duration of compulsory school (2006)	10 years
Education for All Development Index (EDI) (2004)	0.994
EDI rank out of 125 countries (2004)	3

In **Finland**, **initial teacher education** is a multi-faceted field involving the education of teachers to work in daycare centres, elementary schools, secondary schools, vocational institutions and adult education. All school teachers are trained at universities.

Kindergarten teachers complete a three-year BEd degree, which is an integrated concurrent programme. Many of these teachers progress to complete a master's degree.

Classroom-based teachers (Grades 1–6) study for four–five years leading from a bachelor's degree to a master's degree, following a concurrent programme.

Subject-based teachers (Grades 7–12) also take four–five years first to complete a bachelor's degree and then a master's degree, but they follow a consecutive curriculum, studying academic disciplines in the associated academic departments, with education studies through the education faculties usually beginning in the third year.

Music and art teachers are trained in their own institutes.The education of teachers for vocational and adult education takes place in universities, polytechnics, vocational teachers' colleges and independent institutes.

Competition to enter teacher education is severe and only 15% of applicants are accepted. Teaching as a career has a high status, equally so for primary and secondary teachers. However, the country does experience problems attracting mathematics and science teachers largely because of better salaries for graduates in these subjects elsewhere.

Student pedagogical practice is conducted in schools that are organically linked with the departments of education (university practice schools). The remaining part of student practice is undertaken in regular schools around the country. Practice teaching begins as early as possible. The interaction between practice and studies of educational theory is emphasised. Practice teaching occurs throughout the entire duration of the teacher education programme. Each practice teaching period has a specific focus, integrated into the entire teacher education programme. Experience is scaffolded from observation to supported teaching to independent teaching. Special competence requirements are expected of teachers who carry out the role of experienced supervisors in relation to student teachers on teaching practice.

The principal responsibility for **CPD** lies with the municipalities, which organise courses with state support. Many kinds of in-service teacher education are offered by universities and various institutes. Teacher unions and subject-specific professional teacher associations also regularly organise such courses. Systematic in-service teacher education, however, does not exist. There is ongoing debate in the country about possibilities and alternatives for the system of in-service teacher education.

Sources: Moon, Vlasceanu & Barrows (2003); Trade Union of Education in Finland (2009); UNESCO (2006)

France

Official name of the country	The Republic of France
Region	Western Europe
Area (km²)	551 500
Population (2006)	63 162 327
Type of economy (2006)	High income
Gross Domestic Product per capita (2004)	US$33 896
Human Development Index, HDI (2004)	0.942
HDI rank out of 177 countries (2004)	16
Duration of compulsory school (2006)	11 years
Education for All Development Index (EDI) (2004)	0.992
EDI rank out of 125 countries (2004)	5

In **France**, **initial teacher education** takes place at University Institutes for Teacher Training (IUFMs), which have been set up in each educational region and are responsible for the education of all pre-primary, primary and secondary school teachers. IUFMs may have several branches in a region. Teacher education follows a consecutive model in that students do a general degree first, followed by an additional two years of teacher education studies. Any degree is sufficient for students to enter primary teacher education studies. However, secondary school teachers need to have specialised in a discipline. The first year of the teacher education component is largely located in the IUFM, and focuses on education for a competitive, largely academic examination. Only students who pass this examination go on to the second year. In the second year, students have trainee teacher status and are paid by the state. They have several contractual obligations, including having to act as teachers responsible for a class for significant periods of time. A pedagogical advisor supports the trainee teacher during the second year. Successful completion of the second year leads to a professional certificate for primary or secondary teaching.

An induction period, which includes at least five weeks of coached training, is compulsory over the first two years of a teaching career.

CPD is a right for all teachers, but is voluntary. Teachers are allocated the equivalent of a year for continuing development over the duration of their teaching career. Training takes place during working hours. Teachers are substituted during the periods they attend training, often by IUFM trainee teachers in the second year. Training is mostly offered by IUFMs. Every four years, each IUFM submits a Teacher Training Plan to the Ministry, which upon being approved will receive financial support. A symbiotic relationship exists between schools and IUFMs. During the periods when trainee teacher are placed at schools, teachers from the schools can attend CPD programmes. Thus, attempts have been made to align initial and continuing development so that efficient use is made of resources. School inspectors also do training. Continuing development is driven by national priorities. Schools, teachers and the inspectors contribute towards developing the CPD plan. Implementation and the budget for CPD are overseen by the inspectorate at district level.

Sources: Cros & Obin (2003); Moon, Vlasceanu & Barrows (2003); UNESCO (2006)

Ghana

Official name of the country	**The Republic of Ghana**
Region	Sub-Saharan Africa
Area (km²)	238 533
Population (2006)	23 008 443
Type of economy (2006)	Low income
Gross Domestic Product per capita (2004)	US$409
Human Development Index, HDI (2004)	0.532
HDI rank out of 177 countries (2004)	136
Duration of compulsory school (2006)	9 years
Education for All Development Index (EDI) (2004)	0.682
EDI rank out of 125 countries (2004)	111

In **Ghana**, **initial teacher** education is offered at several types of institutions.

The government has set up a National Nursery Teachers' Training Centre, where certificated teachers who want to specialise in kindergarten-level/ nursery education, and nursery attendants, are trained. The pre-school or nursery teacher training course lasts three months, after which a certificate is awarded.

Post-secondary teacher training colleges train teachers for both the primary and junior secondary levels. The basic initial teacher education training course is a three-year course leading to award of a Teachers Certificate 'A'.

Teaching at the secondary level requires a diploma or a degree, which is obtained after two–to four years of training at one of two types of post-secondary training colleges:

- Group I colleges offer science, mathematics, agricultural science, technical skills, social studies, English literature and vocational skills.
- Group II colleges offer life skills, social studies, English literature and vocational skills.

Of the 38 colleges, three offer only Group I subjects, 13 train teachers in Group I and II subjects, and 22 offer only Group II subjects. One college has specialised in training physical education teachers, while another offers a French option.

The minimum entry requirement for entry into the three-year Teachers Certificate 'A' course at Group I colleges is a senior secondary school examination certificate with specified subjects and levels of performance.

The University of Cape Coast is the certifying authority for the initial teacher education qualifications.

CPD or **in-service training** for all categories of teachers and supervisors has been intensified to meet the demands of the reforms in education. With regard to in-service training, a Whole School Development (WSD) programme, has been introduced to improve teaching and learning in basic education schools. Courses that form part of the WSD programme include school administration, management and financial administration, continuous assessment, guidance and counselling and orientation courses in various subjects, as well as a course in reading skills in primary

schools. In-service training courses are organised nationwide and involve teachers at basic and senior secondary school levels. It is compulsory for all teachers to attend.

Source: UNESCO (2006)

India

Official name of the country	**The Republic of India**
Region	South and West Asia
Area (km^2)	3 287 263
Population (2006)	1 151 751 462
Type of economy (2006)	Low income
Gross Domestic Product per capita (2004)	US$640
Human Development Index, HDI (2004)	0.611
HDI rank out of 177 countries (2004)	126
Duration of compulsory school (2006)	9 years
Education for All Development Index (EDI) (2004)	0.789
EDI rank out of 125 countries (2004)	100

India has a complex system of teacher education, involving many different types of providers, programmes and institutions.

Initial teacher education caters for the education of pre-school teachers, primary school teachers and secondary school teachers.

Admission into pre-primary teacher education programmes requires a secondary (10 years of schooling) or higher secondary (12 years of schooling) qualification. Pre-primary teacher education is mostly offered by private providers, and the courses are one or two years in duration leading to the award of a certificate.

Admission into primary teacher education programmes requires a secondary (10 years of schooling) or higher secondary (12 years of schooling) qualification. In most states the duration of the programme is two years leading to award of a certificate/diploma in elementary education. It is also possible to complete a four-year integrated BEd degree in elementary education to become a primary school teacher.

Admission into secondary teacher education programmes is through one of two pathways. Candidates who already hold a bachelor's degree can complete a one-year programme that leads to the BEd degree. Alternatively, candidates with a 12-year school qualification can complete a four-year integrated programme leading to a BEd degree.

A national model curriculum for elementary and secondary teacher education programmes, revised from time to time, is adopted or adapted by state governments and universities for their teacher education programmes. The practicum component of pre-service teacher education courses generally constitutes 40% of the curriculum.

CPD is offered at the central, state, regional, district and sub-district levels.

In order to deliver initial teacher education, and CPD programmes, a substantial institutional infrastructure has been developed. The nationally instituted, multi-component, centrally sponsored (funded) scheme of pre-service and in-service teacher education, which brings formal and non-formal teacher education under one umbrella, is described below.

District Institutes of Education and Training (DIETs)
DIETs are nodal institutions for improving the quality of elementary education in the district. DIETs conduct pre-service and in-service programmes for elementary school and pre-school teachers, and organise especially designed courses for school principals, officers of the education department, members of the village education communities, community leaders and so on. They prepare the district plans for Universal Elementary Education (UEE); develop district-specific curricula and teaching-learning material; provide support to resource centres; act as evaluation centres for elementary schools and programmes of UEE; and actively engage in action research for an improved understanding of elementary education in the district.

One DIET is established per district in districts that are of appropriate size (more than 2 500 teachers). Where the district is small, District Resource Centres (DRCs) are set up. DRCs may not conduct pre-service courses but can undertake in-service courses and all other activities related to the quality of elementary education. Thus a state may choose to locate its pre-service programmes in a specified number of DIETs set up in larger districts, and establish DRCs in the rest.

Colleges of Teacher Education (CTEs)
CTEs have been established to conduct pre-service training programmes for secondary teacher education and in-service programmes focused on upgrading pedagogical skills of secondary school teachers; organise subject-oriented (more than one week) and shorter, theme-specific (less than one week) in-service teacher education programmes for secondary teachers, with a view to ensuring that every teacher undergoes at least one subject-oriented training course every five years; provide extension and resource support to secondary schools and individual teachers; conduct research and innovation in secondary education; provide training and resource support for areas like value-oriented education, work experience, environmental education, ICT, science education etc.; provide support to professional bodies; and encourage community participation in teacher education programmes.

One CTE is established for every three districts. For certification and examination purposes, they are affiliated to universities, while administrative controls are with the state departments of education.

Institutes of Advanced Studies in Education (IASEs)
IASEs also prepare elementary and secondary teacher educators through pre-service and in-service programmes. They also conduct MEd, MPhil and PhD programmes in education so as to prepare teacher educators and research workers in education; conduct advanced-level fundamental and applied research and experimentation in education; provide academic guidance to DIETs and resource support to CTEs; and develop resource material for teachers and teacher educators.

States with fewer than 20 districts have one IASE, two for those with 21–40 districts, and three for those with more than 40 districts.

National Council of Educational Research and Training (NCERT) and State Councils of Educational Research and Training (SCERTs)

The NCERT and the SCERTs are the academic wings of the national and state's departments of education. One of the major objectives of the NCERT is to promote teacher education. The NCERT conducts research, development and training programmes and also plays a role in the dissemination of information through its constituents. The SCERTs organise in-service training for teachers and teacher educators; act as a clearing house for ideas and information to keep teacher educators and teachers abreast of the latest developments in the field of education; provide academic guidance to schools through extension services; undertake studies, investigations and surveys relating to educational matters; undertake and coordinate action research projects on instructional practices, educational problems and the like; undertake publication of books, periodicals and other literature necessary to further the knowledge of teachers; undertake evaluation and research studies into the impact of educational programmes in the state; provide resource support to implement academic policies laid down by government; and coordinate various academic programmes of IASEs, CTEs and DIETs.

The NCERT has developed model curricula for elementary and secondary teacher education. State governments and universities may adopt or adapt them in their teacher education programmes. The NCERT revises these curricula from time to time.

The National Council for Teacher Education (NCTE) is a statutory body, which has as its main objective achieving planned and coordinated development of the teacher education system throughout the country, and the regulation and proper maintenance of norms and standards in the teacher education system.

Sources: National Council for Teacher Education (1998); National Portal of India (n.d.); UNESCO (2004, 2006)

Jamaica

Official name of the country	**Jamaica**
Region	Latin America and the Caribbean
Area (km^2)	10 991
Population (2006)	2 698 603
Type of economy (2006)	Lower middle income
Gross Domestic Product per capita (2004)	US$3 352
Human Development Index, HDI (2004)	0.724
HDI rank out of 177 countries (2004)	104
Duration of compulsory school (2006)	6 years
Education for All Development Index (EDI) (2004)	0.890
EDI rank out of 125 countries (2004)	76

In **Jamaica, initial teacher education** is delivered in teacher colleges across the country, and is three years in duration. Teachers are educated to specialise as early childhood teachers, primary teachers, secondary teachers or special education teachers.

As part of the general thrust to upgrade the level of courses offered in teacher colleges, as at 2006 three degree programes were available to prospective teachers:

- A BEd (Early Childhood Education) offered at Shortwood Teacher College, in association with the University of the West Indies.
- Degree studies in special education and physical education offered at the Mico Teacher College and the GC Foster College of Physical Education and Sports, respectively.
- A bachelor's degree in technical education offered at the University of Technology (UTECH).

Voluntary **CPD** or **in-service teacher education** courses are made available by the Professional Development Unit within the education ministry. Each year approximately 25% of teachers participate in in-service courses.

Source: UNESCO (2006)

Netherlands

Official name of the country	**The Kingdom of the Netherlands**
Region	Western Europe
Area (km²)	41 528
Population (2006)	16 378 997
Type of economy (2006)	High income
Gross Domestic Product per capita (2004)	US$35 560
Human Development Index, HDI (2004)	0.947
HDI rank out of 177 countries (2004)	10
Duration of compulsory school (2006)	13 years
Education for All Development Index (EDI) (2004)	...
EDI rank out of 125 countries (2004)	...

In the **Netherlands**, **initial teacher education** or **pre-service teacher training** takes place through institutions of higher professional education (HBO) and universities, through full-time, part-time and dual (work-study) modes.

Primary school teacher training programmes require the equivalent of four years of full-time study. Teaching practice is an important compulsory component of the teacher training programme. It is spread over the four years of study, and begins in the first year. About 25% of the entire programme is allocated to teaching practice. Graduates are able to teach all subjects.

Secondary school teacher training programmes of four-year duration are provided at HBO institutions and universities. Students specialise to teach one subject. University graduates can also take a post-graduate teacher education course leading to qualification as a secondary school teacher.

Most teachers working at special schools have completed a post-graduate special education teaching qualification.

A trainee teacher (LIO) post makes it possible for students in the final year of their training to be employed part-time under a training and employment contract for a limited period (equivalent to no more than five months' full-time), provided the school has a vacancy.

Schools are increasingly becoming involved in the development of their own teaching staff through utilisation of the work-study mode. Responsibility for training is shared between the school and the institution offering the qualification.

From 1993 onwards, the budget for **CPD** or **in-service training** has largely been located in schools. Schools must spend this budget on further development of their staff. They can utilise courses provided by all kinds of institutions, including public and private institutions. Many of the courses are provided by the teacher training institutions (HBO institutions and universities with teacher training departments). CPD courses are sometimes organised in cooperation with the school advisory services, one of the national educational advisory centres or experts from outside the education system. Schools decide on the content of courses and the institutions that will provide the courses.

Source: UNESCO (2006)

South Korea

Official name of the country	**The Republic of Korea**
Region	East Asia and the Pacific
Area (km^2)	99 538
Population (2006)	48 050 441
Type of economy (2006)	High income
Gross Domestic Product per capita (2004)	US$14 136
Human Development Index, HDI (2004)	0.912
HDI rank out of 177 countries (2004)	26
Duration of compulsory school (2006)	9 years
Education for All Development Index (EDI) (2004)	0.988
EDI rank out of 125 countries (2004)	10

In **South Korea** there are several **initial teacher education** paths to becoming a certified teacher.

Pre-school teachers can qualify through completion of a four-year qualification at a teacher training college or a two-year qualification at a junior vocational college, or correspondence colleges, with a major in pre-school education. Most pre-school teachers (over 80%) are graduates of two-year junior vocational colleges.

Elementary school teachers qualify through four-year programmes offered by teacher training colleges or universities.

Secondary school teachers qualify through four-year qualifications at a university, or through majoring in a specific academic subject (designated in the National Curriculum Framework) and concurrently taking required education courses at a regular four-year university, or by graduating from a graduate school of education.

CPD or **in-service training** serves to improve the professional competence of teachers and to strengthen their commitment to the teaching profession. Several institutes offer in-service teacher training, including the National Institute for Educational Research Training; the Comprehensive Teacher Training Institute; the School Administration Training Institute; teacher training institutes attached to universities; and municipal and provincial teacher training institutions.

There are four types of in-service teacher training programmes linked to career pathways for teachers: programmes to upgrade prior qualifications; professional enrichment programmes; leadership and management programmes; and special needs programmes.

Source: UNESCO (2006)

Thailand

Official name of the country	**The Kingdom of Thailand**
Region	East Asia and the Pacific
Area (km^2)	513 115
Population (2006)	63 443 950
Type of economy (2006)	Lower middle income
Gross Domestic Product per capita (2004)	US$2 539
Human Development Index, HDI (2004)	0.784
HDI rank out of 177 countries (2004)	74
Duration of compulsory school (2006)	9 years
Education for All Development Index (EDI) (2004)	...
EDI rank out of 125 countries (2004)	...

In **Thailand**, **initial teacher education** is the responsibility of the Ministry of University Affairs and the Department of Teacher Education, a subdivision of the Ministry of Education. Teacher training courses are primarily offered by faculties of education in public universities, Rajabhat Institutes (RIs) (formerly teacher training colleges), vocational education colleges, physical education colleges, and dramatic and fine arts colleges. The colleges prepare vocational teachers (2005 information).

Candidates are selected by means of entrance requirements (Certificate of Secondary Education) and examination (Joint Higher Education Entrance Examination).

Primary and lower secondary school teachers are required to complete a two-year programme leading to the Higher Certificate of Education, also referred to as the Diploma in Education or sometimes called an Associate's Degree.

Secondary school teachers must complete a four-year BEd at a teacher's training college (RI) or at a public university. Prospective teachers with a bachelor's degree in another field can complete a one-year full-time programme leading to a BEd degree.

A reform initiative initiated by the Office of Educational Reform in the Ministry of Education has resulted in the development of a curriculum for the training of teachers through a five-year bachelor's degree. The equivalence of four years of the programme is dedicated to coursework, with the rest dedicated to teaching practice.

Newly qualified teachers are employed on probation and obtain permanent positions after six months subject to an evaluation by a committee consisting of an immediate superior and two senior teachers.

CPD or **in-service teacher training** is closely associated with teachers needing to fulfil the criteria for licensing as a teacher, i.e. they must have at least a bachelor's degree in education. Teachers holding a diploma or teachers holding bachelor's degrees in fields other than education are thus encouraged to upgrade their qualifications through in-service programmes.

Source: Sedgwick (2005); UNESCO (2006)

Tanzania

Official name of the country	**United Republic of Tanzania**
Region	Sub-Saharan Africa
Area (km²)	945 087
Population (2006)	38 369 113
Type of economy (2006)	Low income
Gross Domestic Product per capita (2004)	US$288
Human Development Index, HDI (2004)	0.430
HDI rank out of 177 countries (2004)	162
Duration of compulsory school (2006)	7 years
Education for All Development Index (EDI) (2004)	...
EDI rank out of 125 countries (2004)	...

In mainland **Tanzania**, **initial teacher education** or **pre-service teacher education** courses are offered by teacher colleges and the university.

The 31 teacher colleges offer:

- The Grade 'A' Teacher Certificate course, which is a two-year training programme for students who have passed the General Certificate of Education (GCE) O-level examination with a minimum qualification of 'division II'. Twenty-one colleges offer this programme.
- The Diploma in Education, which is a two-year course for students who have a minimum qualification of 'division III' in the GCE A-level examination. Two colleges offer this programme.
- The remaining eight colleges cater for in-service training.

Teacher education programmes leading to a degree are offered at the Faculty of Education of the University of Dar es Salaam.

In response to a shortage of teachers, the training of teachers has been opened up in the country and six new private teacher colleges have been registered in recent years. Four of these private colleges offer diploma courses, while two of them offer both diploma and Grade 'A' courses.

Pre-primary and primary teachers are generally in possession of certificates in teacher education (Grades C, B and A). Secondary school teachers and teaching college lecturers generally have a diploma in education or a university degree.

Eight colleges specialise in **CPD** or **in-service training** programmes linked to upgrading of teachers who are under-qualified.

The Open University and the Institute of Adult Education also offer CPD programmes, for example:

- Three-month residential courses in the teaching of mathematics, science, English, the 3Rs (reading, writing, arithmetic) and pre-school education. This programme is designed for primary school teachers, with an intake of about 2 400 teachers per year.
- One-year certificate course in agriculture for about 240 trainees per year.
- Correspondence courses for academic upgrading of under-qualified teachers.
- One-year courses in subjects like music, physical education, theatre, arts, fine arts and special education.
- Six-month course in management, administration and school inspection for head teachers, principals, inspectors and other staff.

Source: UNESCO (2006)

Zimbabwe

Official name of the country	**The Republic of Zimbabwe**
Region	Sub-Saharan Africa
Area (km^2)	390 757
Population (2006)	13 228 191
Type of economy (2006)	Low income
Gross Domestic Product per capita (2004)	US$363
Human Development Index, HDI (2004)	0.491
HDI rank out of 177 countries (2004)	151
Duration of compulsory school (2006)	...
Education for All Development Index (EDI) (2004)	0.840
EDI rank out of 125 countries (2004)	91

In **Zimbabwe**, **initial teacher education** or **pre-service teacher training** qualifications are offered by teacher training colleges and the universities.

Three private institutions train about 80% of all the pre-school teachers, either through a two-year or three-year certificate. The certificates for the three institutions are endorsed by the Ministry of Education. The University of

Zimbabwe offers degree programmes for pre-school teachers, for example, the two-year BEd course in Early Childhood Education and Care (ECEC).

For primary and secondary teacher education qualifications, teacher training colleges admit students who are in possession of five O-level credits – including English language. Increasingly students who possess A-level qualifications are entering teacher education programmes. Courses are generally three years in duration, except for some two-year secondary teacher programmes, which take in students with at least two A- level credits.

Two government primary-school teacher-training colleges offer four-year in-service training for teachers with five O-level credits. The students teach in various schools throughout the country and attend lectures during the school holidays.

Secondary school teacher training colleges fall into two categories: academic and technical. Academic colleges require a student to major in up to two main subjects. Technical colleges require a student to take one technical and one academic subject. All students are also required to take the subject 'theory of education'.

Teacher education curricula are regulated by the University of Zimbabwe, which is also responsible for examinations in teacher training colleges.

Teacher education programmes offered by universities generally consists of a three-year degree course followed by a one-year Certificate in Education programme. Universities also offer BEd and MEd programmes.

CPD or **in-service training** is not compulsory. However, teachers are very keen to access the opportunities that are made available to them. Several in-service programmes have been implemented by the Ministry of Education including the Better Schools Programme for teacher clusters, the Guest Teacher Exchange Programme and the Associate Teacher Programme (ATP).

The cluster programmes are informal programmes that respond to the immediate needs of teachers and head teachers. Resource centres offer more formal, developmental and systematic short courses that consolidate and build on the cluster activities.

Through the ATP, the education ministry makes available staff development courses in various subject areas; these courses are run by the schools themselves.

District education officers also organise regional workshops to support teachers in schools.

Source: UNESCO (2006)

International trends in institutional arrangements to support teacher education and development

An analysis of the country reports highlights the following international trends in teacher education and development:

1. Initial teacher education and CPD are increasingly being recognised as a **continuum**, which needs to be addressed and serviced through a single, integrated institutional system.
2. **Oversight of initial teacher education** in most countries is seen as a national responsibility. Initial teacher education policy is overseen by a national department or ministry of education. In some cases, teacher education curricula are developed at national or state level.
3. **Location of initial teacher education**: In most countries, initial teacher education is located in the higher education sector.
4. **Teaching as a graduate profession**: There is an increasing trend towards completion of degree studies in order to qualify fully as a teacher. In developed countries, the trend is towards an increasing number of years for initial teacher education studies. In some cases, teachers are expected to qualify through the completion of master's degree programmes.
5. A **variety of institutions** are involved in the delivery of initial teacher education, including colleges of teacher education, institutes of teacher education, and faculties of education at universities. Universities often play an accrediting role for other institutions. When initial teacher education is not offered through a university, the likelihood is that the programmes being offered cater for teachers specialising in the earlier levels of schooling i.e. pre-school teachers and primary school teachers. In most cases, secondary teacher education is offered through a university. In some countries, education of teachers for specialist subjects like music, art, drama and sport takes place in institutions dedicated to servicing these areas.
6. **Duration of initial teacher education studies** is four years in many countries, for secondary school teachers. In some countries, primary and pre-school teachers are able to qualify through three-year and, in some cases, two-year programmes.
7. **Two curriculum models** are evident: a concurrent model and a consecutive model. In the concurrent model, an integrated four-year education and academic subject discipline programme is followed. Many countries use this model for the education of pre-primary, primary and early-secondary teachers. The consecutive model consists of students focusing on the academic subject disciplines in the first three years of the programme, followed by a further year that focuses on the education component. Some countries use this model to prepare secondary school teachers.
8. **Improved accessibility** to teacher education is achieved in several ways. In some cases, **multiple and innovative pathways** to becoming a teacher have been established, including the involvement of school consortia in the development of teachers. In some countries, a nested, integrated, holistic network of delivery institutions have been established at different levels of the system – national, provincial, regional and district – to ensure accessibility and wider reach.
9. The importance of the **school practice component** of initial teacher education is increasingly being recognised, and being used in a more focused and intentional manner to bring about the necessary links between theory and practice. In many countries, professional practice schools are established, which reflect organic and symbiotic relationships between delivery institutions and schools.
10. In several countries, a compulsory, supported **induction** or **internship component** serves as the tangible link between initial teacher education and CPD, and ensures that new teachers are mentored and supported into their new career as a teacher.
11. The **importance of CPD** as a career-long process is increasingly being recognised worldwide. There is increasing recognition that a **systemic approach** to CPD is required.
12. There is an **increased involvement of a variety of role-players in partnerships** to provide CPD opportunities. While *formal*, qualification-based CPD programmes are delivered through accredited higher education

institutions, *informal* CPD programmes and courses are delivered by a variety of institutions and organisations, often at the level of the school itself.

13. In many countries, CPD initiatives are directed towards national **priorities**, as well as local, school and teacher priorities.
14. There is a trend towards devolvement of **management and budget responsibility for CPD to local level**, in some cases and in some countries to the level of schools.
15. In quite a few countries, **specialised, purpose-built teacher development centres** are localised centres from which teacher development can be coordinated.
16. CPD is delivered in a **variety of modes** including one-day courses, longer courses, residence-based courses, mixed-mode courses, online courses, video conferencing and peer-directed courses.
17. **Time** is provided for teachers to participate in CPD. In some countries, synergies between initial teacher education and CPD allow this to happen.

Recommendations

Taking all of the above into account, an institutional system for the delivery of initial teacher education and CPD in South Africa should be considered, which ensures the following:

- Recognises that teacher education and development is a continuum, which must be serviced through one seamless, integrated, multi-component institutional system.
- Continues to ensure that teacher education is located in the higher education sector, and that teaching increasingly becomes a graduate profession.
- Continues to ensure the central coordination of initial teacher education at national level.
- Recognises the difficulty related to access to initial teacher education and CPD, and establishes appropriate institutions and institutional structures to ensure accessibility to communities at the local level.
- Establishes dedicated institutions to provide for specialist teachers in areas such as music, art, drama and sport.
- Establishes dedicated practice schools and teaching schools to support teacher education.
- Ensures that the practice and research components of initial teacher education are adequately and appropriately funded.
- Provides institutional support for a meaningful teacher induction programme.
- Incorporates CPD as an essential, funded, organised component of an overall teacher education and development system.
- Provides an institutional base that allows for the participation of a variety of role-players in the delivery of CPD.
- Begins to devolve responsibility for CPD to local levels but also ensures that in addition to national priorities being addressed, provincial, district, school and teacher priorities are also effectively addressed.
- Develops a network of teacher development and research centres, which provide the hub around which partnerships between the state, formal institutions and private providers can be established. The centres should be equipped to ensure that a variety of modes can be used to deliver CPD programmes, including online delivery, video conferencing and the like.

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10. Early childhood development practitioner development: A review

Introduction

This chapter comprises a review of a number of key documents dealing with Early Childhood Development (ECD) in South Africa. These documents were reviewed and analysed to obtain a profile of the ECD sector, which could inform planning for the education and development of ECD teachers.

The chapter begins with a brief overview of the documents under review. The review is used to provide a description of ECD provision for the 0–5 age group, the number of learners enrolled at various types of ECD sites and the teacher-learner ratios; a profile of the gender, population group and qualification levels of ECD teachers working across these sites; an overview of providers offering training to ECD practitioners; an overview of ECD, Grade R and Foundation Phase qualifications; information about the uptake of ECD qualifications; and information about funding made available for training ECD practitioners. The chapter concludes with a set of recommendations for the future.

Documents reviewed

The ***Nationwide Audit of ECD Provisioning in South Africa*** was conducted by the national DoE, together with the European Union Technical Support Project, in 2000, and reported on in 2001. The aim of the audit was to provide accurate information on the nature and extent of ECD provisioning, services and resources across the country.

The statistics presented in the nationwide audit are compared in this review with ***Education Statistics in South Africa 2007***, published by the DoE in January 2009, giving an indication of developments in the ECD sector, as well as with those contained in the DoE's ***Education for All (EFA) Country Report: South Africa 2008***, based on data from the same period, but including figures from Statistics South Africa.

The audit was followed by the DoE's **Education White Paper 5 on Early Childhood Education** in May 2001. The White Paper identified the need to put in place an integrated, cross-sectoral approach and plan for addressing the development of young children, across government and involving all relevant sectors of society. The White Paper made the policy recommendation that the Reception Year (Grade R) should be made compulsory, and its provision through the public primary school system, community sites and independent providers be phased in over a five-year period. The goal was for 85% of all five-year-olds to be accommodated in the programme by 2010. In addition, provision for children from birth–four years should be expanded through targeted inter-sectoral programmes.

Other policy recommendations made in the White Paper include the development of a qualifications framework and career paths for ECD practitioners for both Reception Year and pre-Reception Year practitioners, and registration criteria for ECD practitioners with SACE.

An investigation into the extent to which qualifications in the ECD sector have been taken up and the impact that these qualifications may have had was presented in SAQA's 2007 report, ***The Uptake and Impact of Qualifications and Unit Standards in the Sub-field: Early Childhood Development.***

South Africa is a signatory to the Education for All goals, the first of which is 'expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children'. The ***Education***

for All (EFA) Country Report: South Africa 2008 provides an assessment against ECD and other educational goals, with data taken from the 2000 nationwide audit of ECD provisioning, and from *Education Statistics in South Africa 2007*.

Scaling up Early Childhood Development (ECD) (0–4 years) in South Africa (HSRC 2008) is a collection of papers 'taking their cue' from the National Integrated Plan (NIP) for ECD 0–4 years, and constituting a review of the first of three phases of the NIP project, namely, project initiation and scoping, which includes background studies and design of demonstration projects. The project team was based at the Human Sciences Research Council (HSRC), and interacts with the National Interdepartmental ECD Committee as a reference group. The second and third phases of the NIP project deal with implementation, and evaluation and information dissemination.

The development of an integrated plan for ECD by the social sector cluster (social development, health and education) was mandated by Cabinet in mid-2004. An ECD Interdepartmental Committee consisting of the Presidency and Departments of Social Development, Health and Education was tasked with the implementation of the programme at national, provincial and local levels. The NIP aimed to intervene at the level of formal services such as crèches, day-care centres and pre-schools, among others, with the aim of 'scaling up' services in terms of the number of recipients of services, the range of services offered, and the quality of service provided. The context of the project is the intersection between two priority programmes: expansion of provision of ECD services for under-fives; and expansion of employment through social sector jobs, the latter under the guidance of the Expanded Public Works Programme (EPWP).

The ***Expanded Public Works Programme Five-year Report 2004/05–2008/09*** was consulted for statistics relating to the NIP project, which indicated that intentions were for EPWP work opportunities to entail learnerships during which workers would undergo formal training while also performing practical duties; this would result in achievement of an ECD qualification on completion of the learnerships (DPW 2009: 40).

Research into the implications of integrating Grade R into the formal system is reported in the South African Institute for Distance Education (SAIDE) **Grade R Research Project Draft Final Report** (SAIDE 2010), which focused on readiness at the level of children, of teachers, and of the system. The research consisted of a desktop review; regional discussions in the Western Cape, Eastern Cape, Gauteng and KwaZulu-Natal; interviews with departmental officials and other officials who could not attend the regional discussions; site visits; and programme reviews.

In an argument for the relevance of the SAIDE research to this review, the point is made (SAIDE 2010: 12) that the international definition of early childhood education/ development includes children from birth–9/10 years of age, and that in South Africa this includes children in pre-primary education and in the Foundation Phase. Although Grade R is the first year of a four-year Foundation Phase, it should also be seen as the final year of pre-primary, and thus serves a bridging role.

Additional information has been gleaned from a number of presentations made at an **Eastern Cape Early Childhood Development/ Foundation Phase Colloquium** that took place in February 2010 (ECD Colloquium 2010), where a range of challenges with respect to Foundation Phase education in the province were identified.

A key document, which has not been included in the review, is the **National Treasury's *Grade R Diagnostic Project: Consolidated Report and Recommendations***, of December 2008, although frequent references to this report are to be found in the SAIDE Grade R research report, and have been quoted in the current review where relevant.

The provision of ECD in South Africa

The nationwide audit of 2000 (DoE 2001a) served to establish a baseline of ECD provisioning in the country. Questionnaires were sent to 147 ECD training providers and 112 were received back, from which a list was compiled following consultation and verification with NGOs, universities, colleges of education, vocational colleges, Community-based Organisations (CBOs) and private sector providers (DoE 2001a: 22).

The audit found that the needs of learners enrolled in 23 482 ECD sites (defined for the purpose of the audit as 'any public or private, formal or informal location wherein ECD services are offered to six or more learners') across the country were catered to by 54 503 educators or practitioners. About two-thirds of these sites were registered, mostly with the Department of Education or Social Development (DoE 2001a: 1). Of the 23 482 sites identified, 11 225 (or 49%) were urban formal sites, 2 565 (or 11%) were urban informal sites and the remainder (9 124, or 40%) were rural sites. These sites were spread across the various provinces, with the largest number of sites located in KwaZulu-Natal (KZN) (24%), followed by Gauteng (23%), the Eastern Cape (14%), the Western Cape (11%), Limpopo (8%), the Free State (7%), Mpumalanga (6%), North West (5%) and the Northern Cape (2%). The provinces with the highest concentration of rural sites were KZN, the Eastern Cape and Limpopo (DoE 2001a: 29–152).

Three different types of sites provide ECD services: school-based, community-based and home-based sites. The 2000 audit provided a profile of the number of educators employed across these different types of sites in the various provinces, as follows (DoE 2001a: 28–152):[1]

Province	School-based	Community-based	Home-based	Total
Eastern Cape	406 (13%)	1 742 (56%)	987 (31%)	3 135
Free State	271 (16%)	783 (48%)	586 (36%)	1 640
Gauteng	442 (8%)	1 649 (32%)	3 097 (60%)	5 168
KwaZulu-Natal	1 460 (31%)	2 031 (44%)	1 140 (25%)	4 631
Limpopo	279 (14%)	1 400 (73%)	252 (13%)	1 931
Mpumalanga	147 (11%)	772 (58%)	409 (31%)	1 328
North West	35 (3%)	867 (76%)	247 (21%)	1 149
Northern Cape	121 (30%)	250 (61%)	37 (9%)	408
Western Cape	482 (19%)	1 322 (53%)	698 (28%)	2 502
National total (all provinces)	3 623 (17%)	10 816 (49%)	7 453 (34%)	21 892
Total no. of educators employed	6 828 (13%)	29 156 (57%)	15 497 (30%)	51 481
Total no. of learners enrolled	158 251 (19%)	480 615 (57%)	198 887 (24%)	837 753

Thus in 2000 just under half of the sites were based in the community, and these catered for 57% of the ECD learners and employed 57% of the educators. Only 19% of children were in school-based sites and the remainder were in home-based sites.

1 Tables have been collated from national and provincial tables, and totals across tables that follow may not tally.

Provincial profiles of learner-educator ratios indicated in the nationwide audit of 2000 were as follows (DoE 2001a: 40):

Province	Educators	Learners enrolled	Learner-educator ratio
Eastern Cape	6 354	152 451	24:1
Free State	3 964	75 493	19:1
Gauteng	15 052	236 523	16:1
KwaZulu-Natal	10 603	213 950	20:1
Limpopo	3 615	82 582	23:1
Mpumalanga	2 658	52 626	20:1
North West	2 910	53 544	18:1
Northern Cape	844	20 278	24:1
Western Cape	8 503	143 016	17:1
National total	54 503	1 030 473	19:1

The figures above provide the baseline of numbers of ECD sites, types of sites and numbers of learners enrolled and educators (practitioners) employed in these sites. These figures pre-date the introduction of Grade R, which was first proposed in the White Paper (DoE 2001b) of the year following the collection of data for the nationwide audit.

In comparison to the 23 482 ECD sites of all types recorded for 2000, the DoE recorded 6 201 public and registered independent ECD sites, with 289 312 learners enrolled in 2007, and 10 096 educators employed in these institutions (DoE 2009a: 29). The provincial profile of these data is as follows:

Province	Learners	Educators	Institutions
Eastern Cape	31 350	1 707	644
Free State	26 552	350	294
Gauteng	43 057	977	778
KwaZulu-Natal	70 813	2 791	1 512
Limpopo	57 165	1 820	1 216
Mpumalanga	13 657	408	498
North West	6 184	195	115
Northern Cape	14 093	498	410
Western Cape	26 441	1 350	734
National total	289 312	10 096	6 201
Learner-educator ratio			28.7:1

In addition, in 2007 schools had enrolled children in pre-Grade R and Grade R classes. According to the 2007 DoE Snap Survey conducted on the 10th school day (DoE 2009a), the following enrolments in public ordinary and registered independent schools (excluding stand-alone ECD sites) by province in the ECD sector were recorded:

Province	School sector	Pre-Grade R	Grade R	Total Pre-Grade R & Grade R
Eastern Cape	Independent	1 015	1 955	2 970
	Public	6 279	110 918	117 197
	Both	**7 294**	**112873**	**120 167**
Free State	Independent	407	588	995
	Public	1 356	21 841	23 197
	Both	**1 763**	**22 419**	**24 182**
Gauteng	Independent	4 293	3 917	8 210
	Public	3 663	41 764	45 427
	Both	**7 956**	**49 933**	**57 889**
KwaZulu-Natal	Independent	2 318	3 534	5 852
	Public	5 241	115 336	120 577
	Both	**7 559**	**118 870**	**126 429**
Limpopo	Independent	785	1 503	2 288
	Public	1 898	93 174	95 072
	Both	**2 683**	**94 677**	**97 360**
Mpumalanga	Independent	353	964	1 317
	Public	2 404	32 300	34 704
	Both	**2 757**	**33 264**	**36 021**
North West	Independent	351	591	942
	Public	326	15 167	15 493
	Both	**677**	**25 758**	**26 435**
Northern Cape	Independent	67	159	226
	Public	1 115	8 425	9 540
	Both	**1 182**	**8 548**	**9 730**
Western Cape	Independent	1 274	1 151	2 425
	Public	1 528	29 683	31 211
	Both	**2 802**	**30 834**	**33 636**
National total	Independent	10 863	18 614	29 477
	Public	23 810	468 608	492 418
	Both	**34 673**	**487 222**	**521 895**

Of the pre-Grade R enrolment, 31.3% was thus in independent schools whereas only 3.8% of the Grade R enrolment was in such schools. The total Grade R enrolment of 487 222 represents a total Gross Enrolment Ratio (GER) of 46.3% when compared to the appropriate age population of 1 051 311 for 2007 (DoE 2009a: 13).

Presumably, this total enrolment being less than that of the baseline established in the audit, these figures do not take into account ECD sites that are not registered with the DoE, but are registered rather with the Department of Social Development. The EPWP reported (DPW 2009: 98) that by 2009 there were 5 103 ECD sites registered with the Department of Social Development, and receiving subsidies as part of the EPWP Social Sector programme contribution to the integrated ECD Plan, with an additional 500 community ECD sites from previously disadvantaged communities being subsidised as part of expanding ECD services.

The ***Education for All (EFA) Country Report: South Africa 2008*** presents enrolments in both schools and ECD centres against data obtained from Statistics South Africa's 2006 General Household Survey (DoE 2008: 7–8). Data for five-year-olds indicate an increase from 387 000 in 2002 to 636 903 in 2006. These figures include the participation of five-year-olds in both school-based and non-school-based education programmes. Figures for five-year-olds and separately for six-year-olds indicate increases over the years as follows:

Five-year-olds	**2002**	**2003**	**2004**	**2005**	**2006**
Attending total	387 000	474 864	485 269	587 750	636 903
Population	968 295	962 158	903 924	985 491	1 026 226
% of 5-year-olds attending educational institutions	40.0	49.4	53.7	59.6	62.1

Six-year-olds	**2002**	**2003**	**2004**	**2005**	**2006**
Attending total	721 421	752 163	783 084	809 438	831 871
Population	1 030 828	989 766	940 917	942 362	985 313
% of 6-year-olds attending educational institutions	70.0	76.0	83.2	85.9	84.4

Profile of ECD educators

The gender profile of ECD educators from the nationwide audit of 2000 was overwhelmingly female (99%) (DoE 2001a: 41), with a mean age of 38 years. Data are as follows:

Age (years)	**Frequency**
< 20	413 (1%)
≥ 20 < 30	11 718 (22%)
≥ 30 < 40	19 401 (37%)
≥ 40 < 50	13 603 (26%)
≥ 50 < 60	5 993 (11%)
≥ 60	1 844 (3%)
Total	52 973

The nationwide audit indicated ECD educators' population group profile (for both private and public institutions) as follows (DoE 2001a: 41):

Population group	Frequency
African	36 239 (68%)
Coloured	5 953 (11%)
Indian	1 051 (2%)
White	10 365 (19%)
Total	53 608

While private institutions indicated negligible changes to this profile by 2005, the number of African employees in public institutions was reportedly 57%, with female employees at 97% (ETDP SETA 2005, reported in SAQA 2007: 13).

The nationwide audit indicated baseline educator qualifications for the sector as follows (DoE 2001a: 41):

Province	No training	NGO training	Under-qualified	Qualified	Non-ECD qualification	Total
Eastern Cape	480 (9%)	3 831 (71%)	576 (10%)	367 (7%)	159 (3%)	5 413
Free State	1 015 (27%)	1 594 (43%)	469 (13%)	338 (9%)	316 (8%)	3 732
Gauteng	4 098 (32%)	4 076 (31%)	1 610 (12%)	1 895 (15%)	1 265 (10%)	12 944
KwaZulu-Natal	1 844 (19%)	4 539 (47%)	1 788 (19%)	1 002 (10%)	528 (5%)	9 701
Limpopo	377 (11%)	1 396 (42%)	950 (28%)	393 (12%)	248 (7%)	3 364
Mpumalanga	442 (20%)	1 107 (49%)	392 (17%)	215 (9%)	109 (5%)	2 265
North West	394 (18%)	738 (34%)	373 (17%)	305 (14%)	359 (17%)	2 169
Northern Cape	124 (19%)	325 (48%)	109 (16%)	71 (11%)	40 (6%)	669
Western Cape	2 259 (27%)	3 124 (38%)	1 296 (16%)	1 034 (12%)	591 (7%)	8 304
National total	11 033 (23%)	20 730 (43%)	7 563 (15%)	5 620 (12%)	3 615 (7%)	48 561

In the above table, 'under-qualified' refers to educators who have received training in FET colleges or teacher training colleges and are ranked at M+2 (matric plus a two-year qualification), whereas 'qualified' refers to those who have received university training and are ranked at M+3 (matric plus a three-year qualification) or more. Non-ECD qualifications include nursing and social work, among others.

From the table it can be seen that the majority had received their training from NGOs. Given that NGO training was not recognised according to DoE regulations at the time, this cohort, combined with those who had received no training, the under-qualified, and those who had non-ECD qualifications, resulted in almost 90% of the educators needing additional training.

Educator qualifications were mapped against population group as follows (DoE 2001a: 43):

Population group	No training	NGO training	Under-qualified	Qualified	Non-ECD qualification	Total
African	7 494 (69%)	16 771 (82%)	4 152 (56%)	1 624 (29%)	1 788 (50%)	31 829 (66%)
Coloured	1 465 (13%)	2 405 (12%)	1 045 (14%)	403 (7%)	334 (9%)	5 652 (12%)
Indian	117 (1%)	290 (1%)	264 (3%)	145 (3%)	148 (4%)	964 (2%)
White	1 855 (17%)	946 (5%)	2 001 (27%)	3 383 (61%)	1 302 (37%)	9 487 (20%)
Total	10 931	20 412	7 102	5 555	3 572	47 932

The audit mapped educators' qualifications against their ECD experience, as follows (DoE 2001a: 42):

Years	No training	NGO training	Under-qualified	Qualified	Non-ECD qualification	Total
< 2	3 654 (33%)	2 007 (10%)	962 (13%)	474 (9%)	565 (16%)	7 653 (16%)
≥ 2 < 5	3 899 (35%)	6 219 (30%)	1 841 (24%)	967 (17%)	929 (29%)	13 855 (29%)
≥ 5 < 10	2 159 (20%)	8 436 (41%)	2 151 (29%)	1 362 (24%)	1 029 (30%)	15 137 (31%)
≥ 10	1 323 (12%)	4 050 (19%)	2 601 (34%)	2 813 (50%)	1 087 (28%)	11 874 (24%)
Total	11 026	20 712	7 555	5 616	3 610	48 519

The audit noted a strong relationship between experience and qualifications, with most of those with the highest qualifications having five or more years' experience in the ECD sector.

The nationwide audit mapped ECD educators' qualifications against monthly salary as follows (DoE 2001a: 42):

Rands/month	No training	NGO training	Under-qualified	Qualified	Non-ECD qualification	Total
< 500	5 878 (57%)	11 262 (58%)	1 522 (21%)	480 (9%)	813 (25%)	19 955 (44%)
≥ 500 < 1 500	3 223 (31%)	6 488 (33%)	2 188 (31%)	804 (15%)	1 043 (31%)	13 746 (30%)
≥ 1500 < 3 000	1 009 (10%)	1 310 (7%)	1 838 (26%)	1 581 (30%)	857 (26%)	6 595 (15%)
≥ 3 000	183 (2%)	308 (22%)	1 554 (22%)	2 453 (46%)	583 (18%)	5 081 (11%)
Total	10 293	19 368	7 102	5 318	3 296	45 377

The audit thus indicated that salary is linked to qualifications. Of the ECD educators, 44% earned less than R500 per month, and of these just about 6.5% (1 293) were qualified, with either an ECD or non-ECD qualification. Almost 43% of the ECD educators had done their training through NGOs. Only 11% of the practitioners earned more than R3 000 per month. The conditions of service and salary levels of ECD are very poor when compared to other sectors of the teaching profession.

ECD training providers

The nationwide audit indicated that in 2000 there were 112 ECD educator training providers servicing the 54 503 educators working across the 23 482 ECD sites identified earlier in this chapter (DoE 2001a: 44).

The majority of these providers (49%) were NGOs working in the sector, with vocational and technical colleges (25%) and colleges of education (13%) also making a significant contribution. Other types of providers played a less significant role: the private sector (6%), universities (4%), technikons (2%) and CBOs (1%).

NGOs thus comprised just under half of the education training providers for ECD practitioners in 2000.

The audit also showed that the vast majority of all training was through English as the language of instruction. This was seen as problematic, since 88% of all ECD learners were not English mother-tongue-speakers (DoE 2001a: 45).

The **Education White Paper 5 on Early Childhood Development** noted that differences in the quality of ECD services and programmes could be attributed to, among other things, the absence of a mechanism for the professional registration of, and inequities in the qualifications for, ECD practitioners and educators (DoE 2001b: item 2.2.6). By 2000, interim guidelines for accreditation of ECD educator training providers had been developed (DoE 2001a), and work was being directed at the accreditation of educators, based on required knowledge, skills and abilities, and of ECD educator training providers, based on their programmes, staff, teaching methodologies and resources. At the time of the audit just over a third of education training providers had been accredited. According to SAQA, at the time of the audit only 34% of ECD providers offered accredited programmes, while a further 57% had applied for accreditation.

By 2005, the number of ECD Resource and Training Organisations (RTOs) providing training to ECD practitioners had increased, although more than a quarter of these were still not accredited, and were providing informal in-service training for ECD practitioners. However, accredited RTOs were increasingly delivering more formalised training based on NQF unit standards (SAQA 2007: 13, citing ETDP SETA).

The 156 providers accredited by the ETDP SETA to offer ECD qualifications and unit standards were distributed across the various provinces, with the majority being in Gauteng (78), followed by KZN (22), the Western Cape (17), Mpumalanga (11), the Eastern Cape (10), the Free State (6), Limpopo (5), North West (4) and the Northern Cape (3) (SAQA 2007: 14). There is a clear skewing of the provision of ECD, with providers generally tending to be more urban based (HSRC 2008: 42).

By July 2007, the ETDP SETA database indicated 53 NGO providers accredited for full qualifications, with a further 10 providers accredited through other education and training quality assurance bodies (ETQAs) for full ECD qualifications. Other providers are accredited for parts of qualifications, with 2005 ETDP SETA data indicating 18 accredited for the full Level 1 Basic Certificate in ECD, 19 for the Level 4 Certificate in ECD, four for the Level 5 Higher Certificate in ECD and three for the Level 5 National Diploma in ECD, but these statistics are no longer current.

A common obstacle to provider accreditation for the offering of full qualifications is the capacity to deliver on the qualifications' communication and mathematical literacy fundamental components, with many providers focusing on the core and elective components of the qualifications (HSRC 2008: 38).

Processes of accreditation have been hampered by various bureaucratic requirements. Two examples illustrate this:

1. ECD NGOs and RTOs are accredited by the ETDP SETA, but are required by the Further Education and Training Act (No. 16 of 2006) to register with the DoE in order to allow for the offering of FET programmes. Very few of these organisations were able to address these requirements on account of the following difficulties (HSRC 2008):
   - For purposes of the Act, the juristic person must be a registered company in terms of the Companies Act of 1973. Many ECD sector providers are constituted as trusts and voluntary associations, and do not meet this definition. The rationale is that the requirements of this Act allow for greater accountability, though this has been contested by the National ECD Alliance on grounds that the Non-profit Organisations (NPO) Act (No. 71 of 1997) also requires financial and other reporting.
   - The regulations require registration with Umalusi, the quality assurance body for General and Further Education and Training, but the ECD providers are already accredited by the ETDP SETA. According to the SAQA Act (No. 58 of 1995), a provider may only be registered with one ETQA.
   - Premises where courses are offered must comply with occupational health and safety requirements and regulations. Many NGOs train in the field in poor, unresourced communities where facilities cannot meet these requirements. Furthermore, the cost of an audit report is high and prohibitive where NGOs train in numerous venues.
   - Proof of financial surety is required, or guarantees that the institution will meet obligations to enrolled students (including a fidelity guarantee fund), which is difficult when NGOs are donor funded to offer particular qualifications and skills programmes and not sustained by fees.
   - The need for an academically qualified principal and Level 6 trainers would take some time for many providers to achieve. (HSRC 2008: 28)

2. FET colleges are quality assured by Umalusi, and higher education institutions by the Higher Education Quality Committee (HEQC) of the Council on Higher Education (CHE), but both the colleges and higher education institutions are required to submit their ECD Level 1–5 learning programmes to the ETDQA (the ETDP SETA's quality assurance division). By 2007 only nine FET colleges and one university had submitted their ECD learning programmes for evaluation (SAQA 2007: 16).

The NIP report (HSRC 2008: 42) observes that providers who are accredited to offer skills programmes are rare. However, this observation would seem to be contradicted by the fairly large number of accredited providers listed by SAQA (see the appendix to this chapter).

In addition to the above, higher education institutions offering qualifications relevant to ECD are accredited by the CHE. These institutions include public universities and private higher education institutions.

ECD, Grade R and Foundation Phase teaching qualifications[2]

There are a wide variety of different types of qualifications from NQF Level 1 Certificates through to high level degrees.

FET colleges offer the NCV NQF Level 2–4 certificates, with an ECD specialisation (offered by eight colleges). They also used to offer the National Certificates in Educare, an N2 qualification that is still registered on the NQF by SAQA.

2 Information contained in this section was mostly obtained from the SAQA website. It should be noted that all qualifications referred to in this section refer to the former eight-level NQF, which has been replaced by the 10-level NQF in the NQF Act (No. 67 of 2008).

Whether or not these are still offered by some institutions is not known.

In addition to the FET college qualifications, ECD unit standards-based qualifications at Levels 1, 4 and 5 were developed in 2000 by the ECD Standards Generating Body and registered with SAQA (DoE 2001a: 18). These qualifications have been used and revised over time to ensure that they are appropriate for meeting emerging needs in the field, including those of the NIP.

From its introduction in 2000, 35 providers, including five FET colleges, were accredited to offer the qualification Level 1 **Basic Certificate: Early Childhood Development** (120 credits, ID23114). However, the qualification has expired, and the last intake was to be in 2010 with the final date for its award set for January 2013. According to the ETDP SETA only two NGOs are currently providing the qualification.[3] The Level 1 Basic Certificate had provided a pathway to becoming an ECD practitioner for learners who had not completed basic schooling. While this path will no longer be available, these learners may still access ECD qualifications through the Adult Basic Education and Training pathway, and the Community Development Practice pathway, leading to a Further Education and Training Certificate (FETC) at Level 4.

The Community Development Practice pathway consists of the following suite of qualifications:

- Level 1: **General Education and Training Certificate: Adult Basic Education and Training: Early Childhood Development** (120 credits, ID71751).
- Level 2: **National Certificate: Development Practice** (120 credits, ID49556).
- Level 3: **National Certificate: Community Development** (120 credits, ID66749).
- Level 4: **Further Education and Training Certificate: Community Development** (125 credits, ID67509).

Learners who achieve the Level 1 qualification (including the Basic Certificate in ECD mentioned previously) are able to proceed to the Community Development Levels 2, 3 and 4 with the ECD specialisation, or to the Level 4 ECD FETC qualification listed below.

The Level 4 and 5 unit standards-based general ECD qualifications mentioned earlier are:

- Level 4: **Further Education and Training Certificate: Early Childhood Development** (140 credits, ID58761).
- Level 5: **Higher Certificate: Early Childhood Development** (120 credits, ID64649).
- Level 5: **National Diploma: Early Childhood Development** (240 credits, ID64650).

There are 24 providers accredited to offer the Level 4 certificate, of which three are FET Colleges; 22 providers are accredited to offer the Level 5 higher certificate, of which eight are FET colleges; and 23 providers are accredited to offer the Level 5 diploma, of which seven are FET colleges.

The Level 5 higher certificate and diploma allow options for a Grade R specialisation or ECD trainer specialisation.

The above qualifications provide specific ECD-focused unit standards qualifications registered by the ECD Standards Generating Body (SGB). There are no SGB ECD qualifications for higher levels on the NQF.

In addition to the Level 5 qualifications discussed above, there are a number of Level 5 ECD-specific qualifications that have been registered by individual institutions. The following list indicates ECD Level 5 certificates and diplomas offered by some institutions that are on the current SAQA list of registered and accredited programmes:

3 Providers accredited to offer the Standards Generating Body ECD qualifications are listed in the appendix to this chapter.

Embury Institute for Teacher Education (a private higher education institution) registered a certificate and a diploma in July 2009:

- Level 5: **Certificate: Pre-school Education** (124 credits, ID22033).
- Level 5: **Diploma: Pre-school and Foundation Phase Teacher Assistant** (240 credits, ID22034).

Embury Institute is the only provider accredited to offer these qualifications. The diploma is intended to extend and enhance learning encountered in the certificate.

The ***University of Venda*** re-registered a diploma in July 2009:

- Level 5: **Diploma: Education: Early Childhood** (240 credits, ID9675).

The University of Venda is the only accredited provider.

The ***Schooling Educators Standards Generating Body*** registered a Level 5 certificate in March 2009:

- Level 5: **Certificate: Education** (120 credits, ID61972).

This qualification is described as an access programme for entry into the NPDE and the BEd.

The ***University of the Free State*** registered two learning programmes leading to:

- **Certificate: Education: Early Childhood** (ID62111).
- **Certificate: Primary Education** (ID62113).

The ***Schooling Educators Standards Generating Body*** also developed and registered a diploma in August 2007:

- Level 5: **National Professional Diploma: Education** (NPDE) (360 credits, ID61590).

The NPDE was not intended to provide alternative access to an initial teacher education qualification. Its purpose was originally the upgrading of un- and under-qualified school and college educators who had been employed in a school or college and had been teaching for a substantial amount of time (at least five years). However, utilisation of the qualification became corrupted, with the NPDE becoming a back door into the teaching profession and in the process undermining the policy position for teaching in general to become a graduate profession. In 2008 the DoE informed all universities that offered the programme that it should be phased out and the last date for registration would be June 2011. A number of universities offer the NPDE Foundation Phase.

In addition to the Level 5 qualifications described above, there are a number of ECD educator qualifications offered at level 6:

The Schooling Educators Standards Generating Body re-registered the advanced certificate in March 2009:

Level 6: **Advanced Certificate: Education** (120 credits, ID20473)

- The primary purpose of the ACE is to provide for upgrading the qualifications of educators, or reorientation into a new area of study for educators who are already qualified. The following learning programmes specialising in ECD have been recorded on the SAQA data base against this qualification, and the registering provider in each case is the only provider accredited to offer the programme:
  - ID13942: **Advanced Certificate: Education: Early Childhood** registered by *Rhodes University*;
  - ID73150: **Advanced Certificate: Education: Foundation Phase** registered by *Rhodes University;*
  - ID61752: **Advanced Certificate: Education: Reception Year** registered by the *Cape Peninsula University of Technology;*

- ID62467: **Advanced Certificate: Education and Basic Child Education** registered by the *University of Zululand*;
- ID62569: **Advanced Certificate: Education: Literacy, Numeracy and Curriculum Leadership (Foundation Phase)** registered by the *University of Cape Town*; and
- ID62455: **Advanced Certificate: Education: Foundation Phase and Early Childhood Development** registered by *UNISA.*

In addition to the above there are 13 public universities and two private higher education institutions that offer the BEd (480 credits) at Level 6 (of the former eight-level NQF) with learning programmes specialising in the Foundation Phase (Grades R–3) or a combination of ECD and the Foundation Phase. One institution (UNISA) also offers the BEd for ECD only.

A number of the public universities that provide Foundation Phase BEd programmes also offer BEd (Hons) degrees (Level 7) and master's degrees with specialisations in ECD and/or the Foundation Phase.

The above discussion shows that there are a wide range of providers registered and accredited to offer ECD certificates and diplomas at Levels 4 and 5. There are fewer institutions offering qualifications at Level 6 and above. All institutions offering ECD/ Foundation Phase qualifications at Level 6 and above are quality assured through the HEQC, and these include 13 public universities and two private higher education providers. On the other hand, providers accredited to offer the Level 4–5 certificates and diplomas are quality assured through various ETQAs, and the reliability of this process is questionable. A major problem is illustrated by the large number of providers who are apparently accredited but do not offer the qualifications (as evident in the appendix to this chapter).

Uptake of qualifications

By 2008, access to training had reportedly been significantly scaled up (HSRC 2008: 13); however, the sector was still poorly supplied with suitably qualified staff at all levels of government, and in NGOs and training institutions, particularly the tertiary sector. Indications of need for the increased provision of qualified teachers of ECD Grade R and Foundation Phase are considerable.

From qualification levels of practitioners indicated in the nationwide audit, the largest category of practitioners (52.5%) was eligible for entry into Level 5 training, with 31% qualifying for entry into Level 4, although many were struggling to meet the demands of training at these levels, with the problem exacerbated by provision being exclusively in English (HSRC 2008: 32).

Draft findings of the Human Sciences Research Council Teacher Qualifications Survey of 2009 (DoE 2009b) – based on a statistically significant sample of schools nationally – indicated that only 42% of Grade R teachers had a professional teaching qualification, of which only 12% included a specialisation in pre-primary teaching. This indicates that most Grade R teachers need upgrading or targeted professional development.

Requirements in terms of minimum teacher qualifications for Grade R are not yet clear (SAIDE 2010). Although the national guidelines for costing Grade R recommend that Grade R educators should have achieved at least ECD NQF Level 4 core unit standards, this is not consistently applied across provinces, and is also confused by the requirement for government-employed Grade R teachers to register with SACE; for such teachers to register provisionally with SACE, they need an ECD Level 4 qualification, and for full registration they need an ECD Level 5 qualification.

Uptake of ECD qualifications was the focus of SAQA research in 2007. Statistics obtained from the ETDP SETA's ETDQA (quality assurance) division indicated numbers of learners qualifying at different levels in the period 1 April 2005–31 July 2006. High numbers of learners qualifying with the Level 4 National Certificate: ECD were attributed

to funding obtained from the National Skills Fund for learnerships. The data suggest that 5 273 out of 5 715 learners qualifying for ECD Level 1–5 qualifications completed the Level 4 national certificate. The figures were reported not to include graduates funded through the PEDs or other means, or those completing parts of qualification only (SAQA 2007: 15).

More recent data on ETDP SETA ECD enrolments and qualification achievements as at 16 June 2009 (SAQA website) show continued predominance of the Level 4 National Certificate.

At the time of the SAQA investigation into the uptake of the new ECD qualifications (SAQA 2007), most of the FET colleges addressing ECD were still offering the N1–N6 Educare programmes. There has been some shift on the part of the colleges to the unit standards-based ECD qualifications since then, although figures for these enrolments are not available. With the introduction of the departmentally funded NCV ECD programmes in 2009, colleges have again shifted their ECD focus, to take advantage of DHET funding for these programmes. The first qualifying students from the Level 3 NCV are expected at the end of 2011. Total enrolment in the FET college sector in Levels 2 and 3 NCV with ECD optional specialisation in 2010 was 1 260 learners enrolled in the Level 2 programme and 180 in the Level 3 programme, across all colleges offering the specialisation.

Although indications are that the ECD unit standards qualifications have been well received and effective, a lack of cohesion and articulation among the different ECD qualifications, between levels on the NQF including between the vocational and professional bands, and among different institutions offering teacher education are well documented (HSRC 2008; SAIDE 2010). A further problem is that many providers do not have the capacity to offer the communication and mathematical literacy fundamental components necessary for full qualifications and therefore for learnerships. This is a serious issue with respect to the quality of programmes offered by these providers.

A clear qualification pathway would enable people with a Level 4 in ECD to move through a Level 5 or 6 diploma and thus gain access to a higher education qualification. A complication, however, is the nature of the target audience of ECD practitioners, which historically has included many women without a Grade 12 qualification, who may have completed either the ECD Level 4 or 5 (or both). It has been suggested that what is needed is provision of either bridging courses addressing issues such as literacy and numeracy fundamentals, and academic literacy, or alternative routes into higher education.

As has been observed, most of the formal ECD qualifications offered by universities focus on Grade R and upwards, so the birth–pre-Grade R component is still neglected (SAQA 2007: 13). However, there is a strong move towards regarding ECD, Grade R and Grades 1–3 of the Foundation Phase as parts of a more cohesive whole. ECD cannot be addressed separately from Grade R and Grades 1–3 of the Foundation Phase, but communication, cooperation, teamwork, support and supervision among teachers at all these levels is necessary in order to provide appropriate support for children in the 0–9 age group (SAIDE 2010).

A discussion of enrolments and graduations for ECD/ Foundation Phase initial teacher education qualification programmes at Level 6 at public universities is included in Chapter 4 of this *Technical Report* and is not repeated here. There are only two accredited private providers of Level 6 programmes, as discussed in Chapter 5.

In addition to the above, the following training of Grade R educators and of ECD practitioners has been undertaken by the national and provincial departments of education (unconfirmed source, June 2009):

- The DoE trained 4 500 Grade R practitioners towards a Level 4 qualification between 2000 and 2003.
- The PEDs continued training Grade R practitioners at Levels 4 and 5.
- In 2007 the PEDs started training ECD practitioners at registered ECD centres.

The training of the majority of Grade R practitioners and ECD practitioners at registered ECD sites has been paid for by the state (unconfirmed source, June 2009). The current status is estimated as follows:

- Approximately 8 000 qualified to Level 4.
- Approximately 800 more qualified to Level 5 (Higher Certificate).
- Approximately 300 more qualified to Level 5 (National Diploma).

The average duration of training is 1.4 years.

The NIP (HSRC 2008) indicated that the most common form of training delivery is part-time in-service training, often in the context of learnerships. Full time pre-service training is primarily offered by FET colleges. Although findings from a small-scale local study done to compare different training approaches were not conclusive, the indications were that distance learning compared favourably for students who already had initial training, and were doing in-service study (HSRC 2008: 45).

Although the data above relate to comparatively formal institutions, the NIP (HSRC 2008) proposed the need for a broad range of services to be delivered at home and via community services, in addition to the formal ECD sites, pre-schools or crèches. The human resource development component thus entails the training of teachers and ECD practitioners, as well as parents, caregivers and child development workers. The NIP project report (HSRC 2008) indicated that the EPWP has focused on training, job creation and expanding services in ECD; targeting the unemployed and/or underemployed parents and caregivers in all ECD programmes through learnerships at Levels 1, 4 and 5; and skills programmes for all aspects relating to the work, including cooks, gardeners and administrators; as well as a programme to train parents as peer educators and playgroup facilitators working outside formal ECD provision.

The NIP (HSRC 2008: 34) indicated that the following training was targeted at the ECD component of the EPWP:

- 6 500 Level 1 and 8 800 Level 4 learnerships, in partnership with the ETDP SETA.
- 4 500 Grade R teachers under the DoE.

The pace at which this training had started was observed to be slow.

In addition, those who did not qualify for EPWP training were eligible for training in skills programmes from the Department of Labour, provided that ECD sites were verified by the DoE or the Department of Social Development. This latter requirement had been found to be problematic in some provinces.

The NIP recommended that possibilities of distance learning, satellite campuses and increased allocations for learnerships and skills programmes in remote and underserviced areas be considered, in the light of uneven training supply.

Funding

The nationwide audit indicated sources of income per site type per province. The detailed tables can be found in the audit report itself (DoE 2001a: 59–155). Funding sources included: courses fees; fundraising; Department of Welfare; DoE; donor funding; Department of Health; local authorities; private sector grants; and ‘other’.

The nationwide audit indicated that the bulk of training providers’ income is from trainee fees.

The average cost to the service provider of ECD training was reported (SAQA 2007) to vary considerably across the country: Level 1 – R8 000, Level 4 – R12 000 and Level 5 – R15 000 per practitioner (2007: 13). Between 2% and 5% of the costs of NGO training were said to be paid directly by the practitioner, with the bulk covered by donor funds. Reports (HSRC 2008: 39) indicate furthermore that the cost allocation obtained by providers for delivery of learnerships is often insufficient to cover the costs of travelling necessary for conducting workplace assessments, particularly in rural areas where distances are great.

According to SAQA (2007), challenges experienced at ECD sites with respect to skills development processes include a lack of information and understanding about the skills development processes, structures and legislation, many needing explanation to be provided in mother tongue. Employers are required to manage the payment of learner allowances; keep effective administrative records of workplace learning; ensure that learners are supervised and that on-the-job assessments are conducted; release learners for off-the-job training; and ensure that learners are advised on terms and conditions of employment and workplace policies and procedures (SAQA 2007: 15).

With income at many ECD sites restricted exclusively to the very low fees received from parents, a training budget is not feasible, and so training that does take place is that subsidised by an NGO or a learnership funded by the ETDP SETA. Practitioners who do not receive such funding are prevented from entering programmes by inability to meet the costs of study, learning materials or requisite travel.

In 2005–06 there were approximately 340 practitioners receiving learnership grants of R520 per month for the Level 4 Certificate in ECD from the ETDP SETA. From September 2006 learnership grants were offered for 150 Level 4 practitioner-learners and 150 Level 5 trainers to complete the Level 5 National Diploma in ECD.

The NIP indicated that while the DoE had responsibility for funding the schooling component of ECD (Grades R–3), under the EPWP ECD initiative funding for ECD practitioner training was provided by the Department of Labour supported by the Business Trust Expanded Public Works Support Programme. The beneficiaries of training were unemployed people and volunteers, and training consisted of skills programmes and learnerships leading towards qualification. In the period 2006–07, a total of 1 870 learners started ECD-related training through the EPWP, including skills programmes and learnerships funded by the Departments of Labour and Education (DPW 2009: 107).

Graduations within the EPWP's ECD focus seem mostly to have been for achievement of the National Certificate at Level 4. The EPWP report for Year 5 (1 April 2008–31 March 2009) indicated the following provincial expenditure and creation of work opportunities for the period (DPW 2009: 222-225):

EPWP programme name	No. of projects	2008/09 allocated project budget	Expenditure (1 April 2008–31 March 2009)	Person-years of work including training (1 April 2008–31 March 2009)	Person-years of training (1 April 2008–31 March 2009)
EC – ECD (DoE)	1	R27 million	R21 million	591.30	34.78
NC – ECD (Department of Social Development)	16	R1 237 500	R1 237 500	118.67	18.46
NC – ECD (DoE)	4	R474 000	R473 500	32.97	10.30
WC – ECD (Department of Social Development)	17	R50 860 600	R19 262 008	51.45	0.33
WC – ECD (DoE)	10	R24 876 000	R5 640 184	190.74	0.40

EPWP programme name	No. of projects	2008/09 allocated project budget	Expenditure (1 April 2008–31 March 2009)	Person-years of work including training (1 April 2008–31 March 2009)	Person-years of training (1 April 2008–31 March 2009)
FS – ECD (Department of Social Development)	226	R19 129 128	R19 129 128	197.93	73.57
MP – ECD (DoE)	194	R11 872 800	R11 872 800	503.56	
LP – ECD (DoE)	1 341	R9 925 500	R9 913 500	653.44	70.43
KZN – ECD (DoE)	24	R21 058 500	R20 872 998	602.37	144.97
NW – ECD (Department of Social Development)	292	R54 239 521	R26 176 013	628.26	3.00
NW – ECD (DoE)	104	R13 512 000	R8 778 571	158.59	27.00

Notes:

- Expenditure in some cases is actual expenditure and in other cases transferred funds to provinces and implementing bodies.
- A work opportunity is paid work created for an individual for any period of time. The same individual can be employed on different projects and each period of employment will be counted as a work opportunity.
- One person-year of work is equal to 230 paid working days including paid training days. One training day equates to at least seven hours of formal training. The wages paid out to employees on EPWP projects have been calculated by multiplying the minimum wage rate by the employment period.
- There is a large variation of average daily wages in the social sector across provinces, from R9–R300.
- Gauteng did not report on ECD in the province.

The NIP (HSRC 2008) indicated that although the training done through the EPWP was making a huge impact, it still fell significantly short of satisfying the requirements in the sector. It should be noted that pursuit of high targets for job creation in this initiative favour expansion of coverage against increasing the value of service provision, which would be addressed through provision of in-service training for practitioners already employed in ECD.

Since 2001 (HSRC 2008: 33) government funding had included 4 500 Level 4 training opportunities through conditional grants, 200 learnerships at Levels 4 and 5 funded by the ETDP SETA's discretionary funds and 1 500 ECD Level 4 learnerships funded through the Department of Labour's Sakhisizwe Project of the National Skills Fund. ETDP SETA learnerships were said to be continuing but on a smaller scale.

Training through the EPWP learnerships was hampered 'because the funding was insufficient to allow for enough training time and site support time to do justice to the courses' (SAIDE 2010: 15). The programmes were further criticised for admitting people who were more interested in obtaining the stipend than in the studies, without screening applicants for suitability to the required level of learning, and quality assuring providers with regard to issues of assessment and site support. The suggestion was made that being run through the Department of Labour the EPWP emphasises skills training rather than a balance of theory and skills, and that channelling this funding through SETAs and higher education institutions would be more likely to ensure quality training, and thus promote the value of the ECD field (SAIDE 2010).

A difficulty in funding for ECD, as with teacher development in other bands, is that the mechanism through which National Treasury allocations for ECD are transferred to provinces does not necessarily result in the funds being used for ECD, since the provinces have discretion to spend as they choose (HSRC 2008). Planning and budgeting were further complicated by very poor data availability, leading to the impossibility of tracking ECD spending in provincial reporting systems at the time of the research.

Budgetary allocations to ECD (within the EPWP) and Grade R over the three-year period from 2008–11 were as follows:

PEDs	Split on system priorities	2008/09	2009/10	2010/11	Total
		R'000	R'000	R'000	R'000
ECED	**Grade R**	92 952	151 073	334 583	578 608
ECED	**ECD (EPWP)**	12 689	36 337	81 017	130 043
ECED	**Overall total**	105 641	187 410	415 600	708 652
FSED	**Grade R**	36 797	59 805	132 452	229 054
FSED	**ECD (EPWP)**	5 023	14 385	32 072	51 480
FSED	**Overall total**	41 820	74 190	164 524	280 535
GDE	**Grade R**	96 911	157 507	348 833	603 251
GDE	**ECD (EPWP)**	13 229	37 885	84 468	135 582
GDE	**Overall total**	110 141	195 392	433 301	738 833
KZNED	**Grade R**	127 009	206 424	457 171	790 605
KZNED	**ECD (EPWP)**	17 338	49 651	110 701	177 690
KZNED	**Overall total**	144 347	256 075	567 872	968 295
LED	**Grade R**	76 708	124 670	276 110	477 488
LED	**ECD (EPWP)**	10 471	29 987	66 858	107 316
LED	**Overall total**	87 179	154 657	342 968	584 804
MED	**Grade R**	48 445	78 737	174 379	301 561
MED	**ECD (EPWP)**	6 613	18 938	42 225	67 776
MED	**Overall total**	55 059	97 675	216 604	369 338
NCED	**Grade R**	15 785	25 655	56 820	98 261
NCED	**ECD (EPWP)**	2 155	6 171	13 759	22 084
NCED	**Overall total**	17 940	31 826	70 578	120 345
NWED	**Grade R**	41 020	66 668	147 652	255 341

PEDs	Split on system priorities	2008/09	2009/10	2010/11	Total
NWED	**ECD (EPWP)**	5 600	16 036	35 753	57 388
NWED	**Overall total**	46 620	82 704	183 405	312 729
WCED	**Grade R**	51 672	83 980	185 993	321 645
WCED	**ECD (EPWP)**	7 054	20 200	45 037	72 290
WCED	**Overall total**	58 725	104 180	231 030	393 935
Overall totals	**Grade R**	587 300	954 520	2 113 993	3 655 814
Overall totals	**ECD (EPWP)**	80 172	229 590	511 889	821 651
Overall totals	**Overall total**	667 472	1 184 110	2 625 883	4 477 465

Significant funding has thus been allocated to the development of ECD teachers. However, there are no coherent data, and overall quality and impact are not clearly known.

Recommendations

A number of recommendations have been made in the various documents reviewed in this chapter, and these are summarised in the sections that follow.

Policy

1. While policy identifies ECD as the 0–9 year age group, in practice a split has been created between 0–4/5 and 5/6–9 years. Articulated and coherent policy is needed to support ECD, with mechanisms for aligning qualifications and quality assurance among the different bodies responsible for the different sub-frameworks of the NQF. Provision for articulation between ECD programmes and the recognition of prior learning is essential for supporting teachers/ practitioners currently in the system to improve their qualifications (ECD Colloquium 2010).

   Major barriers to effective teaching (lack of relevantly trained, capacitated, experienced and motivated teachers) relate to the failure to accord appropriate importance to Grade R through salary and status sufficient to retain trained teachers in this area (SAIDE 2010: 19). Expansion of training opportunities and sustainability of training inputs must be located within a comprehensive approach to upgrading the ECD sector, with particular attention to determination of minimum salaries for the sector and linking salaries to qualifications and responsibility.

2. The importance of the community development component to the work done with young children and their families has been commended, and some recommendations were made that this should be carried through all ECD programmes at all levels right up to the BEd (SAIDE 2010: 16).

3. The strategy related to the Grade R project should be more clearly articulated, with soundness of programmes prioritised over integration into the schooling system to enable more appropriate phasing. Policy and strategy levers must be carefully considered in order that they may be used to achieve the strategic goal (National Treasury report 2008, quoted in SAIDE 2010: 25).

Implementation of universal access to Grade R should be phased (National Treasury report 2008, quoted in SAIDE 2010: 25), with reference to the following suggestions:

- Build on existing provision, strengthening and improving what is already in place.
- Establish quality criteria, including indicators and measures, that enable both schools and ECD centres to self-assess, and which can be used for monitoring and evaluation at provincial and national levels.

4. Continued and expanded public funding for ECD training should (HSRC 2008: 54):
   - Take account of both pre-service training (including the NCV ECD specialisations and other initial training aimed at newcomers to the sector) and in-service training;
   - Extend training opportunities to practitioners working on community education and outreach programmes, especially the child development worker category;
   - Recognise the critical nature of leadership and management training at all levels of government, provision and delivery; and
   - Make subsidies for recognition of prior learning available in order to make this a viable training option.

5. The supply of and access to training provision for different types of ECD practitioners should be increased (HSRC 2008: 55)
   - Possibilities of distance learning, satellite campuses and increased allocations for learnerships and skills programmes in remote and underserviced areas should be considered, particularly with a view to increasing access to qualifications at Level 5 and above. Consideration should be given to encouraging more FET colleges to offer NCV ECD programmes, and expanding these programmes to Level 5.
   - Take-up of degrees and post-graduate studies in ECD should be encouraged through the offering of incentives.

Partnerships

6. A popular idea emerging from research was for NGOs and FET colleges to partner with higher education institutions to strengthen training at and beyond Level 5, particularly with regard to practical components. Cooperation to this end would include the need for collaborative design of qualifications across the different quality assurance bodies (HEQC, Umalusi and the QCTO) to facilitate articulation between programmes and institutions. The relationship among vocational, professional and academic strands of teacher education would need attention (SAIDE 2010: 16).

Qualifications and programmes

7. Vertical progression from Levels 4 and 5 into higher education qualifications at Level 6 and 7 needs urgently to be addressed. The Grade R research report (SAIDE 2010: 15) echoed this concern, with respondents who had studied at ECD Level 5 reporting difficulties in continuing with studies or getting employment as Grade R teachers in public schools. ECD Level 4 without a Grade 12 as well was not recognised by PEDs, which limited access to Level 5 qualifications.

   In the development of a career path for ECD, with practitioners qualified with the ECD Level 4 unit standards and the Level 5 ECD higher certificate or diploma (or equivalent) going on to a cognate Level 6 diploma for Grade R followed by a BEd with cognate specialisation, consideration should be given to the following (SAIDE 2010: 30):
   - The lack of Level 6 practitioner qualifications in ECD specifically.
   - The need to articulate between different levels, and between vocational and professional training.
   - Whether learnerships and skills programmes are packaged to address the needs.

- Enabling/ facilitating collaborative, inter-sectoral standard-setting processes for ECD.
- Allowing for alternative routes to accommodate the diverse target audience in ECD.
- Introducing teaching assistants.
- Including community components in teacher education. The recommended ECD pathway can begin with or include community development practitioners. This can help to facilitate real partnerships among families, communities, teachers and schools.
- Developing recognition of prior learning processes, perhaps centralised, to facilitate easier movement through pathways.

8. Grade R must be perceived as being part of the 0–9 continuum, although requiring a very different type of structure to formal schooling environments. Perceptions of Grade R and the role it plays must be rigorously addressed. The importance of structured play in a quality Grade R class, expected methodologies, and measures and indicators that can be used to judge the quality of provision must be clearly set out by the DoE (National Treasury report 2008, quoted in SAIDE 2010: 25).

9. The development of quality programmes for the continuum of EDC qualifications is essential. Among suggestions on possible content of such programmes, the SAIDE research report also highlighted mentored teaching practice in classrooms as a critical component that should be built into programme development (SAIDE 2010: 32). A number of ways of implementing this were proposed, including site visits by service providers, supportive coaching by district Grade R facilitators in collaboration with field workers from NGOs, support visits among teachers in clusters, and mentoring by appropriately trained senior or head teachers within public schools. In addition a range of opportunities to see and practise best teaching should be provided.

   Recommendations were made for a period of carefully planned, post-training on-site support of the same nature as that built into teaching practice.

10. The focus in CPD should be on appropriate teaching methodology, in particular methodologies supporting learning through play, links to the NCS, home language and second language literacy instruction, and literacy development (SAIDE 2010: 33).

11. Strategy related to use of home language in schools must be clarified, with more explanation to parents of its importance, and increased provision of appropriate materials and preparation of practitioners for what is effectively a multi-lingual environment. Practitioners must not be left unsupported to cope with this complex situation (National Treasury report 2008, quoted in SAIDE 2010: 25).

Monitoring and support

12. Quality criteria must be established, including indicators and measures that enable both schools and ECD centres to self-assess, and which can be used for monitoring and evaluation at provincial and national levels (National Treasury report 2008, quoted in SAIDE 2010: 25).

13. Quality assurance of training provision should monitor the availability of bridging programmes to enable learners to cope with the demands of ECD training at different levels, especially the lower levels, and particularly with respect to instruction in home languages, given that language and literacy present a key challenge at all levels of training (HSRC 2008: 55).

14. A collaborative approach to both monitoring and support, as well as to qualifications, standard-setting and programme development, is seen as vital (SAIDE 2010: 30). District personnel should be seen to work closely

with service providers in all areas of their work, incorporating the development of departmental Grade R facilitators into the monitoring and support programmes where necessary. Ongoing monitoring and support should be provided to ECD services by multi-sectoral teams or by provincial and local government monitoring staff trained to recognise all the components of a quality ECD service rather than just those components for which their department is seen to be accountable.

An important component of monitoring and support is the development of partnerships between schools and parents/ caregivers, leading to real support for informal learning at home and in the community.

15. In addition, competent support and monitoring systems should incorporate strengthening of the following:
    - The relationship between the service providers and district officials, so that Level 4 training and support can go hand in hand, but without either party encroaching upon the other's mandate.
    - The district ECD officials' mandate and ability to visit schools for support and monitoring purposes (time and transport set aside to do this on a very regular basis).
    - The school's ability to incorporate and manage the Reception Year programme competently.
    - The Foundation Phase personnel's competence in delivering not only a 'school-readiness' programme but also a 'child-readiness' and 'learning-readiness' programme for each child.

16. ECD cannot be addressed separately from Grade R and the Foundation Phase, but communication, cooperation, teamwork, support and supervision among teachers at all of these levels is necessary in order to provide appropriate support for children at all of these levels. This could be facilitated by Grade R facilitators in the department, if appropriate capacity was built (SAIDE 2010: 17).

17. Provision of safe, secure premises for Grade R, with stably run nutrition programmes, and support and monitoring systems in place at school and classroom levels presents the major issue (ECED 2009: 91, quoted in SAIDE 2010: 24).

Access

18. Access to ECD training programmes must be considered on a number of levels (SAIDE 2010: 13), including:
    - Access to the language;
    - Access to the learning process through appropriate methodologies;
    - Access in terms of funding;
    - Access in terms of level in relation to prior knowledge, including fundamentals and academic literacy; and
    - Access in terms of progression and articulation.

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Appendix B: Early childhood development qualification providers

- The providers listed here are those registered on the SAQA website as accredited providers of the qualifications.
- Under each qualification the private providers, NGOs and CBOs are indicated first, followed by the list of public FET colleges.
- Providers listed against the qualifications in the ETDP SETA database who do not appear in the SAQA statement of the qualification have been listed together at the end (this only applies to the National Diploma Early Childhood).
- Those providers who are ***actually offering the qualifications*** according to SAQA and the ETDP SETA information as at June 2009 are indicated in bold (unconfirmed source, June 2009).

Providers accredited to offer the Basic Certificate: Early Childhood Development (Level 1)

Private providers, NGOs and CBOs:
Accreditation & Training Services
Boitumelo Training & Resource Centre
Compass Academy of Learning
De Hart Training cc t/a Tswelopele Trading
Develo cc
Ebenezer Training House for Early Learning
EDUTAK Pre-school Training and Development
Headstart/ECD projects
Hlanganani Pre-school Association
Khulakahle Centre
Khululeka Community Education Centre
Klein Karoo Resource Centre
Learning for All Trust
Lesedi Educare Association
Little Seeds Training
New Beginnings Training and Development Organisation
Ntataise
Peddie Development Centre
Pineridge training centre cc t/a Kids Paradise Training Centre
Qondisa Education and Training Project
SANTS College
Sine Themba Ngabantu Training
Sithuthukile Trust
Siyathuthuka Nursery School
Takatso Educare Training and Development Services
The College of Modern Montessori
The Port Elizabeth Early Learning Centre
Training and Resources in Early Education (TREE)
World Wide Education Providers (Pty) Ltd
Woz'obona Early Childhood Community Service Group

***Public FET colleges*:**
Central Metropole Public FET College – Cape Campus
Goldfields FET College – Tosa Campus
Northlink College – Tygerberg Campus
South Cape Public FET College – Oudtshoorn Campus
Vuselela FET College – Potchefstroom Campus

Providers accredited to offer the Further Education and Training Certificate: Early Childhood Development (Level 4, 140 credits)

Private providers, NGOs and CBOs:
Barcor Learn to Earn cc
Bopaditshaba Community Project
De Hart Training cc t/a Tswelopele Trading
Develo cc
Gwala Training Services
Institute of Training and Education for Capacity Building
Isibani Soluntu Development Trust
Khanyisa Gavu Trading cc
Klein Karoo Resource Centre
MTL Training and Projects
New Beginnings Training and Development Organisation
Noni Community Development
Professional Child Care College
Read Educational Trust
SANTS College
Spotru Training Centre
Takatso Educare Training and Development Services
Teachers Learning Centre cc
Thukakgaladi Integrated Development Project
Training and Resources in Early Education (TREE)
Tshepang Educare Trust

Public FET colleges:
Central Metropole Public FET College – Cape Campus
Northern Cape Urban College: Kimberley Campus
Orbit FET College – Rustenburg Campus

Providers accredited to offer the National Certificate: Early Childhood Development (Level 4)

Private providers, NGOs and CBOs:
ASHA Training and Development Trust
Basadi Pele Foundation
Boitumelo Training & Resource Centre
Bopaditshaba Community Project
Centre for Early Childhood Development

Compass Academy of Learning
Custoda Trust
De Hart Training cc t/a Tswelopele Trading
Early Learning Resource Unit (ELRU)
Ebenezer Training House for Early Learning
EDUTAK Pre-school Training and Development
Faranang Business And Training Solutions Pty Ltd
Grassroots Adult Education and Training Trust
Headstart Mercy Montessori Training
Headstart/ECD projects
Hlanganani Pre-school Association
Institute of Training and Education for Capacity Building
Isamon Integrated
Khululeka Community Education Centre
Klein Karoo Resource Centre
Learning for All Trust
Lesedi Educare Association
Little Seeds Training
Masakane Trust
Masikhule Early Childhood Development Centre
Natal Early Learning Resource Unit (NELRU)
New Beginnings Training and Development Organisation
Ntataise
Osizweni Community Development Centre
Peddie Development Centre
Pedra Business Administrators cc
Pineridge Training Centre cc t/a Kids Paradise Training Centre
Play with a Purpose Educational Trust
Professional Child Care College
Regional Educare Council
Safe and Sound Learning Association
SANTS College
Sithuthukile Trust
Siyathuthuka Nursery School
South African Congress for Early Childhood Development
Sustainability Institute Trust
Takatso Educare Training and Development Services
The College of Modern Montessori
The Port Elizabeth Early Learning Centre
Thukakgaladi Integrated Development Project
Thusanang Trust
Tlharihani Training Centre
Training and Resources in Early Education (TREE)
Tshepang Educare Trust
Wonderkids Montessori Training Centre
World Wide Education Providers (Pty) Ltd
Woz'obona Early Childhood Community Service Group

Public FET colleges:
Central Metropole Public FET College – Cape Campus
Goldfields FET College – Tosa Campus
Northern Cape Urban College – Kimberley Campus
Northlink College – Tygerberg Campus
Rural Public FET College – Kathu Campus
South Cape Public FET College – Oudtshoorn Campus
Tshwane South College for FET
Vuselela FET College – Potchefstroom Campus

Providers accredited to offer the Higher Certificate: ECD (Level 5)

Private providers, NGOs and CBOs:
Boitumelo Training & Resource Centre
Caversham Education Trust
Centre for Early Childhood Development
Custoda Trust
Early Learning Resource Unit (ELRU)
Klein Karoo Resource Centre
Pineridge Training Centre cc t/a Kids Paradise Training Centre
Professional Child Care College
SANTS College
Sustainability Institute Trust
The Port Elizabeth Early Learning Centre
Tlharihani Training Centre
Wonderkids Montessori Training Centre
World Wide Education Providers (Pty) Ltd

Public FET colleges:
Central Metropole Public FET College – Cape Campus
Ekurhuleni West Public FET College – Germiston Campus
Goldfields FET College – Tosa Campus
Northlink College – Tygerberg Campus
Rural Public FET College – Kathu Campus
South Cape Public FET College – Oudtshoorn Campus
Tshwane South College for FET
Vuselela FET College – Potchefstroom Campus

Providers accredited to offer the National Diploma Early Childhood (Level 5)

Private providers, NGOs and CBOs:
Academy for Training and Skills Development (ATD)
Accreditation & Training Services
Bopaditshaba Community Project
Compass Academy of Learning

Follow the Child t/a Montessori Centre International
Grassroots Adult Education and Training Trust
Gwala Training Services
HDPSA
Headstart Mercy Montessori Training
Klein Karoo Resource Centre
Little Seeds Training
Montessori Academy Teacher Training
Pineridge Training Centre cc t/a Kids Paradise Training Centre
Sustainability Institute Trust
The College of Modern Montessori
Wonderkids Montessori Training Centre

Public FET colleges:
Central Metropole Public FET College – Cape Campus
Ekurhuleni West Public FET College – Germiston Campus
Goldfields FET College – Tosa Campus
Rural Public FET College – Kathu Campus
South Cape Public FET College – Oudtshoorn Campus
Tshwane South College for FET
Vuselela FET College – Potchefstroom Campus

Additional providers of the National Diploma that are not included in SAQA lists but are listed by the ETDP SETA as accredited providers:
Rhodes University
Early Learning Foundation Montessori Teacher Training
Iscariota trading Enterprises cc
Mochochonono Training Solutions cc
Nkosinathi Training Centre – Quality Assured
Stratecor
Boland College
Coastal KZN FET College
Nkangala FET College – Middelburg Campus
Northlink FET College – Parow Campus
Vhutshila Skills Development Services

11. Provincial teacher development institutes and education resource centres: An overview

This chapter summarises the main findings of two recent surveys of and research into district-level institutional arrangements for the provision of teacher education and development in South Africa. The surveys investigated how many public Teacher Development Institutes (TDIs) and Education Resource Centres (ERCs) exist in each province, together with their available facilities and staff. This has been supplemented with information arising from an evaluation conducted by the South African Institute for Distance Education (SAIDE) of a Media in Education Trust Africa project to establish ERCs and associated school clusters in the KwaZulu-Natal (KZN) and North West (NW) Provinces (SAIDE 2009a, 2009b), and a report prepared by SAIDE for the DoE (SAIDE 2010). This chapter does not include information on teacher support centres that are known to exist but that are sponsored by various businesses. Further research needs to be done to gain a full picture of all the centres operating across the country.

Table 1 indicates the numbers of TDIs and ERCs in each province. TDIs and ERCs carry out much the same functions – namely, providing an accessible, physical space for educators, education officials and community members to meet, engage in professional development, access certain facilities and disseminate information – although with the following important differences: TDIs are provincially run, and usually much larger and have more physical space, staff and facilities than ERCs. TDIs are often used as spaces where actual courses are offered for groups of teachers from across the provinces. ERCs operate at the district level. Apart from providing photocopying, faxing and typing services and distributing official departmental circulars, these institutes and centres act for the most part as conduits for teacher and community development programmes offered by PEDs, other government departments, higher education institutions, unions and private providers.

Table 1: Teacher development institutes and education resource centres per province

Province	No. of TDIs	No. of ERCs	Total
Eastern Cape	1	6	7
Free State	0	8 *	8
Gauteng	-	-	-
KwaZulu-Natal	1	9	10
Limpopo	1	0	1
Mpumalanga	0	13 **	13
North West	0	33	33
Northern Cape	0	2	2
Western Cape	1	-	1
Total	4	71	75

Notes: All figures in Table 1 are minimums. '-' = no data received. Questionnaires were sent to all provinces, but several returns were incomplete and no data were received from Gauteng. In addition, telephonic interviews were conducted, but many provinces were busy reviewing and revising their structures. The figures obtained from questionnaires and telephonic interviews agree, except for the Eastern Cape, where they found six and 26 ERCs, respectively. SAIDE

findings agree with the figures for NW (SAIDE 2009b), but suggest that KZN had plans for as many as 120 ERCs, though not all of these currently exist or are functional (SAIDE 2009a).

* This figure does not include Boitjhorisong ERC, which is owned by SASOL rather than FSED.
** This figure does not include Mondi Science ERC, which is not owned by the MPED.

While most TDIs have more than one campus, there are few of them. On the other hand, ERCs are generally well distributed in districts across the provinces (albeit usually located in or near cities or towns). Both TDIs and ERCs consist of one or more offices and meeting rooms, together with a computer room (often with dozens of computers), a laboratory and/or a library; some even boast residence or hostel facilities. All are run by centre managers (who are often deputy chief education specialists) usually assisted by one, and occasionally by more than one, administrative support, ICT and/or library staff member.

Nevertheless, there are wide variations, particularly in ERC facilities, between and within provinces. For example, in KZN in 2009 almost all ERCs had computers, printers and photocopiers, two-thirds had Internet connectivity, and half had telephones; but in NW fewer than half of all ERCs had computers and printers, only 15% had photocopiers and Internet connectivity, and none had telephones.

Accessible, adequately resourced and well-managed TDIs and ERCs with sufficient functional space have a potentially pivotal role to play in supporting and developing educators and schools. They can play an equally important role in community development (computer literacy programmes are the most common form of training on offer). Courses and materials for professional teacher and whole school development, adapted where necessary to fit particular school contexts and types of learners, could be developed as open educational resources (i.e. materials - often in digital format – that are licensed to be freely used and distributed for teaching, learning and research purposes), and then shared and delivered nationally via TDIs and ERCs. These courses should naturally be targeted at specific areas of need (learning areas, subjects and phases) and should be developed through collaborative partnerships and communities of practice involving dedicated teacher educators assisted by expert writers and developers.

A number of general findings and recommendations regarding TDIs and ERCs can be made:

- While TDIs and ERCs carry out much the same functions, the fact that the former have more space, greater capacity and potentially more staff and resources often means that TDIs – where they exist – are more closely connected to and driven by larger-scale provincial teacher development initiatives, while ERCs, due to their locations, are tied to smaller-scale district- and school-level initiatives. In turn this means that TDIs more easily lend themselves to implementing, supporting and monitoring national policy plans at the provincial level, while ERCs are better suited to carrying out similar functions but at the local level and especially at the point of primary interface with schools and educators.
- To assure and enhance their education development roles, it is important for ERCs, in particular, to be established in proximity to and in support of distinct and manageable clusters of schools. These schools will themselves require internally established teacher development support teams headed by trained coordinators. School support teams should assist in identifying and relaying educators' and schools' developmental needs to district and provincial structures.
- ERC coordinators' roles should include establishing partnerships with local NGOs, CBOs, government departments and business people to respond to broader education needs as well. They should also seek to provide care and support to vulnerable learners, in particular (such as through counselling; providing school uniforms and other clothing, food parcels, and assistance in obtaining social grants; and encouraging the development of school gardens).
- Regular and centralised monitoring and oversight of TDIs and ERCs is of paramount importance, and this ought to emanate from a single, dedicated directorate at provincial level, working in partnership with other

directorates, and firmly aligned with national policy initiatives.

- TDI and ERC manager posts need to be filled with trained personnel of good standing in the community.
- Small and efficient TDI and ERC management committees, whose purpose is to advise and support institute or centre managers, need to be established and to meet regularly.
- Provincial education policies and norms and standards defining the duties, legal status, accountability and financing of TDIs and ERCs and of their managers, staff and management committees need to be developed.
- The kinds of programmes, services and partnerships offered via TDIs and ERCs need to be regularised, expanded and quality assured.
- Individual schools need to be shown the advantages of operating as clusters and in conjunction with ERCs, and relevant school staff need to be provided with the skills and the time to manage collaborative activities properly.
- Funding for TDIs and ERCs ought to be similar in form to 'ring-fenced' national departmental conditional grants.

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12. Teacher development support structures

Introduction

Drawing on and extending the Ten Point Programme developed during 2008 in the wake of growing concerns about the condition and effectiveness of the public education system in the country, the document titled *Government's Programme of Action for 2009* identified education as a key priority over the next five years (GCIS 2009; Bloch 2009). As part of a broader and multi-pronged campaign, efforts are being made to:

- Strengthen teacher development, by improving coordination and the provision of resources;
- Strengthen provincial, district and school management and capacity;
- Improve national–provincial alignment and the efficiency of education expenditure; and
- Phase in a process of measurable improvements.

In this light, and in accordance with the mandate of the Teacher Development Summit of mid-2009, this chapter examines the existing structures that support teacher development; identifies problems, blockages or issues in relation to these existing structures; investigates the location of teacher development responsibility in the former DoE and now in the DBE and DHET; investigates how to strengthen these departments' capability to coordinate and bring coherence to teacher development activities; and seeks to contribute to a plan that can improve coherence across the system and streamline responsibilities for teacher development (ELRC 2009).

The DBE has finalised *Guidelines on the Organisation, Roles and Responsibilities of Education Districts* (DBE 2011), and the guidelines have been approved by the CEM. The intention is to finalise the guidelines as a policy document in 2011/12. The guidelines document provides a 'national framework for the organisation of districts and outlines the delegated powers, roles and responsibilities of district officials for the institutions within their care' (DBE 2011: 5). These guidelines and the policy that will follow them will obviously have implications for teacher development support measures at district level.

Current situation

Teacher development support efforts are currently being hampered by problems of staffing, capacity and training, including the following:

- Many posts at district level remain unfilled, including those of curriculum managers and subject advisors.
- Many education districts are responsible for too many schools and as a result cannot provide effective services to them.
- Many existing staff members at both provincial and district levels lack the skills (including subject advisory, leadership and management, and financial skills), and/or have not been sufficiently trained, to be able to support schools and their teachers.
- Most schools lack the requisite support from subject advisors, especially but not only in the critical subjects of mathematics, science and languages.
- Relationships between schools and teachers, on the one hand, and district and circuit officials, on the other, are still affected by the inspectorial legacy of the past.

While not the only factors affecting the poor performance of teachers and the underachievement of learners in schools, the disparities between provinces and the lack and sometimes complete absence of subject advisors at district level contribute to the educational malaise. For example, in the Butterworth district of the Eastern Cape

in 2008 there were only two subject advisors, for English first additional language and for life orientation, and its Grade 12 learners achieved only a 36.78% pass rate. By comparison, in the Tshwane South district of Gauteng in 2008, subject advisors were available for all subjects, including more than one advisor for mathematics and physical science, and its Grade 12 learners achieved a 83.11% pass rate (DBE 2010: 6–7).

Differences between provinces and districts with regard to the number of learners and of schools naturally influence their respective needs for development support and the training of departmental staff. In addition, most districts are under-resourced, to a greater or lesser extent, with regard to furniture and equipment, conference and storage rooms, motor vehicles, and ICT connectivity and equipment. In some instances, motor vehicles are available but are not in working order and there are insufficient funds to repair them.

Not least, the poor coordination of teacher development support efforts, functions and linkages, at and among national, provincial, district and school levels, makes it especially difficult for identified shortages of staff, infrastructure, capacity and appropriate skill levels to be addressed. For example, the DoE's strategic plan for 2009–13 shows that teacher development activities occur in 13 different directorates (DoE 2009).[1] Differences in structures and functions related to teacher development support are preventing seamless and cohesive interactions between one level and the next. Teacher development functions are simultaneously divided among and duplicated across a range of branches and chief directorates and sub-directorates at both national and provincial levels, including HR, curriculum services, continuing professional teacher development, institutional development, rural education, initial professional education of teacher and others.

Of particular concern is the uncertain location of CPD functions across teacher development, curriculum services and HRD units in national and provincial education departments, which has resulted in a blurring of functions. These units appear to work in silos, with a duplication of their support activities and a lack of coordination between their respective interventions. To give just one example, the subject advisory staff and functions at the Ikhwezi Institute in KwaZulu-Natal appear to be exactly duplicated with those of the Education Service Delivery Management branch in the province. The broad function of both the teacher development and curriculum structural arrangements is to provide support to schools and teachers, and thus it is essential that their specific respective functions and responsibilities be clarified, so that they can operate in ways that are more cooperative, collaborative and unified.

At the national level, the primary purpose of the Chief Directorate: Teacher Education and Development in the former DoE was to to develop and monitor the implementation of policy, systems and programmes so as to ensure quality training of and support to teachers. Within that brief, its functions included the following:

- Developing and overseeing the implementation of the National Policy Framework for Teacher Education and Development to ensure quality preparation of and support to teachers.
- Guiding the development of a multi-year teacher education strategy.
- Guiding and overseeing the development of programmes for the training and support of teachers in critical and scarce skills areas.
- Ensuring the development of a range of offerings for teacher education to meet the needs of the system.
- Liaising with and supporting higher education institutions in their provision of teacher education programmes.
- Monitoring the impact of teacher education programmes on the quality of learning outcomes.
- Evaluating university teacher education programmes and qualifications for recognition for employment in education purposes.
- Evaluating individual qualifications for employment in education purposes, and assigning REQV levels.
- Attracting and supporting appropriately qualified and competent teachers at all levels, with special focus on scarce skills.
- Monitoring and evaluating programme delivery by higher education institutions.

1 Teacher development activities planned for delivery in 2009/10, across national directorates, are indicated in the appendix to this chapter.

The Continuing Professional Teacher Development Directorate, which fell within the ambit of the Chief Directorate: Teacher Education and Development, focused on the following:

- Developing and supporting the implementation of a strategy for the continuing development of all practising teachers.
- Ensuring the availability of quality programmes for all practising teachers in all contexts, towards equity in the system, and monitoring their implementation.
- Providing guidance and overseeing the development of sufficient quality programmes to support teachers in scarce skills areas.
- Driving and managing programmes to ensure all practising teachers have the necessary qualifications.
- Monitoring the impact of CPD programmes on learning achievement.

The formation of the DBE and the DHET has had implications for teacher education and development functions at the national level. The DHET, through the Chief Directorate: Teacher Education, located in the Universities branch, is responsible for supporting the higher education system, which provides qualification programmes for prospective and practising teachers. The DBE, through the Chief Directorate: Teacher Education, located in the Teachers, Education Human Resources and Institutional Development Branch, is responsible for ensuring that sufficient people are attracted to become teachers in areas where teachers are needed, and for supporting practising teachers in their further development.

At the provincial level, the core functions of subject advisory services usually include the following:

- Orient and train teachers.
- Support teachers on learning area/ learning programme/ subject content.
- Develop and distribute relevant curriculum materials.
- Provide teachers with effective on-site support.
- Assist teachers in curriculum planning and delivery.
- Promote professional development of teachers.
- Establish and maintain curriculum structures.
- Develop effective communication strategies.
- Establish and maintain relevant statistical databases.
- Monitor and evaluate curriculum programmes.
- Develop and implement work plans and work plan agreements in accordance with national guidelines.

By listing these functions it becomes possible to perceive not only how some functions might be unnecessarily duplicated, but also where opportunities exist for greater cooperation among such structures and functions, and where the pooling of resources and capacity can redound to the benefit of teachers and schools, and make national education planning more effective. For example, one of the critical tasks of the former national Chief Directorate: Teacher Education and Development was ‘to guide and oversee the development of programmes for the training and support of teachers in critical and scarce skills areas’. This function could be brought into closer relation to the functions associated with subject advisors. Second, it can be seen how subject advisors are supposed to ‘monitor and evaluate curriculum programmes’, while at the same time teacher education personnel are being expected to ‘monitor the impact of teacher education programmes on the quality of learning outcomes’.

As a key part of streamlining teacher education and development at the national level, functions within and across all branches, directorates and levels need to be better and more coherently guided and coordinated. This will enable the establishment of a baseline of requisite support for teacher development in provinces, districts and schools. Such guidance should be based on functions, rather than on the implementing structures.

The conceptualisation of, and policy development around, teacher education and development priorities for the most part take place at the national level. The resulting implementation of teacher education and development activities, however, takes place primarily under the auspices of PEDs and at the district level. It is thus essential that there be a clear and direct line of communication from the national level through the provinces to the district level, and back again. It is also important for the Teacher Education component in the DHET to communicate directly with higher education institutions, so that, in conjunction with information received from the provinces, it can better facilitate both initial teacher education and qualification-based CPD, and appropriately address teachers' curriculum and other development needs.

This will also permit closer cooperation with structures such as the ETDP SETA. The curriculum and development needs of teachers, which emerge through the IQMS processes, feed into Workplace Skills Plans (WSPs), which are used by the ETDP SETA to develop Sector Skills Plans to respond to the development needs of teachers. These plans and the research that underpins them should inform the kind of skills programmes (short courses) as well as qualifications-based programmes that need to be made available for teachers. This implies better coordination and cooperation among the DBE, the DHET, the provinces, the ETDP SETA and the higher education institutions in planning for the provision of teacher development programmes.

It is of the utmost importance that all overlapping structures and functions at national, provincial, district and school levels be identified and pulled together so that resources and personnel can be freed up and effectively utilised, and ultimately so that the entire education system can work together better for a common cause.

Roles, responsibilities and functions of education district and circuit offices proposed in the *Guidelines on the Organisation, Roles and Responsibilities of Education Districts*

The immediate interface between teacher development support structures, functions and personnel, on the one hand, and the teachers and schools they are intended to support, on the other, is the education district, itself divided into circuits headed by circuit managers. The document *Guidelines on the Organisation, Roles and Responsibilities of Education Districts* (DBE 2011) provides a framework for the organisation of education districts. According to the guidelines, 'an education district is the sub-structure of a Provincial Education Department immediately below the provincial head office. A district office receives devolved management authority from a PED in the form of delegations, and is accountable to the PED for the execution of its functions' (DBE 2011: 11).

An education district is a geographic area within a province, demarcated by the MEC for Education, which has headquarters in a district office, and which is headed by a district director. Where possible and educationally appropriate, education districts are to be aligned with municipal boundaries. Districts may be divided into circuits headed by a circuit manager and headquartered in a circuit office.

Education district offices are expected to fulfil three main roles: a support role; an accountability role; and a public information role. *Support* involves providing an enabling environment and support for schools; assisting principals and educators to improve the quality of teaching and learning; serving as an information node for schools and facilitating ICT connectivity; and providing an enabling environment for the professional development of educators and administrative staff. *Accountability* involves holding schools to account for their performance, and accounting to the PED for such performance as well as with regard to performance agreements and relevant policies. *Public information* involves informing and consulting with the public in an open manner, and upholding the principles of *Batho Pele* in dealings with the public.

The guidelines propose a 'team' structure for district offices. The following template is provided (DBE 2001: 19):

- District Curriculum Support Team, which has the following functions:
  - Curriculum management, development and support, including management of learning and inclusive education.
  - Professional development of educators.
- District Management Support Team, which has the following functions:
  - Institutional management, development and support.
  - Monitoring and evaluating the performance of schools.
  - ICT for e-education and administrative support.
- District Learner Support Team, which has the following function:
  - Education specialised programmes.
- District Operations Team, which has the following functions:
  - EMIS.
  - Human resources.
  - Financial and supply chain services.

Teacher development issues cross-cut the work of most of the teams, but the core team responsible for teacher development will be the District Curriculum Support Team.

The basket of education services that district offices, circuit offices and their staff are required to deliver are described in Annexure 2 of the guidelines document (DBE 2001). Specifically, in relation to teacher development, the services include the following:

- Assist educators to identify, assess and meet the needs of learners (DBE 2001: 28).
- Identify the needs of clients (educators, learners and others) (DBE 2001: 30).
- Maintain a database of learner/ educator needs e.g. professional development needs of educators (DBE 2001: 31).
- Provide curriculum guidance and support and learning area and subject advisory services to all teachers in order to improve teaching and learning (DBE 2001: 31).
- Assess professional development needs by using questionnaires, informal methods and development appraisal (DBE 2001: 32).
- Support/ plan staff development activities based on needs and which are congruent with the principles and values of the applicable policy frameworks and plans (DBE 2001: 32).
- Continue to implement and participate in staff development plans (DBE 2001: 32).
- Evaluate success/ problems of staff development programmes in terms of the goals of the institutions/ department (DBE 2001: 32).
- Assess support needs for capacity building of principals, SGBs and SMTs (DBE 2001: 32).
- Provide support for professional growth of educators within an appraisal programme (DBE 2001: 33).
- Participate in agreed educator appraisal processes in order to review their professional practices regularly (DBE 2001: 33).
- Manage and consolidate the School Development Plans (SDPs) into District Development Plans (DDPs) and use these to inform and give context to provincial department strategic plans (DBE 2001: 35).
- Handle selection, appointment, induction and management of school personnel (DBE 2001: 35)
- Support teachers in effectively delivering the curriculum in the classroom.
- Support teachers in strengthening their content knowledge.

In order to ensure effective service delivery to schools, the guidelines document proposes national norms for the size of education districts and circuits:

- An education district area should comprise no more than 10 education circuits.
- An education circuit office should be responsible for no more than 30 schools, with the proviso that no PED should exceed an average of 250 schools per district, and that the average number of public schools in a circuit should not exceed 25. (DBE 2011: 16)

The guidelines document (DBE 2011) does not set specific norms for staffing district offices, but proposes specific principles that must be taken into account to establish a model for post provisioning in district offices:

- Staff must be distributed equitably to ensure effective delivery of essential services to all schools.
- Contextual factors that impact differently on different districts must be taken into account.
- The post-provisioning model must incorporate the norms governing the sizes of districts and offices.
- Staffing needs must relate to the number of learners, teachers and/or schools to be served, and weighted according to the distances that officials need to travel to schools and the extent to which schools serving poor communities need additional support to ensure quality education (2011: 23–25).

Recommendations

In the short term, or as a transitional arrangement, and depending on the availability of funds, provinces could do the following:

- Reorganise or redeploy existing excess staff, subject to relevant labour laws, if they are deemed competent and personal circumstances allow, to provide the much-needed subject advisors at no additional cost, if such organisation would improve support to schools. To this end, consideration could be given to redeploying competent managerial staff with no staff to manage, as subject advisors.
- Ensure that curriculum services and teacher development structures pool capacity and work collaboratively to meet their broad function of providing support to teachers and schools, and also strengthen their support capacity in locations close to schools and in the districts.
- Employ additional staff using funds created through reprioritising existing budgets in individual departments where such need cannot be satisfied internally.
- Appoint, initially on two-year contracts, recently retired teachers with a good track record in the key subjects to support teachers.
- Make better use of the 'excess' teachers currently in the system by redeploying them as subject advisors, subject to relevant labour laws, if they are deemed competent and personal circumstances allow.
- Arrange capacity-building/ training sessions for subject advisors.

In the medium to long term, it will be important to do the following:

- Develop job descriptions and performance plans for subject advisors.
- Develop clear line-function roles and specify core responsibilities for all education officials involved in teacher development support.
- Clearly differentiate between a subject advisory role and an inspectorial role.
- Further develop and clarify the distinction between, and develop closer synergy between, teacher development and curriculum support, at all levels and across the country.
- Ensure that the *Guidelines on the Organisation, Roles and Responsibilities of Education Districts* (DBE 2010) are implemented effectively to ensure effective support to teachers.

Finally, it will be useful to conduct further research into the following:

- The precise current location of teacher development and support functions at national and provincial levels, with an eye to reorganising these and other functions essential to implementing national planning around teacher development and providing the kind of quality support necessary for quality education.
- The possibility of standardising organograms across provinces, and streamlining them for improved linkages to the national departments.
- Developing strategies to incentivise teachers in order to retain their services in the profession.
- The extent to which inadequate levels of teacher development support may be contributing to teacher mobility out of those districts with poor teacher development capacity, and possibly out of the profession.

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Appendix C: Teacher development activities planned for delivery in 2009/10, across national directorates

Directorate	Teacher development activities	DoE 2009*
Early Childhood Development (ECD)	• An additional 4 500 practitioners in registered ECD sites are trained in ECD at Level 4. • All schools receive professional support for effective implementation of curriculum, with an emphasis on literacy and numeracy. • The training and payment of stipends to practitioners in ECD sites is managed.	p. 53 p. 142
District Development	Professional capacity-building programme is developed and 300 district officials are trained.	p. 55
Systemic Evaluation	Primary schools teachers are provided with tools and training on the Early Grade Reading Assessment (EGRA).	p. 56
Whole School Evaluation (WSE)	New WSE supervisors are trained in evaluating schools and preparing schools for school self-evaluation.	p. 56
FET Schools, Curriculum and Innovation	• Teachers attend training on new content in their respective subjects. • There is ongoing teacher development in line with the NPFTED.	p. 61
FET Schools, Mathematics and Science Training (MST)	Teacher training in mathematics and science is continued.	p. 61
FET Colleges	Lecturer development is implemented in line with the NPFTED.	p. 64
Adult Education and Training	There is practitioner development for a restructured adult education system.	p. 76
Educator Performance Management and Development	Training is provided to provincial officials on the refined instrument and moderation tool. Implementation is subjected to evaluation.	p. 136
Rural Education	• Training of 200 educators in multi-grade teaching is facilitated and monitored in the Eastern Cape and the Northern Cape. • 200 teachers and 35 district officials are trained in ICT in the Eastern Cape and the Northern Cape.	p. 166
National School Nutrition Programme (NSNP)	Training workshops are conducted to strengthen implementation of the programme in the Eastern Cape, the Free State and North West.	p. 169
Adult Literacy	All supervisors and volunteer educators are trained in the use of materials.	p. 173
Education Management and Governance (EMG)	School leadership capacity is developed primarily through support of an ACE (School Leadership and Management)	

Note: * Page references in this column refer to DoE (2009) *Strategic Plan 2009–2013 and Operational Plans for 2009–2010*. Pretoria: DoE.

13. Teacher education and development functions in national and provincial education departments

Introduction

In order to 'develop coherent, cooperative and streamlined structures and credible capacity for teacher development and support within a national framework which integrates all aspects of teacher education and development', as stated in the Teacher Development Summit Declaration (ELRC 2009: 1), the task of investigating the location of teacher development functions and responsibilities in the national and provincial departments of education has been identified as relevant. The focus of this chapter is thus on the location and organisation of teacher development at national and provincial levels.

The methodology involved an analysis of the published organograms of national and provincial departments, where these were available, combined with telephonic interviews with members of provincial teacher development staff in order to gain insights into the ways in which the organograms functioned in practice with respect to teacher education and development, and to gather suggestions for improving or streamlining teacher education and development functions.

The chapter begins with an overview of the national departmental structures and then focuses on each of the provincial structures.

Teacher education and development functions at the national level

In April 2009 a decision was made at the political level to split the national Department of Education (DoE) into two new national departments of education: the Department of Basic Education (DBE) and the Department of Higher Education and Training (DHET). The DBE would be responsible for the schooling system and the DHET for the post-school system. During 2009 the DoE continued to function and in April 2010 the two new departments were formally constituted. In what follows, the structure of the former DoE as it was before the split is presented first, followed by the provisional structures of the two new departments at the time of the split. Specifically, teacher education and development was a function that was split across the two new national departments.

(Former) national Department of Education (DoE)

Functions related to the provision of education, training and support to educators were located in a number of branches of the former national DoE, as indicated below:

Branch: General Education and Training (Branch G)

- *Chief Directorate: Teacher Education and Development*
  - *Directorate: Continuing Professional Teacher Development* (with its purpose stated as being to 'provide leadership and support to the development and implementation of a quality continuous professional development and support strategy').
  - *Directorate: Initial Professional Education of Teachers* (with its purpose stated as being to 'provide leadership and support for the development and implementation of a quality initial teacher education strategy'.
- *Chief Directorate: Institutional Development*
  - *Directorate: District Development* (functions included 'develop district capacity development programmes').

- *Directorate: School Management and Governance:*
  - *Sub-directorate: Education Governance Development* (purpose included 'develop a governance capacity development programme').
  - *Sub-directorate: Education Management Development* (purpose included 'develop an education management programme').
- *Chief Directorate: GET Curriculum and Assessment*
  - *Directorate: GET schools* (functions included 'render curriculum support and leadership to provincial GET curriculum units').
  - *Directorate: ECD* (functions included 'supporting the development of practitioners in registered ECD sites to complete training in ECD to Level 4').
- *Chief Directorate: Quality Promotion and Assurance*
  - *Directorate: Whole School Evaluation* (functions included 'enhance capacity of supervisors to use WSE reports to develop improvement plans').

Branch: Further Education and Training (Branch F)

- *Chief Directorate: FET College Programmes, Qualifications and Institutional Support* (functions included 'facilitate management support to and the provision of capacity support to public FET college governance structures; facilitate development programmes to support college personnel').
  - *Directorate: Policy, Planning and Institutional Support* (functions included 'provide management and governance support to public FET colleges; identify critical management and governance skills for human resource development in the FET sector').
  - *Directorate: Programmes and Qualifications* (functions included 'provide support in advocating, understanding and implementing NC(V) curricula offered by FET Colleges; provide support for internal and external assessment of NC(V) programmes').
- *Chief Directorate: FET Schools*
  - *Directorate: School Curriculum* (functions included 'equip educators and managers with knowledge and skills to effectively deliver mathematics, science, technology education programmes').

Branch: System Planning and Monitoring (Branch P)

- *Chief Directorate: Education Human Resources Management*
  - *Directorate: Educator Performance and Management Development* (functions included 'to provide support to the PED in implementing teacher performance appraisal and development systems through the integrated quality management system [IQMS]; to coordinate skills development activities in public education').

Branch: Social and School Enrichment (Branch S)

- *Chief Directorate: Equity in Education*
  - *Directorate: Gender Equity* (functions included 'supporting teachers to promote gender equity').
  - *Directorate: Race and Values in Education* (functions included 'ensuring that all teacher development programmes prepare teachers to teach in a manner that promotes anti-discrimination and dignity of all').

In this structure, Branches G, F, P and S all included functions related to teacher/ educator development, training and support. Branches G and F both included a focus on curriculum, educators and institutions. Branch P included the focus on the skills development plans of provinces in isolation from the teacher development functions in Branch G and the teacher support functions in the other branches. It should be noted that the focus on initial teacher education was concentrated in one chief directorate and directorate in Branch G, whereas policies and programmes relating to the continuing training and skills development of educators employed in the system were spread across various directorates and branches. Functions related to FET college lecturer education and development were concentrated in one directorate in Branch F.

Department of Basic Education (DBE)

Preliminary drafts of the organogram for the national DBE indicate the following locations for aspects of teacher education, development and support:

Branch: Curriculum Policy, Support and Monitoring

- *Chief Directorate: Curriculum Implementation and Monitoring* (functions include 'manage the support and monitoring of curriculum implementation for early childhood development, for school education and for learners with special needs').
  - *Directorate: School Curriculum, Senior and FET* (functions include 'provide professional support for teachers in curriculum implementation').
  - *Directorate: School Curriculum Foundation and Intermediate* (functions include 'provide professional support for teachers in curriculum implementation').
- *Chief Directorate: Curriculum and Quality Enhancement Programmes* (functions include 'develop and implement interventions to support improvement of learner performance in the system').
  - *Directorate: Children and Youth Literacy* (functions include 'produce guidelines on the effective teaching and support of learners with significant literacy difficulties; provide guidance and advice for principals on how leadership and management of schools can support the teaching of reading').
  - *Directorate: Quality Improvement and Development Support* (functions include 'support provinces in the development and implementation of multi-year programmes of action; monitor implementation and provide the necessary support').
  - *Directorate: Curriculum Innovation* (functions include 'equip educators and managers with knowledge and skills to integrate ICT into management, teaching and learning activities').
  - *Directorate: Foundations of Learning and Dinaledi Support* (functions include 'monitor and support the implementation of quality literacy and numeracy teaching and learning').
- *Chief Directorate: National Curriculum Institute* (purpose includes research and develop policy, programmes and systems for schools, ECD and for learners with special learning needs within an inclusive education framework).

Branch: Teachers, Education Human Resources and Institutional Development

- *Chief Directorate: Education and Human Resources Management* (functions include 'manage educator performance evaluation and facilitate serving educator development needs').
  - *Directorate: Educator Performance and Management Development* (functions include 'provide support to the PED in implementing teacher performance appraisal and development systems through the integrated quality management system [IQMS]; coordinate skills development activities in public education').
- *Chief Directorate: Institutional Development* (functions include 'developing education management and governance capacity').
  - *Directorate: School Management and Governance* (functions include 'develop a governance capacity development programme to ensure quality of governance at all levels of education, including student governance').
  - *Directorate: District Development* (functions include 'develop district capacity development programmes; assist education departments at district level to develop and implement programmes and systems to improve and support their service delivery [including the sharing of best practices']).
  - *Directorate: Whole School Evaluation* (functions include 'enhance capacity of supervisors to use WSE reports to develop improvement plans').
- *Chief Directorate: Teacher Education* (functions include 'develop and oversee the implementation of a National Policy Framework for Teacher Education and Development to ensure quality education and support to teachers;

guide and oversee the development of programmes for the training and support of teachers in critical and scarce skills areas').

- *Directorate: Continuing Professional Teacher Development* (functions include 'develop and support the implementation of a strategy for the continuous development of all practising teachers; ensure the availability of quality development programmes for all teachers in all contexts towards equity in the system and monitor their implementation; provide guidance and oversee the development of sufficient quality programmes to support teachers in scarce skills areas').
- *Directorate: Initial Professional Education of Teachers (IPET)* (functions include 'develop and support the implementation of a strategy for recruiting and supporting the initial professional education of teachers, including the effective management of the Funza Lushaka Bursary Scheme').

Branch: Planning, Quality Assessment and Monitoring and Evaluation.

- The Chief Directorate for NEEDU will be placed in this branch, to conduct independent evaluations on the needs of schools and teachers.

Branch: Social Responsibility and Auxiliary Services (Branch S)

- *Chief Directorate: Social Inclusion and Mobilisation in Education*
  - *Directorate: School Safety and Enrichment Programmes* (functions include 'research and analyse teacher needs with reference to music, the arts and sport').

It should be noted that the preliminary structure is more or less a 'cut and paste' from the previous DoE organisational structure and functions. The new DBE structure attempts to streamline all issues related to curriculum support for teachers into one branch and all issues related to teachers, system structures and education human resources processes into another branch. Teacher education and development, institutional development and educator performance management functions are thus located together in one branch, separate from curriculum support. The recruitment and retention of teachers, including the management of the Funza Lushaka Bursary Scheme and the teacher recruitment campaign, are located in this branch.

Department of Higher Education and Training (DHET)

Preliminary drafts of the organogram for the national DHET indicate the following locations for aspects of teacher education, development and support:

Branch: Vocational and Continuing Education and Training (VCET)

- *Chief Directorate: Planning and Institutional Support* (purpose is to develop and maintain policies and systems to monitor and support effective and efficient teaching and learning in FET colleges, as institutional bases for broadening post-school education and training opportunities for the youth and adults. This includes provision of management and governance support).
- *Chief Directorate: Programmes and Qualifications* (functions include monitoring and support of programme delivery at FET colleges).
  - *Directorate: FET Curriculum Development and Support* (functions include the provision of support in advocating, understanding and implementing vocational education and training programmes offered in FET colleges, and the training and support of lecturers to ensure a skilled and capable college workforce).

Branch: University Education

- *Chief Directorate: Teacher Education* (purpose is to develop and monitor the implementation of policy, systems and programmes to ensure quality training and support to teachers). Functions include the following:
  - *Directorate: Continuing Professional Teacher Development* (purpose is to provide leadership and support to the development and implementation of a quality continuing professional development and support strategy).
  - *Directorate: Initial Teacher Education* (purpose is to provide leadership and support to the implementation of a quality initial teacher education strategy).

It is noted that the functions that were within the DoE organogram were 'cut and pasted' across into the preliminary DHET organogram as an interim measure. With respect to the FET colleges and Adult Education and Training (AET) the functions have remained fairly stable, as the whole of the chief directorates and directorates were taken into the DHET and located in the VCET branch. However, in the case of the Chief Directorate: Teacher Education, there was a split in both functions and personnel between the DHET and DBE, and therefore what is shown here does not reflect the actual structure and work of the new chief directorate in the DHET.

The organisational structure and functions of the DHET, which also includes Skills Development and SETAs (which were moved from the Department of Labour), are still under construction. In terms of teacher education, the function within the DHET is focused on the teacher production system, as one component of the core business of the university education system, for which the department is required to provide strategic direction and regulation. Its work in this respect is focused on developing and strengthening faculties of education in universities to ensure the production of sufficient teachers/ lecturers/ practitioners for all education subsystems, including the pre-school (ECD 0–4), school (Grades R–12; all types of schools) and post-school (colleges, adult education centres and universities) systems.

Teacher education and development functions at the provincial level

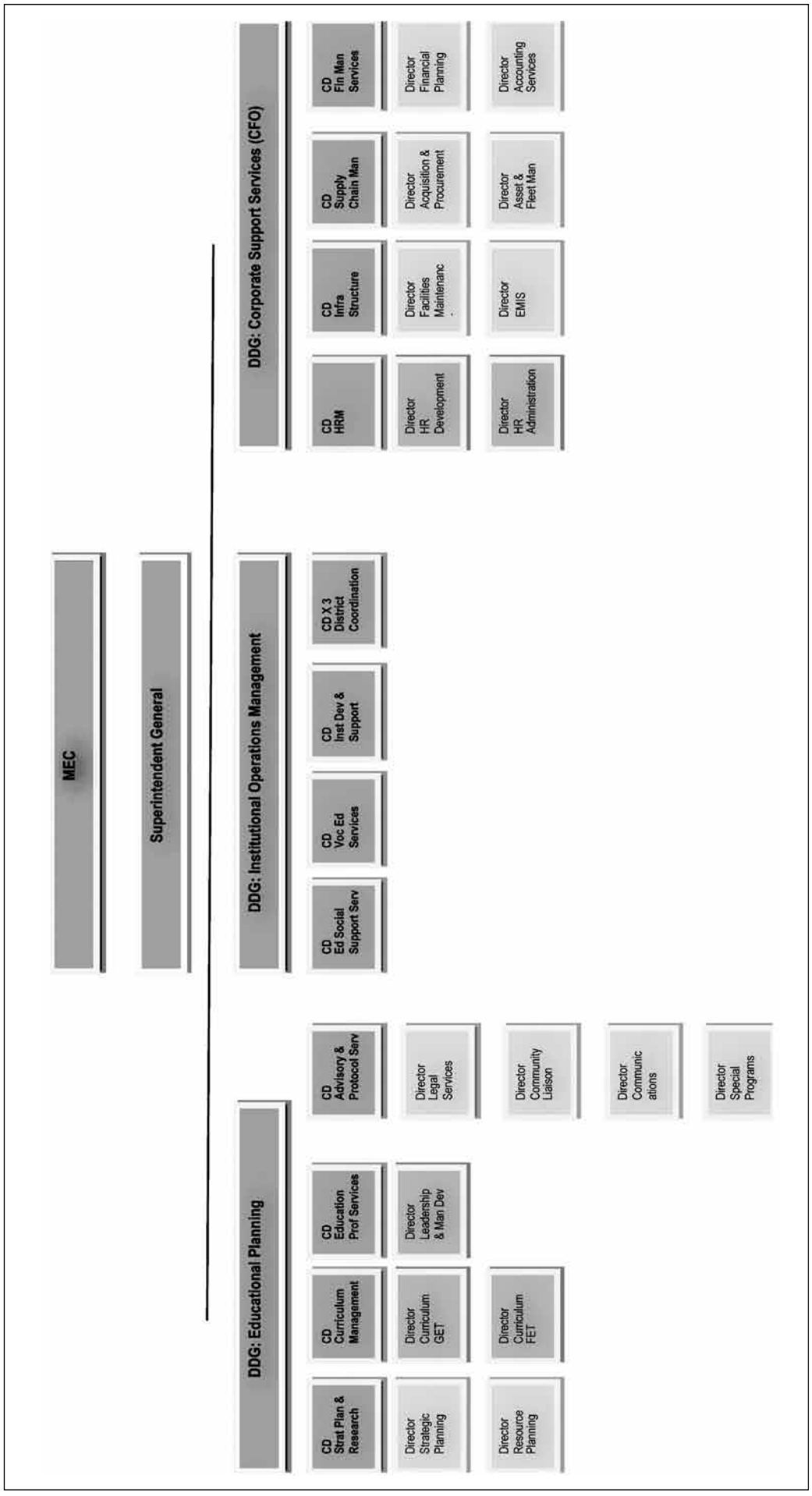
The remainder of this chapter focuses on the organisational structures related to teacher development and support functions in the PEDs. Each province is considered separately.

The report on each province provides an outline of the organisational structure[1] and then proceeds to answer the following questions:

- How does the PED organisational structure function in practice?
- Does the PED have any education resource centres and if so what is their role and how are they related to other teacher education and development structures and functions?
- How can PED teacher education and development structures be improved or streamlined so as best to meet teachers' and schools' needs?

1 In some cases an organogram was not available as a diagram or list and therefore has not been included in that section.

The organisational structure of the Eastern Cape Education Department (ECED) at the time this information was collected is shown in the following diagram (DoE 2009):



The ECED organogram is currently being reviewed, with the terrain being contested.[2] The existing organogram has six directorates that include teacher development responsibilities, located in four chief directorates across three branches. Three of the directorates (dealing with Curriculum, and with Leadership and Management Development) are located in the *Educational Planning* branch, two (dealing with Human Resource Development and Planning) in the *Corporate Support Services* branch, and one (dealing with the IQMS) in the remaining branch, *Institutional Operations Management*.

How does the ECED organisational structure function in practice?

The PED organogram (ECED 2006) indicates that two of the four chief directorates of the *Educational Planning* branch include functions related to teacher development, although it is not currently specified as such in any of the directorates. Instead, the directorates for ECD/ GET, and for FET/ ABET curriculum within the *Curriculum Management Chief Directorate* each include sub-directorates called *Professional Development & Support (PDS)*.

Each of these sub-directorates is staffed with one Chief Education Specialist (CES), one administrative officer and two administrative clerks. In addition, the GET/ ECD Sub-directorate has one Deputy Chief Education Specialist, or DCES, for each phase (Foundation and ECD, Intermediate and Senior), and the FET and ABET Directorate has two DCESs, one for ABET/ FET college programmes, and one for FET programmes. The other two sub-directorates in each of these directorates deal with curriculum planning in the respective phases.

Professional Development and Support in GET has responsibility for all upgrading programmes for teachers. These include the following:

- All NDPE programmes.
- Most ACE programmes, including ACEs for mathematics, science and technology and arts and culture for English language teaching, and for mathematics.
- An English second language teaching course for Senior Phase teachers, which is not accredited.

Professional Development and Support in FET only has one English Second Language (ESL) teaching course being run every year. This sub-directorate is understaffed, having only one staff member appointed, whereas there are four staff members in the GET Sub-directorate.

In addition to the ECD/ GET and FET/ ABET Directorates, the *Curriculum Management Chief Directorate* includes a *Directorate: Tele-collaborative Learning,* with one of its four sub-directorates being the *Library Technology and Multi-media Information Services,* providing the locus of management of the approximately 26 resource centres, which are distributed throughout every district in the province.[3] The sub-directorate is staffed with one CES coordinator, one DCES for each of GET/ ECD and ABET/ FET/ FET colleges, two librarians and two library assistants, as well as administrative staff.

The resource centres function more like libraries than training centres. They are equipped with learning support materials developed in the Curriculum section, such as lesson plans, work schedules and content gap materials. The staff of the resource centres meet often within the chief directorate.

Within the same branch as the above, but in the *Chief Directorate: Education Professional Services,* is the *Directorate: Leadership and Management Development Programmes*, which has responsibility for facilitating professional development programmes through the *Institute for Educational Leadership and Management*, as well as sub-directorates for *Professional Training and Curriculum Development Programmes* and *Generic Training and*

2 Telephonic communication, Director: Curriculum ECD & GET Programmes, ECED, February 2010.

3 Telephonic communication, Director: Curriculum ECD & GET Programmes, ECED, February 2010.

Developmental Programmes.

The *Education Leadership and Management Institute* has three campuses, located at Mthatha, East London and Algoa (DoE 2010), and has responsibility for all CPD training programmes. The institute is staffed with professional staff in the form of curriculum implementers, as well as administrative staff. Currently institute staff attend all national meetings for the development of the SACE CPTD Management System and are involved in the pilot implementation.[4] The sphere of responsibility of the institute includes SMT training, and training related to under-performing schools (of which there are reportedly 494 in the province). The institute will also take over the training of non-professional staff, but since it operates on a skeleton staff, this is likely to be outsourced, with supervision by the institute staff.

Staffing in the above sub-directorates is as follows (ECED 2006):

- *Sub-directorate*: *Professional Training and Curriculum Development Programmes:*
  - One DCES training coordinator for each of GET and ECD bands.
  - One DCES for educational management.
  - Three Senior Education Specialists (SESs) who are cluster training coordinators.
- *Sub-directorate: Generic Training and Developmental Programmes:*
  - One DCES training coordinator for generic programmes.
  - One assistant director training coordinator for ICT and office administration.
  - One SES for school administration and provisioning.

While all of the above fall within the *Educational Planning* branch, the *Chief Directorate: Human Resource Management* is one of the four chief directorates in the *Corporate Support Services* branch, and includes in its specified functions the 'managing of the rendering of human resources development services'. This function is attended to primarily through the *Human Resource Development Directorate*, which has the responsibility for the CPD system, and includes in its functions:

- The rendering of human resources development services.
- Generic in-service training for all employees.
- Management of performance assessments and incentive systems.
- Management of the skills development programme and the Skills Levy, as required by law.

The Exco of the Skills Development Committee works with HRD in all 23 districts to service the District Improvement Plans (DIPs).[5] All work in this regard is captured in the WSPs. Bursaries are provided from these funds for both initial teacher education and training and CPD, although the emphasis is on the latter. The Skills Development Committee is thus a key coordinating mechanism between HRD and curriculum management.

The *Human Resource Development Directorate* addresses its functions through its director and four sub-directorates, one of which is the *Sub-directorate: Skills Development and Training, Learnerships and Bursaries*. However, another sub-directorate in this directorate addresses *IQMS Administration: Post Evaluation*, which links to functions of the *Directorate: Institutional Management and Development and IQMS*, located in the *Institutional Operations Management* branch.

The *Directorate: Institutional Management and Development and IQMS* is tasked with ensuring the implementation of the IQMS and monitoring of all schools, thus providing the basis for performance management and development based on identified needs. The IQMS sub-directorate is staffed with one CES, three DCESs and three SES staff members.

4 Telephonic communication, Director: Curriculum ECD & GET Programmes, ECED, February 2010.

5 Telephonic communication, Director: Curriculum ECD & GET Programmes, ECED, February 2010.

From the above it is clear that teacher development components are located in each of the three branches of the organogram. Indications are[6] that the thrust of the current organogram review is for HRD to be located in the Institute for Educational Leadership and Management, together with all other teacher development functions. This would appear to be a favourable consolidation of teacher development functions.

How can ECED teacher education and development structures be improved or streamlined so as best to meet teachers' and schools' needs?

Suggestions made from within the province[7] for improving or streamlining ECED structures so as best to meet teachers' and schools' needs include the following:

- The situation described above was thought to be a significant improvement on its predecessor; however, a new organogram is in the process of development. Current efforts for reviewing the organograms are directed at setting up structures that ensure cooperation between *HRD* and the *Educational Planning* branch.
- A shift towards the establishment of a dedicated unit tasked with all teacher development programmes appears to be under way, with *Human Resource Development* and *Institutional Development and Support* moving together.
- Promoting teacher development from the current sub-directorate location to directorate level would also constitute an improvement.

Free State Education Department (FSED)

How does the FSED organisational structure function in practice?

There is no dedicated teacher development directorate in the Free State Education Department (FSED) organogram, but two of the five chief directorates are directly involved in teacher development. These are *Chief Directorate: Curriculum and Professional Support*, and *Chief Directorate: Human Resource Development and Support*. The former is concerned with support and training related to the curriculum, while the latter offers training related to the Skills Levy.

Elements of teacher development and support would also appear to be located in the *Chief Directorate: District Management and Institutional Development and Support*, which includes in its functions the coordination and support of management, governance and institutional development activities.

Within these chief directorates, the following directorates are involved in teacher development, through their listed functions:

- *Curriculum Services (FET)*: providing curriculum support for language and humanities, and for science and technology; providing support for the implementation of learning programmes in FET in schools, including Learners with Special Education Needs.
- *e-Education*: providing support for the development of educators; increasing access to and use of learning and teaching resources through education resource centres.
- *Organisation Human Resource Development (OHRD)*: ensuring optimal development of the potential of all employees through training and development.
- *Curriculum (GET)*: developing curriculum for GET and ECD; providing support for the implementation of learning programmes in GET and ECD.

6 Telephonic communication, Director: Curriculum ECD & GET Programmes, ECED, February 2010.

7 Telephonic communication, Director: Curriculum ECD & GET Programmes, ECED, February 2010.

The *Directorate: Curriculum Services (FET)* is staffed with a director and administrative staff, and comprises four sub-directorates, two of which are responsible for ensuring curriculum support in schools and are staffed as follows:

- *Language and Humanities* (to ensure curriculum support and delivery in schools): one CES, eight DCESs, three SESs and one coordinator.
- *Maths, Science and Technology*: one CES, seven DCESs, two SESs, one coordinator and administrative support.

Almost all staff have a teaching background, but staffing has been problematic in that there are many long-standing vacancies, particularly in the districts in subject advisor posts, which hampers delivery.[8]

There is some collaboration across directorates.

Training offered reportedly consists mainly of short courses based on needs analyses conducted at the schools as part of the WSP processes, and offered through service providers who consult with the department. For example, a memorandum of understanding was concluded with UNISA for the offering of teacher development in mathematics and science. The *Curriculum Directorate* identifies teachers for training, and recruits them into programmes and more recently had been working with the *OHRD Directorate*.

Although representation on national and other teacher committees is usually only through the person of the *Director: Curriculum Services (FET)*, inputs from both *HRD* and *Curriculum* are obtained in order that the work covers the broader scope.

Does the FSED have any education resource centres and if so what is their role and how are they related to other teacher education and development structures and functions?

Although the province has no teacher development institute, there are nine Education Resource Centres (ERCs) distributed across the province (DBE 2010). There have reportedly[9] been a number of changes with respect to the management of these, and currently their day-to-day management is located in the districts, with their coordinator located in the *Chief Directorate: District Management and Institutional Development and Support*.

Although there is no formal structure, relevant directorates collaborate with respect to the use of the resource centres for teacher development purposes.

The ERCs were reported to operate like training centres and function as training venues, although all but one appear to be staffed only by a manager and administrative and support staff. Staffing to the appropriate level has been challenging, and to date the centres have been thinly staffed.

In addition to use by the PED, providers using the centres include government agencies such as the Public Administration Leadership and Management Academy, Office of the Premier, local government, FET colleges, University of the Free State, School-Net, South African Institute of Chartered Accountants, publishing companies, private providers and others (DBE 2010).

The range of facilities in the ERCs is fairly extensive, with the numbers of training rooms ranging from three to 24, and provision of computer facilities, libraries, laboratory facilities and the like. Schools use the centres for laboratory work and IT training.

8 Telephonic communication, Chief Director: FET band, FSED, March 2010.

9 Telephonic communication, Chief Director: FET band, FSED, March 2010.

How can the FSED teacher education and development structures be improved or streamlined so as best to meet teachers' and schools' needs?

Suggestions from within the province for improving or streamlining FSED structures so as best to meet teachers' and schools' needs include the following:

- It was recommended that the HRD section be transformed into a dedicated teacher development directorate that collaborates with the Curriculum division. Proposals to this effect have been submitted through the organogram review process.
- Separation of educator staff and non-educator staff HR issues would enable a stronger focus on education, the core business of the PED.

Gauteng Department of Education (GDE)

Teacher development is located in the *Directorate: Human Resource Development* in the GDE organogram (DoE 2009). This directorate is divided into six sub-directorates, with work focus and staffing as follows:

- *Sub-directorate: Development Support* (one CES – Post Level 5 [PL5], three DCESs – PL4, one First Education Specialist, or FES – PL3, and one assistant director):
  - Foundation Phase support is located in this sub-directorate.
  - It deals with the implementation of the SACE CPTD Management System.
  - Work focus includes the training of school-based CS personnel.
  - Work focus includes Teacher Development Centres.
  - Work focus includes the National Teacher Awards (NTA).
- *Sub-directorate: Teaching and Institutional Training* (one CES, seven DCESs, four assistant directors):
  - The focus is on curriculum content training of FET.
  - It addresses both teacher development and support, and institutional support.

The above two sub-directorates have responsibility for teacher development.

- *Sub-directorate: Bursary Allocation and Policy* (one CES, two DCESs, one assistant director):
  - The bursary allocation referred to here is not a part of the Skills Development consideration.
- *Sub-directorate: Office Staff Training and Development* (one deputy director, three assistant directors):
  - It is tasked with skills development of school-based staff, and office-based educators (CESs, DCESs and SESs).
  - The manager of this sub-directorate is the GDE Skills Development Facilitator (SDF).

Data related to the teacher development activities of the *Development Support* and *Teaching and Institutional Training Sub-directorates* are included in the reporting provided by the *Sub-directorate: Office Staff Training and Development*.

- *Sub-directorate: Employee Support* (one psychologist – DCES, two social workers – FES, one assistant director HIV/AIDS, and one senior personnel):
  - It deals with development and organisation of workshops addressing social and psychological support for staff.
- *Sub-directorate: Special Projects* (one deputy director, three assistant directors and one assistant director – general manager):
  - It addresses special projects such as disabilities, cultural heritage and others.

How does the GDE organisational structure function in practice?

The *Curriculum Directorate* deals with subject advisors and makes recommendations to the *HRD Directorate* regarding their training, but does not provide training directly, although curriculum support is provided:[10] for example, through workshops addressing the mediation of policy documents emanating from the national education department. Training requirements are submitted to the *HRD Directorate*, which then makes the necessary arrangements, including budgetary considerations. The *HRD Directorate* takes responsibility for that training by means of outsourcing.

Does the GDE have any education resource centres and if so what is their role and how are they related to other teacher education and development structures and functions?

The GDE does have a number of teacher development centres/ institutes; however, information was not provided on how many of these exist, where they are, or what specific resources each has. What is known[11] is that management of teacher development centres is located in the district HRD sections, in the person of one SES reporting to HRD coordinators (DCESs) under the CES HR Management at district office, within the *Sub-directorate: Development Support* of the *Directorate: HRD*. Reports are submitted to HRD in the province.

Teacher development centres function as a central resource or as institutes, where educators receive their training within district offices. Training is provided by district personnel or by community members. One centre provides science and electrical laboratories in which learners may be taught.

Teacher development centres provide computer facilities and computer training opportunities for educators, who are taught by SESs based at the centres. The intention is to locate subject advisors at training centres, although this has not yet happened.

How can the GDE structures be improved or streamlined so as best to meet teachers' and schools' needs?

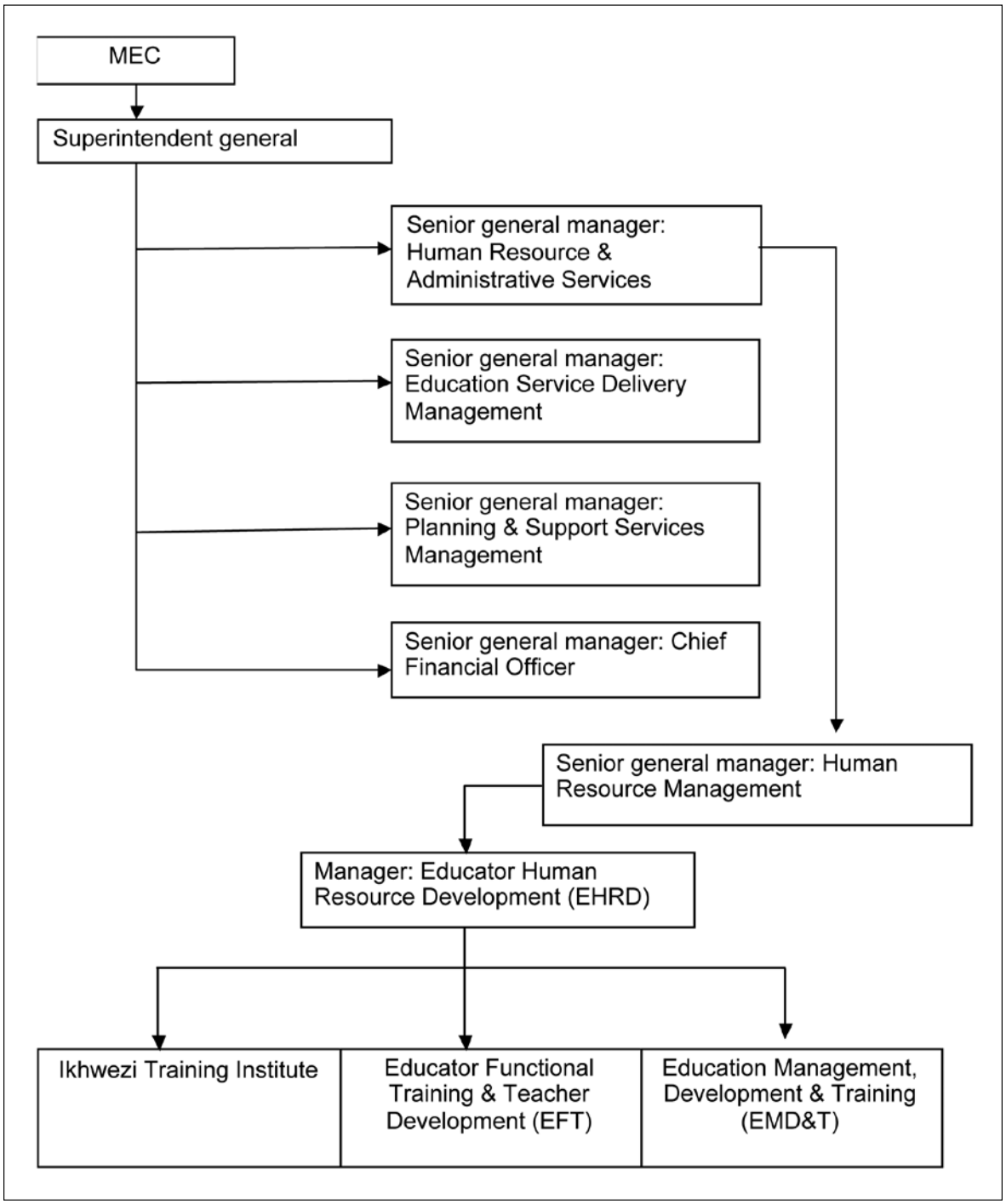
- The interviewee suggested that the load required to be addressed by the *Sub-directorate*: *Development Support* is too broad, and perhaps the NTA and piloting of the SACE CPTD Management System should be shifted elsewhere.
- It was suggested that if teacher development were a directorate on its own it may prove to be more effective than in its current location, where efforts are diluted across all staff of the department.
- Information available to the *Directorate*: *HRD* regarding educators' training needs is less clear than it would be if educators were directly linked to the section providing training. With information regarding educators' training needs being channelled through district personnel there is significant leeway for misunderstanding. Processes need to be streamlined.

10 Telephonic communication, DCES responsible for the CPD system, GDE, March 2010.

11 Telephonic communication, DCES responsible for the CPD system, GDE, March 2010.

KwaZulu-Natal Education Department (KZNED)

The organisational structure of the KwaZulu-Natal Education Department (KZNED) at the time this information was collected is shown in the following diagram (DoE 2009):



How does the KZNED organisational structure function in practice?

In 2004 teacher development functions in the KZN organogram (located in the *Educator Human Resource Development – EHRD* – Directorate) were reportedly[12] moved from the *Education Service Delivery Management* branch (one of four branches) to the *Human Resource and Administrative Services* branch. This new location is felt to

12 Telephonic communication, official responsible for the CPD system, KZNED, February 2010.

be inappropriate, particularly as the structure had been working very well before the change. However, by February 2010 consideration was being given to revisiting the whole organogram to establish synergies of role functions (KZNED 2010).

Currently, teacher development is to be found in the *Educator Human Resource Development (EHRD*) Directorate, located in a branch that is focused on HR staffing issues, including leave, salaries and cases. Meetings are frustrating to the *Educator Functional Training and Teacher Development (EFT) Sub-directorate* staff, who are alone in their focus on professional development and curriculum issues in the branch.

The mislocation is even more problematic in the districts, where it causes much confusion. Core functions of the EHRD sub-directorates are not shared across the *Human Resource and Administrative Services* branch, and there is a strong sense of not belonging, while at the same time these core functions are similar to, or a duplication of, what is happening in the *Education Service Delivery Management* branch. *EFT Sub-directorate* staff feel they need to work cooperatively with subject advisors who are located in the *Education Service Delivery Management* branch; but staff in that section feel that EFT staff are encroaching on their territory and doing work for which they themselves have responsibility.

In addition, the emphasis given to teacher development in the organogram has been reduced from its previous structure as a directorate to the current situation located as one of three sub-directorate units of the *EHRD Directorate*: *Ikhwezi Training Institute*, the *EFT Sub-directorate* and the *Education Management, Development and Training (EMD&T) Sub-directorate*.

At the directorate level, efforts currently target integration within the *EHRD Directorate* and interfacing with other directorates, while analysing interactions between the directorate in the provincial office and in the districts. The purpose of these efforts is to streamline processes.

The in-service education institute (*Ikhwezi Training Institute*) has not been given its full mandate to provide for staff members, nor strategies and channels of communication with which to interact with the *Education Service Delivery Management* branch, despite the province having established the institute as operational. Although the institute is staffed with 14 professional members, including the institute manager, this is not the requisite full staff complement. In addition, the institute needs clear directives regarding how to complement the work of the subject advisors regardless of its location, although the situation is doubly difficult given the current mislocation of teacher development functions. The core functions that Ikhwezi is intended to fulfil include the provision of specialised training and skills on identified needs, such as facilitation, materials development and accredited training; SACE-endorsed professional development activities; and NCS content knowledge. It also develops workshop training materials.

Ikhwezi has coordinators for subjects such as mathematics, science, economic and management sciences, and arts and culture, while in the Education Service Delivery Management branch there are subject advisors in the corresponding subjects. There is no clear mandate or direction as to how Ikhwezi as an in-service education institute should relate to and complement the work of the Education Service Delivery Management branch. In the absence of such guidelines, there is resentment at perceived duplication of processes and work.

Ikhwezi provides support to educators as well as managers, although classroom practitioners are the main focus. The programmes offered by Ikhwezi are accredited by the ETDP SETA. Support targets both content knowledge and general coping strategies and skills. Ikhwezi also drives SACE-related Continuing Professional Teacher Development (CPTD) policy issues and the CPTD pilot for the whole province, working closely with other directorates, especially the EFT sub-directorate.

The *EFT Sub-directorate* is responsible for recruitment and induction of new incumbents, upgrading of un- and under-qualified educators, liaison with higher education institutions, the NTA, and issues related to the Funza Lushaka bursaries. It also works closely with the research unit, houses the HIV/AIDS section, and deals with SACE professional development portfolios and the IQMS.

The *EMD&T Sub-directorate* mainly addresses development of SMTs and principals, in collaboration with the resource centres.

Does the KZNED have any education resource centres and if so what is their role and how are they related to other teacher education and development structures and functions?

Analysis of teacher education and development structures in the KZNED (DoE 2010) indicates that there are nine resource centres in the province. These are placed under the management of the Special Projects section in the Minister's office, rather than within the Curriculum section.[13] They are thus managed from the Minister's office and not integrated into other teacher development responsibilities. There is one director (like a project manager) for all the resource centres. Support for the centres is taken from other directorates when the need arises.

Resource centres themselves are each staffed with a centre manager (one of which is indicated to be a DCES); four of the nine centres have an IT specialist, two have librarians, and the remaining staff members are administrative.

The *EMD&T* unit works very closely with the resource centre managers to capacitate centre managers, SMTs and principals, but official accountability for the resource centres is outside both Education Service Delivery Management and EHRD (the directorate that includes the teacher development function).

Six of the nine centres are used by other providers, including NGOs (Media in Education Trust Africa; Centre for the Advancement of Science and Mathematics Education; Molteno Institute for Language and Literacy; Zenex Foundation; English Language Educational Trust); professional associations (Association for Mathematics Education of South Africa); universities, unions and other government departments (SARS, Department of Health) to offer a variety of support and development programmes and activities. All of the centres provide computer facilities, some more limited than others, with Internet access at all but one. Most centres also have libraries. The range of programmes offered in the different centres includes computer training, HIV/AIDS, ECD, SMT induction, orientation workshops and psycho-social educational issues.

Teacher development programmes that are offered at the centres are reportedly not coordinated.[14] Recommendations were that activities need to be streamlined so that there is coherence among units that drive policy and those that focus on development. The situation in the districts in particular lacks structure, leaving the existing EHRD personnel to address anything and everything related to development, at the expense of a focused strategy for teacher development and support.

It was felt in the Ikhwezi Institute that functional in-service training structures need to be developed, given the inherited challenges of inadequate training that educators received, which have serious implications for delivery of the school curriculum.

13 Telephonic communication, Resource Centres Project Management Assistant, KZNED, March 2010.

14 Telephonic communication, official responsible for the CPD system, KZNED, February 2010.

How can KZNED teacher education and development structures be improved or streamlined so as best to meet teachers' and schools' needs?

Suggestions made from within the province[15] for improving or streamlining KZNED structures so as best to meet teachers' and schools' needs include the following:

- The existing in-service education structure needs to be coordinated, consolidated and linked with district education centres, giving it full staffing capacity and adequate accommodation. Current accommodation is shared with another project that falls outside education, in the Premier's section. A fully fledged structure such as a previous training college would be ideal.
- Clear policy is needed to accommodate short-term, medium-term and long-term in-service training programmes necessary for re-skilling teachers. For example, if teachers are to be taken out of class for a number of days' training in a particular subject, this should be done officially through the provincial structures or policies, so that schools have official notification to find substitutes. The current strategy of taking teachers for a few hours after the school day is not satisfactory.

The importance of streamlining the teacher development processes must be seen with reference to the fact that more that 60% of teachers are not capacitated to handle the curriculum and there are no clear in-service training structures to re-skill them. Many teachers were never trained in arts and culture or in economic and management sciences. There is no balance between the delivery expected of the teachers and their development.

Limpopo Education Department (LED)

How does the LED organisational structure function in practice?

Like other provinces, Limpopo is currently reviewing its organogram. At present teacher development is located primarily in two of the five main branches of the Limpopo Education Department (LED) organogram (LED 2009): *Branch: Corporate Services*, and *Branch: Curriculum Development*, although other branches include aspects of teacher support and development. A description of the main functions related to teacher development across all the branches follows.

The branch *Curriculum Development* provides curriculum support. The branch's purpose is to manage curriculum and professional auxiliary services, which is done through four chief directorates: one for GET, one for FET schools, one for FET colleges and one for Auxiliary Services. Normal operations of this branch include the provision of CPD opportunities for teachers identified as needing development.

Structures and staffing of each of these directorates is as follows:

- *Chief Directorate: GET* constitutes a directorate for each of Pre-Grade R, Grades R–3, Intermediate Phase, Senior Phase and ABET. Each includes, among its specified functions, provision of curriculum support for the phase. Each directorate is staffed with one senior manager, one personal assistant and two CESs, with four additional DCESs allocated to Pre-Grade R and Grades R–3, six additional DCESs to Intermediate Phase and Senior Phase, and eight to ABET.
- *Chief Directorate: FET (Schools)* consists of two directorates, one for the Maths, Science and Technology Institute, and the other for FET schools, both having among their functions provision of curriculum support. Each of these directorates, as for GET, is staffed with one senior manager, one personal assistant and two CESs, with 13 DCESs for maths, science and technology and eight for FET schools.
- The directorates of *Chief Directorate: Auxiliary Services* are specified as *Technology Services*, *Media and Library Services*, and *Special Schools and Education Services*, the former two specifying provision of monitoring

15 Telephonic communication, official responsible for the CPD system, KZNED, February 2010.

and support among their functions.

- The *Directorate: FET Colleges Curriculum Support*, one of three constituting the *Chief Directorate: FET Colleges*, includes in its specified functions the management of teacher development.

The *Branch: Quality Assurance and Education Planning* deals with the management of WSE, of the IQMS and of PMDS.

The *Branch: District Coordination and Institutional Governance* is tasked with, among other things, the development of education managers through its *Directorate: Leadership Programmes*. (The latter is one of three directorates of the *Chief Directorate: Institutional Governance Leadership Programmes and Special Projects*. This in turn is one of five chief directorates in this branch.)

The *Branch: Corporate Services* addresses HR capacity development.

One of the four chief directorates of this branch is the *Chief Directorate: Human Resource Support Services,* which includes the *Directorate: Human Resource Utilisation and Capacity Development.* The directorate is tasked with management of the training and development of employees, and management and implementation of the performance management system. The functions of the *Sub-directorate: Skills Development*, one of four sub-directorates, are the following:

- Implementation of the WSP.
- Provision of training and development interventions in consultation with the other departmental components.
- Monitoring and evaluation of training interventions.
- Management of training needs analysis and skills auditing.

The *Branch: Corporate Services* deals with *Human Resources,* which includes issues such as placements, bursaries such as Funza Lushaka, and funding. There is collaboration between the *Corporate Services* and the *Curriculum Development* branches in respect of the identification and selection of relevant teacher recipients for bursaries, and also with respect to arrangements for formal programmes such as ACEs, or even shorter courses emanating from the WSP.

The Skills Development Committee meets regularly to address people's indication of their training needs and to determine funding needs and availability.

Does the LED have any education resource centres and if so what is their role and how are they related to other teacher education and development structures and functions?

The LED does not have any ERCs (DBE 2010). However it does have a provincial teacher development institute, the Mathematics, Science and Technology Education (MASTEC) Institute, a former college of education.

The MASTEC Institute is a chief directorate within the *Curriculum* branch. It is located in the provincial capital, offering mathematics and science teacher education and development programmes to practising teachers and subject advisors. Three-month residential content training programmes are offered to groups of approximately 50, who return for progress monitoring for approximately two–four weeks after a period back at their schools. The intention is, with time, to expand the subject range offered. The LED plans to open other specialist education institutes, including: an institute due to be opened at Makado offering business, commerce and management studies; and a similar institute in Tivumbeni, Tzaneen that will focus on languages. An institute is also planned for Sekhukhune. All of these institutes will fall under the management of the *Branch: Curriculum Development*.

How can LED teacher education and development structures be improved or streamlined so as best to meet teachers' and schools' needs?

Although the structures are reportedly[16] working well and cooperatively, their consolidation into one location may perhaps be helpful.

Mpumalanga Education Department (MED)

How does the MED organisational structure function in practice?

As with PEDs in other provinces, the Mpumalanga Education Department (MED) is in the process of restructuring. The provincial executive has identified that the MED structure is bloated at the level of the provincial head office.[17] As a consequence the intention is to trim the head office staff and relocate most officials to service level.

Of the three branches comprising the MED organogram (MED 2007), *Branch: Systems and Planning* includes a specialised focus on teacher development, *Branch: Curriculum* has a special focus on curriculum support, and *Branch: Office of the CFO*, through its *Chief Directorate: HR Management*, focuses on skills development.

Provincially teacher development is managed at directorate level through the *Directorate: Teacher Development and Governance*, within the *Branch: Systems and Planning*. The directorate consists of the following three sub-directorates, staffed as indicated:

- *Teacher Education and Development* (one CES at PL6 and three DCESs at PL5).
- *Education Governance Development* (one CES at PL6 and one CES in each of three divisions addressing Institutional Governance Development, Learner Affairs and Youth Development, and Institutional Safety).
- *Education Management Development* (one CES at PL6 and one DCES at PL5).

This structure is replicated at the level of regions (of which there are four in the province), with a CES for *Teacher Development* and for *Governance*, a DCES for each of *Teacher Education and Development* and *Education Development Centres,*[18] and two SESs for *Teacher Education and Development*.

There is integration of teacher development functions across sub-directorates in practice, although this is not formalised.[19]

One function of the *Teacher Development Directorate* is to coordinate teacher development issues, whether arising from *Skills Development*, *Curriculum Support* or whatever other source. It is the responsibility of the director for *Teacher Development* to establish a coordinating structure, similar to the HEDCOM sub-committee for teacher development, that includes evaluating structures related to processes such as the IQMS and WSE, and also includes professional development planners, education management and development considerations, skills development and curriculum in their different levels (GET and FET). It has been recommended that this coordinating structure reside in the office of the head of department, but with a dedicated director. The structure would be replicated at regional level.

16 Telephonic communication, Director: Curriculum Support, LED, March 2010.

17 Telephonic communication, CES: Teacher Education and Development, MED, March 2010.

18 See discussion of EDCs, below.

19 Telephonic communication, CES: Teacher Education and Development, MED, March 2010.

The *Branch: Curriculum* includes in its functions the following, related to teacher development:

- Promote quality of teaching and learning through the effective implementation of curriculum enrichment programmes as well as the management of quality assurance systems.
- Ensure the implementation of outreach programmes aimed at improving the quality of education in schools and the quality of governance.

This branch consists of three chief directorates and one directorate, namely the following:

- *Chief Directorate: General Education and Training and Education Support*.
- *Chief Directorate: Further Education and Training*.
- *Chief Directorate: Quality Promotion and Assurance*.
- *Directorate: Ayihlome Ifunde*.

Of the two directorates in the *Chief Directorate: GET and Educational Support*, the emphasis in the *Directorate: General Education and Training* is on development, evaluation and maintenance of relevant policy, programmes and systems, with sub-directorates promoting the development and implementation of these, with the notable addition specified in the functions of four of the five divisions (each staffed with one DCES at PL5) within the *Sub-directorate: ABET* of this directorate to 'render professional guidance and curriculum support on the implementation of programmes'. Support is not specifically mentioned elsewhere in this directorate in the organogram.

Psychological, guidance and social support services are provided from the sub-directorate for this purpose within the *Directorate: Inclusive Education and Education Support* of the above chief directorate, staffed with three DCESs at PL5.

Of the two directorates comprising the *Chief Directorate: Quality Promotion and Assurance*, the *Directorate: Quality Assurance* includes the *Sub-directorate: Quality Management and Support*, which is intended to 'support all initiatives for the improvement of standards' (with one CES at PL6, seven DCESs at PL5 and one administrative clerk), and the *Sub-directorate: Whole School Evaluation,* tasked with coordination, management and implementation of the WSE system and the IQMS. This latter directorate is staffed with one CES (PL6), 30 DCESs (PL5) and one administrative clerk.

The *Directorate: Ayihlome Ifunde* is intended to ensure the implementation of outreach programmes aimed at improving the quality of education and of governance in schools. This directorate is staffed with one director, one CES at PL6, 10 DCESs at PL5, and administrative staff.

The *Chief Directorate: Human Resource Management*, of the *Branch: Office of the CFO*, addresses skills development through its *Sub-directorate: Skills Development, Planning and Control*, by means of two divisions: *Skills Development and Coordination*, and *ETD Quality Assurance*. The functions of the sub-directorate include ensuring compliance of development programmes with set standards, and maintaining the link between the department and the SETA, among others. Staffing of these sections is as follows:

- *Sub-directorate: Skills Development, Planning and Control*: one SDF.
- *Division: Skills Development and Coordination*: one assistant director and one administrative officer.
- *Division: ETD Quality Assurance*: one DCES (PL5) and one senior administrative officer.

There is duplication of the focus on teacher development across the *Teacher Development* and *Skills Development Sub-directorates*, which should rather be streamlined, possibly through the proposed structure (possibly committee) to be established by the Director for Teacher Development.[20]

20 Telephonic communication, CES: Teacher Education and Development, MED, March 2010.

Skills development functions are equally located in province and region. The proposed committee will be a referral committee to the Skills Development Sub-directorate to ensure that information related to teacher development addresses identified teacher needs.

Evaluating structures generally reside at provincial level and implementation structures at regional level. This is already in practice for all functions at the provincial head office, with the exception of linkages of education development centres to the provincial level. Positions are already staffed to some extent.

Does the MED have any education resource centres and if so what is their role and how are they related to other teacher education and development structures and functions?

The province has 14 Education Development Centres (EDCs) (DBE 2010), and no specialised teacher development institute. Management of EDCs is currently located at regional level, linking directly with the regional directors' offices, reporting directly to the office of the CES: *Teacher Development and Governance*, within the *Branch: Systems and Planning* for the region. Each region has one EDC manager.

The EDCs do not currently link to the provincial head office. EDCs are at the level of regions, but are not replicated at head office level. Following an audit of levels of EDC delivery, there is the intention to link these directly to the provincial office, possibly through a council and a provincial coordinator.

Currently EDCs function as resource centres, providing resources for training.
One of the 14 EDCs (*Mondi Education Centre*) is specified on the provincial organogram, staffed with one DCES (PL5), one SES, and administrative and support staff at each of its *Science Centre* and *Career Guidance Centre*. The related *Skills Development Centre* is intended to be staffed by the Gert Sibande FET College in the province. There is also a functioning ERC in operation on the former Ndebele College of Education campus.

How can MED teacher education and development structures be improved or streamlined so as best to meet teachers' and schools' needs?

Recommendations were that teacher development efforts should be streamlined, rather than duplicated in silos, as is currently the case. In particular, processes for identifying teachers' training needs must be much more closely linked to the processes for identifying the development programmes to be delivered and funded.

North West Education Department (NWED)

The North West Education Department (NWED) organogram is currently under review,[21] but locates teacher development primarily in the *Directorate: Human Resource Development (HRD) Services*, one of four directorates that constitute the *Chief Directorate: Human Resource Management and Development Services* (NWED 2009). The stated purpose of the *HRD Services Directorate* is to 'improve organisational effectiveness by fostering the skills and knowledge of the employees'. Two sub-directorates are dedicated to this purpose: the *Skills Development Services Sub-directorate* focuses on compliance with skills development legislation and policies, and the *Career Development Services Sub-directorate* is intended to 'manage the training and development of employees to their full potential'. Each of these sub-directorates is staffed by one deputy HRD manager. The latter sub-directorate consists of two divisions, one focusing on the development of CS educator (i.e. College-school educator) staff and the other on non-CS educator staff.

21 Telephonic communication, Acting Deputy Director: HRD: Career Development, NWED, February 2010.

Staffing of these divisions is as follows:

- *Division Workplace Skills Development Services*: one DCES (PL5), two senior education specialists – SES (PL3) and two HRD practitioners.
- *Division: Educator Development Services*: one DCES (PL5) and four SESs (PL3).
- *Division: Non-CS Educator Development Services*: one assistant HRD manager and three HRD practitioners.

In addition, the *Chief Directorate: GET and FET Services* also includes development services, through its *Directorate: Curriculum Services*, which staffs the following sub-directorates in order to meet the listed functions, among others:

- *Sub-directorate: Curriculum Development Services GET* (one CES, three DCESs – FP, nine DCESs – Intermediate Phase and Senior Phase, and administrative assistance).
- *Sub-directorate: Curriculum Development Services FET* (one CES, 12 DCESs and administrative assistance):
  - To ensure the enhancement and expansion of the capacity of curriculum support teams at area offices.
  - To provide guidance/ advice/ assistance to curriculum support teams.
- *Sub-directorate: Mathematics, Science and Technology Services* (one CES, six DCESs and administrative assistance):
  - To coordinate the implementation of educator and learner support programmes.
  - To provide specialist guidance in the learning and teaching of mathematics, science and technology.

Support to SMTs is also facilitated from the *Sub-directorate: Institutional Management, Development and Governance Services*, located in the *Directorate: Whole School Development Services*, within the *Chief Directorate: Quality Assurance Services*. Within this same directorate is a *Sub-directorate: IQMS and PMDS Services*, with one division focused on office-based CS educators (Performance Management and Development Strategy, or PMDS), and one focused on institution-based CS educators (IQMS), whose functions include the facilitation and coordination of the PMDS and IQMS processes, and their linkage to WSPs.

Provision of guidance, advice and assistance to institutional support teams dealing with early childhood development is the function of the *Sub-directorate: Early Childhood Development Services*, located in the *Directorate: Institutional Policy Development Services* within the *Chief Directorate: Quality Assurance Services*.

How does the NWED organisational structure function in practice?

Teacher development is addressed as a component of the broad HR development services, and receives the same emphasis as development of non-CS educators, and specialised likewise at a level below sub-directorate. There is a sense within the department[22] that in the WSPs teachers' needs are not adequately distinguished from those of other departmental staff.

In addition, teacher training and development is not centralised in one directorate, but aspects of teacher development are to be found dispersed across the *Chief Directorates: Quality Assurance* and *General and Further Education and Training Services*.

The lack of a provincial framework for teacher development is an acknowledged challenge to teacher development in the province, which it is hoped will be mitigated by the development of a medium- to long-term strategy in this regard (DoE 2009). The fact that training is not centralised reportedly[23] impacts negatively on teacher development delivery, since staff of each directorate are unaware of training taking place in other directorates. When reports of training are to be drafted, it is only possible to account for what is captured in the WSP, and no information is available regarding

22 Telephonic communication, Acting Deputy Director: HRD: Career Development, NWED, February 2010

23 Telephonic communication, Acting Deputy Director: HRD: Career Development, NWED, February 2010.

training that has taken place in *General and Further Education and Training Services*, or *Quality Assurance* Chief Directorates.

Although more training is taking place than is accounted for in the 1% of the wage bill, this training is not integrated.

The Teacher Development Summit resolutions were thought to be pertinent, particularly that provinces should establish Teacher Development directorates, and also establish a teacher development institute. The latter had reportedly previously been conceptualised within the province, but not implemented.

Teacher development programmes that had been planned for 2009/10 using provincial or national funding, and through the agency of North West or Free State Universities or other service providers, include the following (although the programme plan was still in draft format at the time of the report) (DoE 2009):

- ACEs in curriculum and professional development, mathematical literacy and mathematics and science.
- Mathematics, science and technology.
- Technology education.
- English second language.
- Life orientation.
- Foundation Phase teaching development.
- Agriculture.

Completed training in 2008/09 reported by the ETDP SETA (2009) includes the following:

- GET and FET teachers (ACE).
- Grades 10–12 physical science teachers (ACE).
- Grades 10–12 mathematics and mathematical literacy (ACE).
- Advanced-level training for school principals (ACE).
- Foundation Phase training (NPDE).
- Education specialist (post-graduate diploma in educational management; project management; sign language; basic counselling skills).

The above activity only indicates what was reported through the WSP, and as indicated earlier does not reflect all the work being done in the NWED.

Does the NWED have any education resource centres and if so what is their role and how are they related to other teacher education and development structures and functions?

The North West has no institute, but has 33 education development support centres in different clusters in the four districts comprising the province (DoE 2010). The centres are the result of a partnership between the Royal Netherlands Embassy, the NWED and the Media in Education Trust Africa. It was suggested[24] that these centres do not adequately fulfil their purpose of assisting educators, primarily due to the fact that educators are thought not to be aware of their existence. The centres are staffed with a centre manager and administrative staff from the districts, and are managed and coordinated from the office of the head of department.

A coordinated strategy to focus efforts in the centres on teacher development is required.

24 Telephonic communication, Acting Deputy Director: HRD: Career Development, NWED, February 2010.

How can NWED teacher education and development structures be improved or streamlined so as best to meet teachers' and schools' needs?

Suggestions made include the following:

- Alignment between national and provincial structures, particularly with respect to teacher development, was recommended[25] to help streamline processes and reporting related to teacher development.
- *A directorate dedicated to teacher development would be particularly useful.*

Northern Cape Education Department (NCED)

In the draft of the Northern Cape Education Department (NCED) organogram, which was undergoing revision in March 2010, consideration of teacher development featured in three of the four chief directorates. Two directorates in each of the *Chief Directorate: Curriculum and Assessment Services, District Coordination and Institution Development and Support* and *Chief Directorate: Human Resources* seem to include a strong focus on teacher development, while one sub-directorate in the third of the four chief directorates focuses on WSE, including a mention of strengthening the support given to schools by the district support services.

It is not clear why one sub-directorate is duplicated, appearing in a directorate of each of the two chief directorates mentioned above that focus on teacher development, although it should be borne in mind that the organogram is still draft. These directorates are the following:

- *Directorate: Skills Development* (with the purpose of coordinating the human resource development strategy for the province).
- *Directorate: Institutional support services.*

The purpose, functions and staffing of the common sub-directorate are as follows, although the staffing is not repeated in the stipulations for the *Directorate: Skills Development*:

- *Sub-directorate: Education Management and Governance Development* (one deputy director, five assistant directors and administrative support): functions include building capacity of SGBs and promoting leadership and management development programmes.

In addition to the above, other units having a focus on teacher development in the *Chief Directorate: Curriculum and Assessment Services, District Coordination and Institution Development and Support* are the following:

- *Directorate: District Development, Coordination and Support* (five directors and administrative assistance): further detail is missing from the available draft of the organogram.
- *Directorate: Institution Development and Support* (one director).
    - *Sub-directorate: School Development and Support* (one CES, two DCESs, seven FESs and administrative assistance): functions include providing support to district support teams, and facilitating, coordinating and planning interventions and strategies to improve education in rural and farm schools.

Units in the *Chief Directorate: Human Resources* having a focus on teacher development are the following:

- *Directorate: Human Resource and Organisation Development*.
    - *Sub-directorate: Employee Assistance Programme* (one deputy director, one assistant director and administrative assistance): functions include management of teambuilding programmes.
- *Directorate: Skills Development*.
    - *Subdirectorate: National Skills Fund* (two deputy directors, two assistant directors and administrative assistance): functions include coordinating and monitoring progress in implementing learnerships,

25 Telephonic communication, Acting Deputy Director: HRD: Career Development, NWED, February 2010.

internships, apprenticeships and others.

- *Sub-directorate: Tranversal Unit* (one deputy director, six assistant directors and administrative support): functions include improving the supply of high quality skills that are responsive to societal and economic need, among others.

How does the NCED organisational structure function in practice?

Telephonic interviews[26] indicate that within the currently implemented structures (the above not yet being implemented), the *Curriculum Directorate* does its own training for teachers on the NCS and everything having to do with the curriculum. The workshops through which this training is provided are coordinated by the *Skills Development Directorate*. Statistical reports related to curriculum training that has been provided are submitted to the *Skills Development Directorate*, which prepares WSPs that encompass all the training and development needs of all employees of the NCED gathered through PGPs from the IQMS process.

The districts work through district SDFs, interacting via the Skills Development Committee, which oversees implementation of the WSPs. The *Skills Development Directorate* also deals with the training needs of public servants, as gathered through the PMDS.

Every employee, teacher and public service employee is subject to performance measures. Quarterly IQMS assessments identify educators' development needs. The training needs of those employed in district offices are included, as are specific subject needs per teacher, identified from information gathered from the district skills development facilitators. All is taken into consideration by the *Skills Development Directorate*, and compiled into the WSP. The WSP is submitted to the head of department, and training is funded by the 1% from the wage bill.

The *Skills Development Directorate* drafts a training plan, identifies service providers, and schedules training according to dates stipulated by the different units. Districts have the responsibility of informing teachers of their training schedules.

All training is compiled into quarterly reports and annual performance plans, against which targets each directorate reports.

In addition to the training funded by the 1% from the wage bill, other stakeholders (e.g. De Beer's Trust, READ etc.) approach the department with a view to offering training programmes, funded independently. These initiatives are included in the training plan, as are training programmes delivered by commissioned service providers. The *Skills Development* unit coordinates all the initiatives and keeps records of training done.

Does the NCED have any education resource centres and if so what is their role and how are they related to other teacher education and development structures and functions?

The Northern Cape Province has no education institute, but has two functioning ERCs, namely the Teachers' Centre in Kimberley and the Bathlaros Learner Development Centre in an outlying region (DBE 2010).

The centres are used in the afternoons for cluster sessions with teachers, and provide resources.[27]

The Teachers' Centre in Kimberley is located in the departmental district offices attached to the provincial head office,

26 Telephonic communication, Director: Skills Development, NCED, March 2010.

27 Telephonic communication, Director: Skills Development, NCED, March 2010.

being part of the *Teacher Development* unit, but reportedly managed by the Curriculum unit. This is a resource centre that benefits two districts and caters for both teachers and learners. The centre is used for teacher development workshops and meetings, and for cluster meetings on various subjects. It hosts a library, with reference material for use by teachers and district and head office employees. The centre is also used for afternoon IT classes, hosts an art centre where school learners doing art have their classes, serves as broader art centre in the afternoons and provides a venue for afternoon classes for matric intervention programmes.

The Kimberley Teachers' Centre is staffed by approximately six education specialists, and the Bathlaros Learner Development Centre by only a centre manager.

The Kimberley centre is well used, with external service providers conducting short courses, and the Department of Economic Affairs running a diamond polishing centre there. Universities previously offered contact sessions at the centre, but no longer do so.

How can NCED teacher education and development structures be improved or streamlined so as best to meet teachers' and schools' needs?

- As regards teacher development, the situation appears fragmented and needing cohesion. Although the *Skills Development Directorate* is responsible for coordinating training, this is complicated by the fact that training occurs in a number of different locations, not all of which are regarded as development and support; for example, Education, Management and Governance Development (EMGD) training for SGBs being dealt with separately and regarded as school improvement.
- Although data related to training done within the *Chief Directorate: Curriculum* are submitted to the *Skills Development Directorate*, these are only summative data, and do not include the relevant details. Efforts at coordination are complicated by not being located in the same directorates.
- Apparent duplication poses a challenge particularly to the 1% skills budget and presents a logistical nightmare for the *Skills Development Directorate*.
- There is a need for resource centres in all districts.

Western Cape Education Department (WCED)

How does the WCED organisational structure function in practice?

The *Directorate: Human Capital Development*, which was under the *Branch: Corporate Services* until late 2009, was moved in its entirety to the *Branch: Curriculum Development and Management*, since the appointment of the new superintendent general of the Western Cape Education Department (WCED).[28] With this change, there is no longer any teacher development function remaining in the *Corporate Services* branch, and both human capital and curriculum development aspects have been brought together into a single branch. Professional development is nevertheless still somewhat fragmented, with curriculum training and teacher development occurring in two places, namely the *Sub-directorate: Cape Teaching and Leadership Institute*, and the *Sub-directorate: WSP and Professional Teacher Development*.

However these two sub-directorates are within one branch and overseen by a single director, rather than across two, as previously (DoE 2009).

28 Telephonic communication, Deputy Director: Teacher Education and Development, WCED, March 2010.

The *Branch: Curriculum Development and Management* has responsibility for GET and FET curriculum, as well as for the professional development of educator staff, in-service training and WSPs.

The *Sub-directorate: WSP and Professional Teacher Development* includes in its focus professional development, the upcoming implementation of the SACE CPTD Management System, formal qualifications such as the NDPE, and the NTA. This sub-directorate has combined what was previously two units (*WSP*, and *Professional Teacher Development*), thereby making available for professional teacher development what were previously WSP posts. The situation is very fluid at present, with an increasing emphasis on and consolidation of professional teacher development.

Does the WCED have any education resource centres and if so what is their role and how are they related to other teacher education and development structures and functions?

The Cape Teaching and Leadership Institute (CTLI), which was started in 2003, focuses on curriculum interventions in terms of practical applications of curriculum, for in-service training.[29] It is located on the former Western Cape College of Education campus and makes full use of these facilities. A range of interventions are offered, for example, mathematical literacy for the Foundation Phase, and science for GET.

Previously there were 'teacher centres', which merely provided venue and facilities for delivering of programmes, without taking responsibility for or participating in the programme delivery. With redesign, teacher centres have became venues with interventions in different districts. Some teacher centres became offices for specific functions within districts; for example *FET Curriculum* within a district has moved to what was a teacher centre.

The CTLI is not a training institution in its own right, in that it does not offer accredited courses. However, materials are developed at the CTLI, and training is provided with the assistance of service providers or Senior Curriculum Planners (SCPs) from the provincial head office, who both develop materials and provide training. Although SCPs have always been used, with the appointment of the new superintendent general the intention is to reduce reliance on external service providers in favour of SCPs. SCPs brought in from head office have designed training manuals and are offering training for CTLI programmes. Three courses will be offered by SCPs this year, with others being offered by external service providers.

This is the only provincial institute to provide training in the province, and it has hostel facilities, allowing three-week residential training programmes to be offered, which are followed by implementation periods when teachers return to their schools, before returning to the institute at a later date for a consolidation period.

There is one, central library available in the province.

The CTLI has five professional academic staff members as part of its staff establishment, including one DCES, and four SES coordinators, one each responsible for Foundation Phase programmes, Intermediate Phase programmes, Senior Phase and FET schools programmes, and school management programmes. In addition there are administrative clerks and general support staff.

Each coordinator is responsible for the learning programmes and courses within their phase. The main focus is mathematics and literacy, in response to needs identified in national and international research.

Intermediate Phase courses being run include mathematics, languages and natural sciences. Technology and

29 Telephonic communication, Head: Cape Teaching and Leadership Institute, WCED, March 2010.

economic management sciences course are currently being held back as a consequence of the review of the NCS.

Senior Phase courses include mathematics; technology; a reading course for Grade 8 educators who need to assist the learning of reading on the part of learners entering high school unable to read; and FET courses run during school holidays, including new learning areas in the NCS, such as mathematical literacy.

School management programmes are run during the school term for principals, deputy principals and heads of department together in one room in one course, dealing with their roles and responsibilities. In this, the CTLI works together with district curriculum advisors and circuit managers, who nominate people to attend based on the performance of the schools.

In addition, during school holidays there are leadership/ management courses for aspiring school leaders and principals. Seminars and conferences are also run; for example, a Saturday seminar for school principals, and a weekend or school holiday reading conference.

How can WCED structures be improved or streamlined so as best to meet teachers' and schools' needs?

- The situation reportedly is still fluid, and changes are still possible. What is needed nationally is for each PED to have a dedicated directorate, focusing specifically on teacher development and incorporating curriculum training into its function, rather than a unit or sub-directorate to deal with teacher development.[30] That way, when reports are made in terms of training, they will be comprehensive. The situation of having both WSP and teacher development in one directorate is to be recommended, although it would be preferable to elevate the status and for these to be two directorates within the same chief directorate. That would allow close cooperation, and for coordinated reporting of all training that is taking place, and matching of this against the 1% of the wage bill that is expected to be spent. In the WCED, the skills development facilitator of the organisation, who deals with the WSPs, is also responsible for teacher development, and so is in a position to see what happens on both sides.
- CPD programmes often uncover gaps in Initial Teacher Education (ITE). It was suggested that CPD and ITE should complement each other. Quality ITE programmes should result in graduates who have the basic set of competences to operate effectively as beginner teachers. CPD should be able to provide further development of aspects initially developed in ITE, rather than having to address gaps left by ITE programmes.
- There should be a strong working relationship between CPD education institutes and districts. District staff identify teachers for CPD courses, based on the IQMS, SIPs, DIPs and circuit improvement plans. Mechanisms of follow-up and classroom support are essential to consolidate training provided in CPD courses once teachers return to their schools.
- CPD courses should provide a coherent programme of development from one stage to the next.

Conclusion and Recommendations

The reports on the structures across the national departments and PEDs illustrate the wide range of different locations for teacher development and support functions and the overlapping responsibilities, which lead to lack of coherence and lack of proper accounting across the system. In particular, a general weakness seems to be the rift between curriculum specialists with great insight into training needs, and HR sections which tend to deal with funding and procurement of training.

30 Telephonic communication, Deputy Director: Teacher Education and Development, WCED, March 2010.

In order to improve teacher education and development support structures at all levels, the following recommendations are made:

- Ensure strong cooperation and coordination between the DBE and the DHET with regard to all aspects of teacher education and development planning.
- Conduct a complete audit of all teacher education and development functions at national and provincial levels.
- Integrate, streamline and better coordinate all teacher education and development functions at national and provincial levels.
- Locate all CPD personnel and functions in fewer or, ideally, a single directorate of each province, preferably attached to a provincial institute of some kind that also coordinates or is linked to skills development planning, training and support work at the district level.
- Standardise PED organograms and functions.
- Regularise and streamline reporting procedures within provinces, and between provinces and the national departments.
- Conduct a complete audit of all WSPs, planning and processes across all provinces and explore ways of streamlining this planning so that it constitutes CPD planning (i.e. they are not different).
- Provide development to and improve capacity of provincial and district managers tasked with teacher development duties.
- Provide focused development to subject advisors, and make them more accessible to teachers and schools.

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14. Funding arrangements for teacher education and development

Introduction

The Teacher Development Summit (ELRC 2009) resolved that teacher development provision for state-employed teachers should be properly funded as a national competence in order to meet system needs and priorities. This chapter reports on the results of research carried out in order to achieve the following:

- Identify all budgetary resources currently available and investigate how these have been used.
- Investigate possibilities for improving funding mechanisms, including management of teacher development funds as a national competence, and mechanisms to ensure that system needs and priorities are properly funded, as suggested in the Summit Declaration.
- Investigate all bursary and loan programmes for teacher education and development with a view to rationalisation in support of planned objectives.

Processes used to gather information

As a starting point, the legislative framework that governs and regulates skills development in general, which includes teacher development, was explored in order to understand the landscape.

The legal landscape was clarified through obtaining legal opinion and advice on funding mechanisms from the Legislative Services Directorate in the former national DoE.

Information on budgetary resources for teacher development within the system was obtained through survey instruments and analysis of relevant documents, including budget statements. Information was gathered from PEDs and the national DoE,[1] the National Student Financial Aid Scheme (NSFAS), universities and the ETDP SETA.

It must be noted that much difficulty was experienced in attempting to gain accurate and comprehensive information. Detailed information on teacher development spending was obtained from only six of the nine provinces, and even this information contained gaps. In addition, some data remain unverified. Within these constraints, what follows is a synthesis of information collected and the best possible picture, given the challenges described. While information was collected over several years (2007–10), the actual figures provided here relate to the 2009/10 financial year. This permits the development of a comparative snapshot of financial resources for teacher education and development available in a particular year.

Key findings

Budgetary resources for teacher education and development were found to exist at the national, provincial and local levels, where individual teachers could access various funding opportunities.

1 At the time of data collection (November 2009–March 2010) the DoE had not yet split into the DBE and DHET. Thus all national department information reported here is in relation to the DoE.

The national level

Two role-players at the national level provide and manage the utilisation of funds at the national level, namely, the national DoE and the ETDP SETA.

In the **national DoE**, funds are made available for teacher education and development through **voted funds** and through **donor funds**.

Voted funds for teacher education through qualification programmes at higher education institutions are contained within bloc grants provided to universities that offer teacher education. The bloc grants enable the universities to deliver all their qualification programmes. The funds provided are based on enrolments and graduation (outputs and success) in all programmes, including teacher education, and each university utilises its own faculty or departmental allocation formulae to direct funding within the institution. It is therefore not possible to isolate teacher education funds within the bloc grants. In addition to the bloc grants, in 2007 teacher education was identified as a priority programme within higher education, and additional funding of R570 million over the period 2008–10 was provided to higher education institutions to improve their infrastructure and efficiency and thus strengthen their teacher education provisioning.

In addition, and for 2009/10 in particular, the following resources were identified:

- R400 million was available for initial teacher education bursaries through the Funza Lushaka Bursary Scheme from voted funds. Accurate information is available on: how these funds were distributed among higher education institutions; which students benefited from the scheme; and how much each student received.
- R84.8 million was available for initial teacher education loans, specifically for economically disadvantaged learners, through earmarked funds in the NSFAS.
- Approximately R31 million from voted funds provided bursaries to practising teachers to study on a maths, science and technology ACE programme.

In 2009/10 there were no specific qualification projects funded at the national level through donor funds. However, in preceding years a substantial amount was provided by the Royal Netherlands Embassy to provide bursaries to fund un- and under-qualified teachers through the NPDE at a variety of universities.

The **ETDP SETA** attracts funding, in part, from the PEDs, which are required, according to Section 30A of the Skills Development Act (No. 97 of 1998), to pay 10% of 1% of their employee compensation budget to the ETDP SETA for use in administering the SETA. After administrative costs have been settled, any excess from this substantial amount of funds becomes available as **discretionary funds**, which the ETDP SETA is able to use for teacher education and development. Over three years (2007/08–2009/10), a total of R173 381 500 was received by the ETDP SETA from the PEDs, and R86 486 894 (approximately 50%) of this was used to fund teacher education and development programmes.

In 2009/10, the ETDP SETA allocated discretionary funds in order to do the following:

- Support 50 students on a BEd (Hons) programme, utilising R1 million.
- Support 1 585 skills programmes for practising teachers, utilising R13.4 million. In the main, these programmes were non-subject-based programmes, and focused on areas like financial management; conducting assessments in outcomes-based education; HIV/AIDS training; assessor, moderator and facilitator training; ICT skills development; project management; supervisory skills; and materials and curriculum development.
- Support 462 learnerships (mostly ECD Levels 4 and 5), utilising R10.1 million.
- Support 30 internship/ workplace agreements, utilising R0.9 million.

The provincial level

The **bulk of funds for teacher development are available at provincial level**, and their utilisation is managed by the PEDs.

The **HRD budget** in provinces includes the following:

- The 1% of the compensation of employees or **Skills Development budget** as legislated by the Skills Development Act. In the 2009/10 financial year, the 1% Skills Development budget for all education employees was R905 174 000, and on the basis of a conservative estimate that 80% of education employees are professional staff, the amount available for teachers should be in the region of R724 139 000.
- **Earmarked funds from National Treasury**, approved through the 2007 MTEF and now in the provincial baseline, are estimated at R400 000 000 in 2009/10.
- Other funds are allocated by the provinces in their budgetary processes.

Table 1 shows the HRD budget funding scenario in the provinces for 2009/10.

Table 1: HRD funding scenario in the provinces in 2009/10 (preliminary, unaudited)

	A	B	C	D	E	F	G		H	I	J
Province	**Compensation of Employees (CoE) budget**	**1% of CoE budget**	**Portion of 1% of CoE budget available for devt of professional staff * (0.8 x b)**	**Portion of 2007 TED MTEF funds available in baseline for province**	**Projected total HRD funds available for dev. of professional staff (c+d)**	**Actual HRD budget allocated**	**Portion of HRD budget estimated to be allocated for devt of professional staff * (0.8xf)**	**Difference between amount allocated and amount available for devt of professional staff (g-e)**	**Actual HRD expenditure in 2009/10 (as at March 2010, except NW, which is as at August 2009)**	**Estimated HRD expenditure on devt of professional staff * (0.8xh)**	**Expenditure rate (i/g x 100)**
	R`000	**R`000**	**R`000**	**R`000**	**R`000**	**R`000**	**R`000**	**R`000**	**R`000**	**R`000**	**%**
EC	15 180 909	151 809	121 447	63 308	184 755	79 274	63 419	-121 336	52 648	42 118	66
FS	5 815 839	58 158	46 526	25 062	71 588	58 204	46 563	-25 825	23 383	18 706	40
GP	13 859 183	138 592	110 873	66 005	176 879	217 230	173 784	-3 095	217 098	173 678	100
KZN	19 161 085	191 611	153 289	86 504	239 793	190 205	152 164	-40 937	58 716	46 973	31
LP	12 152 411	121 524	97 219	52 244	149 463	197 518	158 014	8 202	115 479	92 383	59
MP	7 948 559	79 486	63 588	32 995	96 583	43 822	35 058	-53 545	46 399	37 119	106
NC	2 295 175	22 952	18 362	10 751	29 113	37 361	29 889	776	27 447	21 958	74
NW	6 384 905	63 849	51 079	27 938	79 017	60 393	48 314	-30 384	1 139	911	2
WC	7 719 367	77 194	61 755	35 193	96 948	158 200	126 560	29 612	145 298	116 238.	92
National total	90 517 433	905 174	724 139	400 000	1 124 139	1 042 207	833 766	-236 531	687 607	550 086	66

Note:* This assumes that 80% of the human resources in the PEDs constitute professional staff (classroom teachers, school leaders and managers, subject advisors and other professionals who support teaching and learning at school level).

While it must be borne in mind that this is just a snapshot of one specific financial year, and that patterns may change from year to year, the following observations can be derived from the information presented in Table 1:

- There are significant financial resources available for professional development in the provinces. In 2009/10,

the total figure estimated to be available was at least R1.124 billion.

- Of the total amount that should have been available in 2009/10 (R1.124 billion), provinces in combination allocated an estimated R833.7 million (i.e. 74.2% of what should have been available) for professional development. Allocation patterns among provinces varied, with some provinces allocating more and others less than the amount estimated to be available. LP and WC allocated substantially more, while EC, FS, KZN, MP and NW allocated significantly less than what should have been made available for professional development.
- While substantial financial resources are allocated to professional development in the provinces, actual utilisation of the amounts allocated is not at an optimum, being 66% overall. It ranged from a low of 30.9 in KZN to a high of 105.9% in MP. (NW spend of 1.9% is an accurate reflection as at August 2009, but the amount allocated by NW as at March 2010 was not known.)

In relation to the nature of the programmes that were funded, the five provinces from which information in this regard was obtained reported that funds were utilised for professional staff to participate in the programmes as set out in Table 2.

Table 2: Nature of professional development programmes funded in the provinces (2009/10)

Province	Professional development programme
Free State	Assessor training; Master Maths; Chess for Maths; Learning & Teaching using SIOP model (FET lecturers); Monitoring & Evaluation training; Presentation & Facilitation skills; Project Management; ACE Leadership & Management.
Mpumalanga	ACE School Library; ACE Life Orientation; PGCE; Mentoring & Coaching; Strategic Planning; Facilitation of learning; Management of HIV and AIDS; Assessor training; Moderator training; Post-graduate Diploma in Managing HIV and AIDS.
North West	ACE Technology; Grade R skills programme; IQMS short courses; ACE Curriculum and Professional Development; Geographical Information Systems workshop; ACE English; NPDE; ACE School Leadership; ACE Mathematics, Science and Technology; ACE Mathematics and Science.
Northern Cape	ACE School Leadership; ACE Mathematics, Science and Technology; NPDE.
Western Cape	ACE; NPDE; BEd (Hons); Various other courses.

An analysis of Table 2 indicates the following:

- In some of the provinces the teacher development programmes are focused on competences that could possibly support teachers to teach their subject/ learning area, rather than on the subject/ learning area itself.
- Where programmes do focus on the actual teaching specialisations, they are formal qualification programmes. Mathematics, science, technology and English are favoured.

Donor funding for professional development activities may also be available in the provinces. However, no information on this is available at present.

The local level

Practising or prospective teachers are also able to access funding from bursaries or loans at the local level.

Universities were requested to provide information on bursaries and loans for initial teacher education as well as CPD qualifications. Though not all universities submitted the requested information, it is calculated that, for initial teacher education only some R42 million was provided in 2009/10 for bursaries other than Funza Lushaka bursaries. This confirms that the Funza Lushaka bursaries are the main source of bursary support for initial teacher education.

The teacher development legislative framework

According to the Legislative Services Directorate of the DoE, the process of allocating funds to provinces for purposes of teacher education and development must take into account the following legal context.

First, Chapter 3 of the Constitution of the Republic of South Africa (1996) provides for cooperative government, referring to the interdependence and interrelatedness of the spheres of government. The Constitution places an obligation on the different spheres of government to work together in harmony and ensure that conflict is avoided as far as possible.

Second, one of the objectives of the Skills Development Act (No. 97 of 1998) is to ensure that skills are developed, in order to ensure economic growth and also to address the brain drain. The key focus here is to ensure that all employers put their employees through some credible training programme. The form of training can include in-service training and, according to the Act, where possible SETAs should be established to regulate standards for the training. The Act includes the training and re-skilling of educators.

All employers – in the education sector, the PEDs – are expected to set aside 1% of their wage bill as an allocation for skills development. However, this responsibility has not necessarily been carried out by all of the provinces, and funds set aside for training have in fact been utilised for other purposes. This non-training of educators may have contributed to a decline in the general performance of educators, especially given educators' need to improve their competence against the backdrop of the implementation of outcomes-based education and the NCS.

Third, according to the Public Finances Management Act (No. 29 of 1999) and Treasury Regulations, the accounting officer at the national level is the director-general, while at the provincial level it is the head of department. If the head of department transfers funds appropriated for training and development of educators, there must be a paper trail evidencing such transfer. Furthermore, if a province had already established its own training needs and programmes, there might be a need for the national department and a province to complete a service-level agreement.

Finally, according to Section 35 of the Intergovernmental Relations Framework Act (No. 13 of 2005):

> where the implementation of a policy, the exercise of a statutory power, the performance of a statutory function or the provision of a service depends on the participation of organs of state in different governments, those organs of state must coordinate their actions in such a manner as may be appropriate or required in the circumstances, and may do so by entering into an implementation protocol.

Such an implementation protocol should be given particular consideration when the implementation of the said policy, power, function or service has been identified as a national priority.

From the interpretation of the above legislation, the training and development of educators is a national priority. However, the challenge is that funds allocated for the purpose of training and development are in the provincial coffers. If teacher development was to be centralised (as recommended by the Teacher Development Summit, ELRC 2009), there would be a need to centralise funds for that purpose. This could be done by way of protocols between the national DoE and the PEDs. Of equal – if not greater – importance, however, in ensuring that funds are properly utilised for the purpose intended, is the need for the more effective utilisation and management of existing legislation and policy, especially the Skills Development Act and the Public Finances Management Act but including all other policies and procedures related to HRD and skills development activities in general. Effective utilisation of existing legislation could ensure that those responsible for allocating, disbursing and utilising funds, at all levels, are held accountable. Known budgetary resources must be fully exploited and existing funding mechanisms must operate as mandated if the national coordination needed to guide provincial planning processes is to be ensured.

Recommendations

Based on the research and analysis described above, the following improved monitoring, control, evaluation, management, reporting and accountability systems, to ensure proper utilisation of funds allocated for teacher education and development, are recommended:

- Coordination, monitoring, reporting and data management procedures regarding the provision and utilisation of all funding for teacher education and development – including the HRD budget, discretionary funds from the ETDP SETA, bursaries, loans and donor funds – must be strengthened, improved and streamlined as a matter of the utmost urgency.
- A teacher development committee representing all stakeholders should be established at the national level, with committees also at the provincial level. These committees should be responsible for:
  - Advising on national and provincial teacher development plans in order to ensure that national, provincial and teacher priorities are addressed; and
  - Ensuring the effective and efficient utilisation of resources, including donor funding in the provinces and voted funds received from National Treasury.
- The 1% skills budget allocation for educators and non-educators should be separated, and the amount that should be available for the development of professional staff on a yearly basis should actually be allocated and used for that purpose. HEDCOM and the CEM should be involved in ensuring that PEDs utilise funds appropriately.
- The funding mechanism for funds gained through national bids for specific purposes should become a conditional grant mechanism, to ensure that the funds are utilised for the intended purpose. If this is not possible, then funds obtained for teacher development through national bids must be ring-fenced at provincial level to be used purely for the purposes intended.
- There must be tighter monitoring of the utilisation of teacher development funds by the national departments, and provinces should be required to submit regular, accurate reports on the utilisation of funds made available for teacher development purposes, in line with agreed-upon national and provincial plans.
- There needs to be greater utilisation of the funds for teacher development on programmes that deepen the subject specialisation knowledge of teachers than is currently the case. This could happen through formal qualification programmes (e.g. for career progression opportunities). However, substantial short courses that focus on this area must also be developed and made available to teachers on a much wider scale. Other subjects, besides mathematics, science and languages, must also be catered for.
- The ETDP SETA, through its utilisation of discretionary funds for teacher development, should be advised to develop a niche area for itself, which could involve workplace-based teacher development programmes, e.g. learnerships, mentoring, and the funding of Work Integrated Learning (WIL) components in initial teacher education programmes.

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