
GENERAL NOTICE

NOTICE 1491 OF 2006

DEPARTMENT OF EDUCATION

CALL FOR COMMENT OF THE DRAFT NATIONAL POLICY FRAMEWORK FOR TEACHER EDUCATION AND DEVELOPMENT IN SOUTH AFRICA

I, Grace Naledi Mandisa Pandor, Minister of Education, after consultation with the Council of Education Ministers, hereby publish the draft policy made in terms of section 3(4)(f) of the National Education Policy Act, 1996 (Act No. 27 of 1996), as set out in the Schedule.

All interested persons and organisations are invited to comment in writing on the policy and direct the comments to:

The Director-General, Private Bag X895, Pretoria, 0001, for attention: **Mr H Mahomed**, Fax No. (012) 324 4484, Tel No. (012) 312 5369 or e-mail mahomed.h@doe.gov.za.

Kindly provide the name, address, telephone and fax numbers and e-mail address of the person or organisation submitting the comments. The comments must reach the Department by not later than 8 November 2006.

The draft policy may also be obtained on www.education.gov.za

**GNM PANDOR, MP
MINISTER OF EDUCATION
DATE:**

SCHEDULE

THE NATIONAL POLICY FRAMEWORK FOR TEACHER EDUCATION AND DEVELOPMENT IN SOUTH AFRICA

Department of Education

**The National Policy Framework
For Teacher Education and
Development
In South Africa**

“More teachers; Better teachers”

Pretoria
2006

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SCOPE AND PURPOSE OF THE POLICY

1. This policy for teacher education in South Africa is designed to develop a teaching profession ready and able to meet the needs of a democratic South Africa in the 21st century. It brings clarity and coherence to the complex but critical matrix of teacher education activities, from initial recruitment as a student teacher, throughout the professional career of a teacher. The overriding aim of the policy is to properly equip teachers to undertake their essential and demanding tasks, to enable them to continually enhance their professional competence and performance, and to raise the esteem in which they are held by the people of South Africa.
2. The policy draws strongly on the work of the Ministerial Committee on Teacher Education, which was appointed in 2003, and reported to the Minister during 2005. The Committee conducted a wide-ranging study and consulted extensively with key stakeholders, including the South African Council for Educators, the South African Qualifications Authority (SAQA); the Education, Training and Development Practices Sector Education and Training Authority (ETDP-SETA); national Teacher Unions; the Higher Education South Africa (HESA) Education Deans' Forum; and NGOs working in teacher education.
3. For purposes of analysis and planning, this policy will consider teacher education in terms of two complementary sub-systems: Initial Professional Education of Teachers (IPET), Continuing Professional Teacher Development (CPTD). It examines the condition of each and lays out the Ministry of Education's policy response to the issues.

PRINCIPLES

4. This policy speaks to the needs of the South African education system. It draws on our constitutional obligations, our own experience and local and international research.

5. It seeks to provide an overall strategy for the successful recruitment, retention, and professional development of teachers to meet the social and economic needs of the country. The objective of the policy is to achieve a community of competent teachers dedicated to providing education of high quality, with high levels of performance as well as ethical and professional standards of conduct.

6. The principles underlying the policy are the following, as expressed in the *Norms and Standards for Educators (2000)*, which require a teacher to be:
 - a specialist in a particular learning area, subject or phase;
 - a specialist in teaching and learning;
 - a specialist in assessment;
 - a curriculum developer;
 - a leader, administrator and manager;
 - a scholar and lifelong learner; and
 - a professional who plays a community, citizenship, and pastoral role.

7. This policy is underpinned by the belief that teachers are the essential drivers of a good quality education system. International evidence shows that the professional education and development of teachers works best when teachers themselves are integrally involved in it, reflecting on their own practice; when there is a strong school-based component; and when activities are well co-ordinated. The national and provincial education departments are obliged to provide an enabling environment for such preparation and development of teachers to take place. However, it is the responsibility of teachers themselves, guided by their own professional body, the South African Council for Educators (**SACE**), to take charge of their self-development by identifying the areas in which they wish to grow professionally, and to use all opportunities made available to them for this purpose, as provided for in the Integrated Quality Management System (IQMS).

THE CONTEXT OF TEACHER EDUCATION IN SOUTH AFRICA

The complexity of teaching

8. Teachers are the largest single occupational group and profession in the country, numbering close to **390 000** in public and private schools. Their role has strategic importance for the intellectual, moral, and cultural preparation of our young people. They work in extremely complex conditions, largely due to the pervasive legacies of apartheid, but also as a result of the new policies needed to bring about change in education.

The apartheid legacy

9. Most currently serving teachers received their professional education and entered teaching when education was an integral part of the apartheid project and organised in racially and ethnically divided sub-systems. The current generation of teachers is the first to experience the new non-racial, democratic transformation of the education system. Since **1994** they have had to cope with the rationalisation of the teaching community into a single national system, the introduction of new curricula, which emphasise greater professional autonomy and require teachers to have new knowledge and applied competences, including the use of new technologies, and radical change in the demographic, cultural and linguistic composition of our classrooms.
10. In **1995** the Ministry of Education commissioned the first-ever National Teacher Education Audit. The audit report highlighted the fragmented provision of teacher education, a mismatch between teacher supply and demand, and high numbers of unqualified and under-qualified teachers.
11. Notwithstanding the improved qualification profile of the teaching force, most reports on South African education indicate that the majority of teachers have not yet been sufficiently equipped to meet the education needs of a growing democracy in a 21st century global environment. The President's Education Initiative research project (**1999**) concluded that the most critical challenge for teacher education in South Africa was the limited conceptual knowledge of many

teachers. This includes poor grasp of their subjects as evidenced by a range of factual errors made in content and concepts during lessons. Teachers' poor conceptual and content knowledge contributes to low levels of learner achievement.

Social inequality

12. South Africa has the second most developed economy in Africa, with a highly evolved economic infrastructure, but it also has huge social inequalities. The most profound and enduring effects of these apartheid inequalities are to be found in education, including poor infrastructure and facilities for poor people, a lack of proper amenities, and inadequate training for teachers. The persistence of poverty and unemployment, the debilitating effects of illness and premature death, (especially **as** a result of HIV and AIDS), and the threats to our environment are among the important challenges faced by the nation at the beginning of the 21st century.
13. Schools must respond directly to such inequalities by helping to prepare each succeeding generation of children with the appropriate knowledge, skills and values to understand such challenges and contribute to overcoming them, **as** well as to fulfil their personal potential and aspirations. Teacher education, including continuing professional development, has the vital role of equipping teachers to undertake this task.
14. Several reports have contributed to the shaping of this policy, including the *Report of the Ministerial Committee on Rural Education (2005)*, which highlighted specific challenges facing teachers in rural schools. The report noted a shortage of qualified and competent teachers, problems of teaching in multi-grade and large classes, under-resourced school facilities, and limited access to professional development programmes for teachers.. This policy is a response to several recommendations that emerged from the report and addresses the need for qualified teachers in the entire system.

15. A study conducted by the Human Sciences Research Council (the HSRC) on behalf of the Education Labour Relations Council (ELRC), entitled *Educator Supply and Demand*, indicated a worrying trajectory in regard to the health of our educators, especially in regard to HIV and AIDS. Some of the effects of this are already being felt, including increased absenteeism, and more retirements due to ill health. This framework is in **part** a response to these trends.

Statistical profile of teachers

16. A high volume of information on the country's teachers has recently become available, thanks to recent studies and reports by the Human Sciences Research Council on behalf of the Education Labour Relations Council, reports **of** the Ministerial Committees on Rural Education and Teacher Education, and the Department of Education's report (in association with the ETDP SETA and the International Labour Organization) on *Teachers for the Future*.

17. In 2006 there were 386 595 teachers employed by the Departments of Education of whom 19 407 (or **5%**) were in independent schools. Of those in public institutions, 173 850 were in primary schools, 111 865 in secondary schools, and 53 988 in combined, intermediate or middle schools. In addition, there were 15 954 Adult Basic Education and Training (ABET) educators, 7 392 teachers working in special schools and 7 363 in Early Childhood Development (ECD) centres. 24 118 teachers in public schools (or 7%) were employed by school governing bodies.

18. The qualifications profile of teachers in public schools in 2005 was as follows:

REQV	%	Number	Female	Male	Black	White	Coloured	Indian
14 +	53	186 832	53%	52%	47%	88%	55%	89%
13	38	132 873	38%	39%	42%	12%	35%	10%
12	6	22 621	6%	6%	7%	0%	7%	0%
11	2	6090	2%	1%	2%	0%	3%	0%
10	1	4929	1%	2%	2%	0%	0%	1%
Total		353 345						

%	100	100%	66.3%	33.7%	79.6%	9.7%	7.9%	2.8%
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19. The national learner-teacher ratio in public ordinary schools was 32.8 in 2005 (35.2 if teachers contracted by School Governing Bodies are excluded). In areas of high population density many schools still have large classes, while in many rural schools, especially farm schools, the class sizes are so small that they are combined for multi-grade teaching.
20. Two-thirds of all teachers are women but men are still disproportionately represented in promotion posts and school managements.
21. In the public system the age distribution of teachers has remained stable since 1997, with just under two-thirds in the 35-50 year old band, 21% under the age of 40 and 5% over 55.
22. The rate of natural attrition from teaching is between 5 and 6% per annum. The rate of teacher resignations is stable at slightly more than half of all departures, but the rate of departures through retirement, medical incapacity and mortality is increasing.

TEACHER DEMAND AND SUPPLY

23. Improved data gathering, co-ordination, analysis and planning are needed to provide regular, reliable and detailed information on teacher supply and future requirements. Targeted interventions can then be introduced to impact on the supply or demand.

The variables

24. The broad goal of this policy is to achieve a dynamic balance between the number of teachers entering and leaving teaching each year. The more precise goal is to ensure that appropriately qualified teachers fill all vacancies in all schools. Many variables affect both the demand for and supply of teachers.

25. On the demand side:

- The basic determinants of demand is the number of teachers leaving the system and needing to be replaced, and the number required because of increased or decreased learner enrolment. Under ordinary circumstances these demand factors are relatively stable from year to year and reasonably accurate forecasts can be made. However, two exceptional factors affect aggregate requirements per province: the unusual mortality rate, especially among young women teachers, which varies considerably by province; and the large-scale migration of families from rural areas into urban and metropolitan centres, which reduces teacher demand in some provinces (or parts of provinces) while increasing it in others.
- The variables affecting the need for teachers in schools are the teacher: pupil ratio, the number of learning areas or subjects in the curriculum offered by the school, the areas of specialisation, and the number of hours per day that teachers teach. In the public education system most of such factors are determined by agreement between the education departments (as employers) and the teachers' unions, and tend to be relatively stable over time.
- Aggregate demand information is necessary but insufficient for planning and recruitment purposes. In terms of this policy Provincial Departments of Educations will be required to determine, well in advance of each school year, how many new teachers are needed by qualification, phase, language, subject, and district. Mathematics, science, technology and language teachers are particularly scarce, and provinces should also make special provisions in this regard.

26. On the supply side the following factors are important:

- The Ministry's qualification requirements for teaching and SACE's criteria for registration as an educator.
- The annual number of graduates from initial teacher education programmes who make themselves available for employment as teachers for the first time. This graduate output is reduced by the number of students who do not complete their programmes, and by those who choose not to teach, or not to teach in South Africa. International migration figures do indicate a net annual

loss of teachers from South Africa, although many who do leave return after a short period abroad, often **as** better teachers.

- By contrast, since the end of apartheid, there is an increasing interest among foreign teachers, especially from elsewhere in Africa, to teach in South Africa, adding to the potential supply side.
- A further variable is the number of qualified teachers who are not currently employed in education. This pool has diminished in recent years. This policy will provide extensive Professional Development opportunities for such individuals if they choose to return to teaching.

Teacher shortages

27. Most research studies indicate an impending shortage of teachers in the country, although its exact magnitude and timing is a matter of debate. The ***Educator Supply and Demand*** report projected a shortfall of around 15 000 teachers by 2008, with certain assumptions about enrolment trends and learner-teacher ratios.

28. Whatever the fine detail, there is clearly a lack of fit between overall demand and supply, and also between demand and supply for particular skills in particular schools. There is an oversupply in some subject areas, and an undersupply in others, and also imbalances in the deployment of teachers, Rural schools are particularly badly affected. Shortages are being experienced in scarce skills areas such **as** Mathematics, Science and Technology, in Languages and Arts, and in the Economic and Management Sciences. Shortages are also being reported for the Foundation and Intermediate Phases of the system.

Recruitment trends

29. There **has** been a significant decline in the enrolment of student teachers over the past decade, although this trend has reversed in the past two years, with over 6 000 new teachers expected to graduate at the end of 2006. The perceived causes of diminishing interest in the profession are the poor public image of the profession and its status, particularly among young people, uncertainty about where new teachers would be placed after qualification, a competitive employment market,

challenging working conditions, and changes with respect to the award of service linked bursaries to student teachers.

30. The result has been especially evident in the low enrolment of African student teachers. The situation is especially serious in the Foundation phase where learners require teachers with mother-tongue competence. Of the 6 000 new teachers likely to graduate in 2006, fewer than 500 will be competent to teach in African languages in the Foundation Phase.

31. The conclusions to be drawn for policy and planning purposes are that:

- The number of new teachers being prepared in our universities is insufficient to meet the demand for new teachers over time;
- Decisive measures are required to increase the numbers of young people entering initial teacher education and making themselves available for employment as teachers after graduation;
- There is an ongoing need for reliable, disaggregated information on teacher demand, new teacher supply, and the pool of experienced teachers who are willing and qualified to re-enter teaching; and
- There is a need to create conditions, which will ensure the retention of teachers, especially those with most experience and scarce skills.

Recruitment campaign

32. Increasing the supply depends on significantly increasing the number of new entrants to initial teacher education, improving the success rate, encouraging more newly qualified teachers to teach and successfully maintaining the recruitment pressure year after year. The Department is committed to investing resources in the initial education of teachers through an expanded programme of funding for student teachers, who, once qualified, will enter into service contracts with provincial education departments. The programme will be coupled with a strong, responsible and appropriately-pitched marketing campaign to raise the visibility, attraction and challenge of teaching as a career for the best and brightest of our young people across the land, among all communities, in urban and rural areas.

33. The campaign will have three target audiences, with a special effort being made in respect of rural areas:

- The primary audience will be learners in grades 10-12 and school-leavers who have completed the National Senior Certificate or equivalent;
- Mature men and women who are eligible to enter teacher education and who may be unemployed or working in another occupation; and
- Students enrolled in appropriate degree programmes that are eligible to enter postgraduate teacher education.

Policy response to teacher shortage and recruitment

34. In response to the problem of teacher supply the Ministry of Education will ensure that:

- A national electronic database and information service on teacher demand and supply is established in collaboration with Provincial Departments of Education, universities and the ELRC, capable of tracking and projecting teacher attrition, requirements and recruitment by learning area and subject, phase and district, with sensitivity to gender imbalances;
- A national government-sponsored service contract programme is established, to encourage recruitment into initial teacher education;
- IPET qualification routes are appropriate to meet numerical and professional needs;
- Systems are developed for the induction and mentoring of new teachers;
- Conditions of service are adjusted to respond to challenges of recruitment, including financial incentives to recruit and retain teachers in scarce skills areas, for top performing teachers, and for teachers in rural areas;
- Serving teachers are provided with skills to enhance their competence and develop their knowledge in learning areas or subjects and phases where there is scarcity.

IPET QUALIFICATION ROUTES

Higher Education Qualifications Framework

35. Since all initial teacher education is the responsibility of Higher Education, the qualifications structure for teacher education is subject to the Minister's policy on qualifications in terms of the Higher Education Act, 1997. This policy is expressed in the Higher Education Qualifications Framework (HEQF), which provides the basis for integrating all higher education qualifications into the National Qualifications Framework (NQF).

Recognised Teaching Qualifications

The Bachelor of Education (BEd) degree

36. A four-year BEd degree, which includes the equivalent of one full-time year of supervised practical teaching experience in schools, is the standard qualification for students wishing to teach in any learning area, subject and phase.

37. The justification for a single main entry qualification is that the academic and pedagogical demands are essentially equivalent for all teachers regardless of learning area, subject or phase; it is important for the sake of the esteem of the profession to have a single benchmark qualification. The BEd will be the standard IPET qualification and there will be several routes to achieve it.

The Advanced Diploma in Education (ADE)

38. An Advanced Diploma will be offered to graduates with an appropriate first degree who wish to teach. This will replace and be equivalent to the current Post Graduate Certificate in Education (PGCE) and the Higher Diploma in Education.

The Diploma option

39. An option to increase the uptake of new recruits into the classroom would be to introduce a new, three-year teaching Diploma. Within a context of institutional differentiation, universities may be allowed to offer this qualification, although students would be required to complete a fourth year before qualifying as a teacher. This could be offered in both contact and distance modes, and attract student teachers who might not meet degree entrance requirements, as well as assist those who need to start earning earlier.

40. The Ministry recognises the need to provide other routes to a teaching qualification, and the Diploma option may be considered if, despite our best efforts, the recruitment campaign based on entrance to the BEd degree fails to close the teacher supply gap.

Pathways to the BEd degree

41. The Norms and Standards for Educators' "Standards for the Design and Delivery of Educator Development Programmes" includes the following standards that encourage imaginative and flexible programme design:

- Providers develop programmes and an institutional ethos which develops educators as extended professionals and lifelong learners;
- Programmes are increasingly offered in modes of delivery that allow practising educators to attend;
- Learning materials are developed and used to create spatial flexibility in courses; and
- Assignments are designed to encourage problem solving within authentic contexts.

42. Distance education has the advantage of enabling students to learn while working, thus relieving them and their families of large direct and indirect costs and foregone income. It is also capable under certain conditions of being offered cost-effectively to large numbers of students. Information and Communication Technologies (ICT's), wisely used, offer immense promise of widening access to

teacher education programmes, improving learners' motivation, speeding communication and enriching the resources available for learning. While all Universities will be invited to offer distance programmes, only those that are professionally and administratively equipped to design and manage them will be permitted to do so.

- 43.** The BEd degree should therefore be offered through full or part-time study at contact Universities or part-time study through distance learning.

Policy response to qualification routes

- 44.** The Ministry of Education has determined the following qualification routes for teacher education in South African universities:

- The four-year BEd degree is the preferred standard IPET qualification to be offered by Universities;
- A one year Post-Graduate Diploma following an approved first degree;
- The possible introduction of a new three-year Diploma by an institution accredited to do so;
- Conversion programmes, with funding support, to enable eligible serving teachers to move into scarce learning areas, subjects or phases;
- The future of the National Professional Diploma in Education (NPDE) and the Advanced Certificate in Education (ACE) will be reviewed, based on an assessment of need and value.

CONTINUING PROFESSIONAL TRAINING AND DEVELOPMENT

Conceptual and pedagogical needs

- 45.** Both conceptual and content knowledge and pedagogical knowledge are necessary for effective teaching, together with the teacher's willingness and ability to reflect on practice and learn from the learners' own experience of being taught. These attributes need to be integrated, so that teachers can confidently apply conceptual knowledge-in-practice.

46. It is clear that all teachers need to enhance their skills, not necessarily qualifications, for the delivery of the new curriculum. A large majority need to strengthen their subject knowledge base, pedagogical content knowledge and teaching skills. A sizeable proportion need to develop specialist skills in areas such as health and physical education, HIV and AIDS support, diversity management, classroom management and discipline, and so on. Many need to renew their enthusiasm and commitment to their calling.

47. The National Teacher Education Audit in 1995 showed that a third of the teaching force at that time was engaged in qualifications-driven in-service education, and that in many instances, though there were considerable rewards in terms of salary increases, such qualifications had little or no impact on classroom practice. Despite a huge effort and the commitment of resources by schools, Provincial Departments of Educations, Universities, NGOs, Community Based Organisations (CBOs), teachers' unions and faith-based organisations that have been applied to in-service education, current provision remains fragmented and un-coordinated and therefore makes a rather limited impact. The report of the 2003 TIMMS Study showed that South African teachers have extensive development opportunities, but the evidence of poor learner performance shows that these have limited impact.

A new CPTD system

48. The new CPTD system will:

- Ensure that current initiatives devoted to the professional development of teachers contribute more effectively and directly to the improvement of the quality of teaching;
- Emphasize and reinforce the professional status of teaching;
- Provide teachers with clear guidance about which Professional Development (PD) activities will contribute to their professional growth;
- Protect teachers from fraudulent providers; and
- Expand the range of activities that contribute to the professional development of teachers.

49. In the new system it is intended that the South African Council for Educators, as the statutory body for professional educators, will have overall responsibility for the implementation and management of the CPTD. The PD points method is an internationally recognised technique used by professional bodies in many fields to acknowledge their members' continuing professional development. Each teacher will be expected to earn PD points by choosing professional development activities that suit their own requirements and that have been endorsed by SACE.
50. The guiding purpose will be to enable teachers to become less dependent on outside agencies and more able to become responsible for their own professional development.
51. PD activities will be classified into four types:
- School driven programmes;
 - Employer driven programmes;
 - Qualification driven programmes; and
 - Other programmes, offered by NGOs, teacher unions, community-based and faith-based organisations, or private companies.
52. Some CPTD activities will be compulsory and others self-selected. The relevant education department will pay for compulsory activities, which may be at national, provincial, district, or school level. Teachers themselves will pay for self-selected activities though provincial bursaries will be available in priority fields of study.
53. Teachers who study successfully in order to upgrade their qualifications will earn PD points.
54. Two risks must be avoided: (a) teachers should not neglect their main responsibilities in order to earn PD points; and (b) the administrative burden on already overloaded teachers must not be increased. The first can be avoided if PD activities relate directly to the classroom responsibilities of teachers, but it may require that the number of PD points that a teacher can earn per year is capped. The second risk can be avoided by requiring providers to undertake the administrative tasks involved in recording and reporting the PD points earned by

individual teachers. Providers will apply to SACE to have their PD activities endorsed and PD points allocated. They will be responsible for reporting to SACE the PD points earned by teachers who participate successfully in an endorsed PD activity.

Rewards and sanctions

55. South African educators are required to be registered with SACE as a condition for them to practise. Registration is their licence to teach. However it is now increasingly accepted that members of a profession must maintain their professional standing through continuing professional development. With the introduction of the CPTD system in the teaching profession it will be necessary to apply rewards and sanctions.

56. All teachers who are registered as educators with SACE will be required to earn PD points, and a teacher who earns the maximum allowable points in a three-year cycle will be given symbolic but visible recognition. Teachers who do not achieve the minimum number of PD points over two successive cycles of three years will be required to apply to SACE for re-registration.

Managing the CPTD system

57. As the national body for the education profession it is intended that SACE will be responsible for managing the system, but it is essentially a collaborative undertaking linking a number of sub-systems. Provincial Departments of Education, district offices, school management teams and teachers' unions will play an indispensable role in encouraging teachers' participation in CPTD activities. Providers in all categories will be responsible for designing and delivering focused, appropriate and high quality activities in line with SACE criteria and guidelines. The quality assurers appointed by SACE must protect teachers' best interests by ensuring that providers and their programmes meet the requisite standards.

58. The CPTD system will succeed only if the recording of PD points, data capturing and monitoring can be accomplished quickly and accurately. This will involve

data retrieval, system design and management tasks associated with 380 000 members' records. An electronic CPTD management information system will therefore be essential.

59. The Department of Education will engage with SACE to address the resources and structures needed to take forward the CPTD system.

Policy response to the challenges of professional development

60. To meet the challenges of initial and continuing professional development:

- The requirements in all programmes developed as a result of this policy must emphasise the integrated development of learning area or subject content knowledge and pedagogical skills, together with a thorough understanding of the changing social character of schools and the skills required to manage learning in diverse classrooms.
- CPTD must focus substantially on a learning area or subject knowledge, especially in scarce skills, but not to the exclusion of pedagogical knowledge and skills in a variety of social contexts.
- The link between language and learning must be promoted, including the use of indigenous languages. Programmes to promote language use in education will be supported, and all teachers should have the opportunity of learning an indigenous African language.
- Programmes that will improve teachers' competence in the language of learning and teaching, and in the teaching of literacy and reading skills in all phases, will be supported.
- A CPTD system will be created that registers and quality assures all providers of professional development activities and combines incentives and obligations to ensure that teachers continually upgrade their knowledge and skills throughout their teaching careers.
- SACE will undertake the management of the CPTD system with the support of the Department of Education and Provincial Departments of Education and will endorse CPTD providers, allocate PD points to their programmes, register teachers' PD points on a database, award recognition to successful teachers

and apply an appropriate sanction to teachers who do not meet the PD points target after *two* successive three-year cycles.

- An electronic CPTD management information system operated by on or behalf of SACE will be established.

THE TEACHER EDUCATION SUPPORT SYSTEM

A collaborative system

61. Many bodies and institutions are involved in teacher education. The Ministry recognises that each has its own responsibilities in the system, and it also recognises the need for improving co-ordination among them, since many of these may intersect or be dependent on each other.

62. The Department of Education and SACE share exceptional responsibilities in the system of teacher education. Their roles deserve special mention. Between them they carry the statutory responsibility for the teacher education system. Their working relationship is therefore of the utmost importance and requires a high degree of mutual understanding and collegial engagement. This is especially the case in the coming period as SACE builds its capacity to manage its enlarged responsibilities in terms of its founding Act and this policy,

63. The Department of Education has the policy responsibility for all matters relating to Education, including teacher education. In the context of a developmental state, the Department of Education is required to promote transformation through education. The DoE has the lead responsibility for teacher education policy, planning, monitoring and funding. This means that the Department has to give effect to the right of all South Africans to basic education and increasingly to further education. This further implies a duty to ensure that sufficient well-prepared teachers are available to deliver quality education to all.

64. The objective of pursuing quality education for all requires the Department of Education to provide opportunities to advance the continuing professional development of teachers. In this regard, the Department continues to work

collaboratively with statutory and non-statutory bodies as well as stakeholders with in the education system.

65. The Department of Education, as the principal employer of teachers, is responsible for ensuring that teachers' conditions of service, working conditions and career prospects meet appropriate standards, and that the teaching profession becomes a desirable occupation for an increasing number of South Africans.

National Education Evaluation and Development Unit

66. Finally, the Department of Education is responsible for monitoring the performance of schools and teachers. For this purpose, a National Education Evaluation and Development (NEED) Unit will be established, at arms length from the Department, in order to provide the necessary moderation processes in regard to both the Whole School Evaluation Policy and the agreement on an Integrated Quality Management System for the appraisal of teachers.

Policy response to teacher education support system issues

67. In order to ensure coherence and co-ordination, the Department of Education and SACE will work closely on the implementation and monitoring of this policy.

A NATIONAL FRAMEWORK FOR TEACHER EDUCATION

68. This chapter provides a summary of the Ministry of Education's teacher education policy.

Initial Professional Education of Teachers (IPET)

IPET routes to a qualification

69. New recruits to the teaching profession will be able to enter the teaching profession by qualifying in either of two ways:

- Complete a BEd degree (**480** credits, at NQF level 7) including a practical component of 120 credits. The qualification will carry an REQV of 14 and lead to registration as an educator by SACE. The practical component may be undertaken in short periods during the programme, comprise an extended period of service during the final year with a structured mentorship programme, or be undertaken by student teachers or serving teachers in schools under supervision by a mentor. The provider may consider the latter options only where there is a guarantee of proper supervision and a suitable school placement. The BEd will be available in five modes of delivery:
 - Full or part-time contact study;
 - Part-time by a combination of contact and distance learning, including the option of a learnership;
 - Distance learning to mature first-time recruits to teaching who are in other occupations or who have not yet entered employment;
 - By distance learning and mentored school-based practice to first-time recruits to teaching who are employed by Provincial Departments of Education as student teachers; and
 - By distance learning and mentored school-based practice to serving teachers who wish to upgrade their qualifications and wish to change to a phase or learning area or subject where teachers are particularly needed.

- ❑ Complete an appropriate first degree followed by a one-year Advanced Diploma in Education (120 credits, at NQF level 7), including an appropriate practical component. The qualification will carry a **REQV** of **14** and lead to registration as an educator by SACE.

70. The Minister, after consultation with the respective sectors, may determine different professional education and qualifications requirements for teachers in Early Childhood Development, Adult Basic Education and Training, Special Needs Education, and for Further Education and Training College lecturers.

Bursary scheme for initial teacher education

71. The Department of Education will establish a national teacher education bursary scheme, which will be linked to service contracts for repayment purposes.

Teacher Recruitment programme

72. In collaboration with the profession and universities, the Department of Education will undertake a campaign to market the recruitment programme throughout the country.

Quality assurance

73. The CHE through its HEQC will quality assure all education qualifications offered by universities.

74. The Department of Education will maintain and apply its own criteria for the recognition and evaluation of qualifications for employment in public education.

National database and information service

75. The Department of Education will establish a national electronic database and information service on teacher demand and supply, in collaboration with Provincial Departments of Educations and universities, which is capable of tracking and projecting teacher attrition, and projecting requirements by learning

area, subject or phase, at a District level. Such information will guide the work of the bursary programme Learn to Teach, the decisions of Provincial Departments of Education on the awarding of service contracts, and the admissions decisions of Schools and Faculties of Education.

- 76.** Close collaboration between provincial Departments of Education and universities will still be essential in ensuring appropriate student teacher placement and in training and supporting teacher mentors in schools.

Continuing Professional Teacher Development

- 77.** A CPTD system will be established under SACE's management. **SACE** will invite providers to submit professional development activities, programmes and courses for endorsement. Each endorsed activity, programme or course will carry an appropriate number of PD points. Providers will report teachers' successful achievement of PD points to SACE, which will maintain an electronic national CPTD register or database. Teachers registered with SACE will be required to earn a specified number of PD points per three-year cycle. Those who succeed will be appropriately recognised by SACE. Teachers who do not reach the target points within two successive three-year cycles will be required to re-register with SACE.
- 78.** Some CPTD activities will be compulsory and others self-selected. The relevant education department will pay for compulsory activities, which may be at national, provincial, district, or school level. Teachers themselves will pay for self-selected activities though provincial bursaries will be available in priority fields of study.
- 79.** Teachers who upgrade their qualifications will earn PD points.
- 80.** The CPTD system will be managed by SACE with the support of the Department of Education and Provincial Departments of Education. An ad-hoc committee convened by SACE will advise on the establishment of the system, examine comparative systems and undertake a feasibility study. The Department of

Education will ensure that SACE has the necessary resources to undertake its CPTD management role.

81. SACE will establish an electronic register of accredited CPTD providers and activities, and a record of points earned by educators. Four main provider activities will be recognised for PD points:

- School based programmes
- Departmental programmes, such as curriculum orientation and support and programmes organised by subject advisors;
- Programmes leading to qualifications;
- Programmes sponsored by NGOs, CBOs, teacher unions, faith-based organisations or private providers.

Quality assurance and monitoring of CPTD

82. SACE will assure the quality of continuing professional development activities through the accreditation of providers that meet specified criteria and will monitor providers through feedback received from teachers who have participated in such programmes.

Funding of CPTD

83. Funding for the system will be provided by provincial education departments as well the Department of Education. The Department of Education will mobilise resources to fund compulsory programmes. Teachers will pay for self-selected programmes. Provincial departments will manage bursary funds in support of teachers' professional development studies for qualifications in priority fields.

Teacher education support system

84. The Department of Education will work in close collaboration with all role-players on the implementation of this policy, and keep under review the manner in which coherence and co-ordination in teacher education can be improved. The Department will convene a forum on a regular basis to assess progress and determine new priorities for the sector.

CONCLUSION

85. This national policy framework on teacher education **has** been a long time in preparation, **and** is certainly overdue given the state of our education system. It is the expectation of the Ministry of Education that the framework will bring about the necessary coherence and impetus to ensure a drive for more teachers, and for better teachers. The framework is not an end in itself, and seeks to ultimately impact upon the core business of education, which is to improve the learning achievements of children at school. Every element of this policy **is** intended to support this goal, in the long-term interests of our nation.