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**AIDS HELPLINE: 0800-0123-22 Prevention is the cure**

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**CONTENTS • INHOUD**

*No.*

*Page  
No.    Gazette  
         No.*

**GOVERNMENT NOTICE**

**Education, Department of**

*Government Notice*

367	National Education Policy Act (27/1996): The National Policy Framework for Teacher Education and Development in South Africa.....	3	29832
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## GOVERNMENT NOTICE

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### DEPARTMENT OF EDUCATION

No. 367

26 April 2007

### NATIONAL EDUCATION POLICY ACT, 1996 (ACT NO. 27 OF 1996)

I, Grace Naledi Mandisa Pandor, Minister of Education, hereby, in terms of Sections 3 (4) f and 7 of the National Policy Act (Act No. 27 of 1996) approve the policy document, *the National Policy Framework for Teacher Education and Development in South Africa* as set out in the Schedule, as national education policy.

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

# SCHEDULE



**education**

Department:  
Education  
**REPUBLIC OF SOUTH AFRICA**

Department of Education

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

“More teachers, better teachers”

Pretoria

2007

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**CONTENTS**

<b>SCOPE AND PURPOSE OF THE POLICY</b>	<b>1</b>
<b>PRINCIPLES UNDERLYING THE POLICY FRAMEWORK</b>	<b>3</b>
<b>THE CONTEXT OF TEACHER EDUCATION</b>	
<b>The complexity of the task</b>	<b>4</b>
<b>The apartheid legacy</b>	<b>4</b>
<b>Social inequality</b>	<b>5</b>
<b>Profile of teachers</b>	<b>6</b>
<b>Teacher demand and supply</b>	<b>7</b>
<b>Teacher shortages</b>	<b>9</b>
<b>Recruitment trends</b>	<b>10</b>
<b>Recruitment campaign</b>	<b>11</b>
<b>National database and information service</b>	<b>11</b>
<b>INITIAL PROFESSIONAL EDUCATION OF TEACHERS (IPET)</b>	
<b>Approval and recognition of teacher education programmes for employment     in education</b>	<b>13</b>
<b>IPET pathways</b>	<b>13</b>
<b>CONTINUING PROFESSIONAL TEACHER DEVELOPMENT (CPTD)</b>	
<b>Conceptual and pedagogical needs</b>	<b>16</b>
<b>A new Continuing Professional Teacher Development (CPTD) system</b>	<b>17</b>
<b>Quality Management and assurance</b>	<b>19</b>
<b>Incentives and obligations</b>	<b>19</b>
<b>Managing the CPTD system</b>	<b>20</b>
<b>Programmes</b>	<b>20</b>

**THE TEACHER EDUCATION AND DEVELOPMENT SUPPORT SYSTEM**

<b>A collaborative system</b>	<b>22</b>
<b>National Education Evaluation and Development Unit</b>	<b>23</b>
<b>CONCLUSION</b>	<b>24</b>
<b>SUMMARY: A NATIONAL POLICY FRAMEWORK FOR TEACHER EDUCATION AND DEVELOPMENT</b>	<b>25</b>



## SCOPE AND PURPOSE OF THE POLICY FRAMEWORK

1. This policy framework for teacher education and development in South Africa is designed to equip a teaching profession to meet the needs of a democratic South Africa in the 21st century. It brings clarity and coherence to the complex matrix of teacher education activities, from initial recruitment and preparation to self-motivated professional development. The policy framework deals with teachers in schools and is not directed at teachers in adult education, early childhood development centres, or Further Education and Training colleges.
2. The policy framework aims to provide an overall strategy for the successful recruitment, retention, and professional development of teachers. More specifically, it aims to ensure that:
  - teachers are properly equipped to undertake their essential and demanding tasks;
  - teachers are able to continually enhance their professional competence and performance;
  - appropriately qualified teachers fill all vacancies in all schools, and that there is a dynamic balance between demand and supply of teachers;
  - there is 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; and to
  - teachers are deservedly held in high regard by the people of South Africa.
3. The policy framework 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 (SACE); the South African Qualifications Authority (SAQA); the Education, Training and Development Practices Sector Education and Training Authority (ETDP-SETA); national teachers' unions; the Higher Education South Africa (HESA) Education Deans' Forum; and NGOs working in teacher education.

4. For purposes of analysis and planning, this document considers teacher education as comprising two complementary sub-systems: Initial Professional Education of Teachers (IPET) and Continuing Professional Teacher Development (CPTD). These are underpinned by a vitally important support system for teacher education and development.

## PRINCIPLES UNDERLYING THE POLICY FRAMEWORK

5. The *Norms and Standards for Educators* (2000) aptly described the roles of a competent educator, who is required 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.
6. Teachers are the essential drivers of good quality education. Strong IPET programmes are an important basis for teacher competence and professionalism. Further, international evidence shows that CPTD succeeds best when teachers themselves are integrally involved, reflecting on their own practice; when there is a strong school-based component; when activities are well co-ordinated; and when employers provide sustained leadership and support.
7. The national and provincial education departments are obliged to provide an enabling environment for the preparation and development of teachers to take place. The effectiveness of the CPTD system depends substantially on strong leadership and good management in schools and in the support systems in district, provincial and national offices. All employers of teachers must ensure that their employees are properly encouraged and equipped to undertake the roles expected of them in the highly varied and ever-changing conditions in which they work. Priority areas of need must be constantly reviewed and updated.
8. However, it is the responsibility of teachers themselves, guided by their own professional body, SACE, to take charge of their self-development by identifying the areas in which they need to grow professionally, and to use all opportunities made available to them for this purpose, including those provided for in the Integrated Quality Management System (IQMS).

## THE CONTEXT OF TEACHER EDUCATION IN SOUTH AFRICA

### **The complexity of teaching**

9. Teachers are the largest single occupational group and profession in the country. 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**

10. 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.
11. 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.
12. 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. Many teachers' poor conceptual and content knowledge contributes to low levels of learner achievement.

### **Social inequality**

13. South Africa has a highly evolved economic infrastructure but it also has huge social and economic inequalities the most fundamental of which were inherited from decades if not centuries of racial discrimination and injustice. The most profound and enduring effects of these inequalities are to be found in education, including a legacy of dire infrastructure and facilities for poor people, a lack of proper amenities, an artificially constructed parallel system of "special" and "ordinary" education which marginalises and excludes many vulnerable learners, and inadequate training for teachers. A massive investment programme is underway to eliminate the worst of such conditions, but there is still far to go. The persistence of poverty, wide income disparities and unemployment, the debilitating effects of illness and premature death (especially as a result of HIV/AIDS, TB and other life-threatening diseases which thrive in conditions of poverty), and the threats to our environment are among the important challenges faced by the nation and the education system at the beginning of the 21<sup>st</sup> century.
14. 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 fulfill their personal potential and aspirations. Teacher education, including continuing professional development, has the vital role of equipping teachers to undertake this task.
15. The *Report of the Ministerial Committee on Rural Education* (2005) highlighted specific challenges in rural schools. It noted a shortage of qualified and competent teachers in these schools, problems of teaching in multi-grade and large classes, under-resourced school facilities, and limited access to professional development programmes for teachers. This policy framework responds to several of the report's recommendations and addresses the need for qualified teachers in the entire system.

16. A study conducted by the Human Sciences Research Council (HSRC) on behalf of the Education Labour Relations Council (ELRC), entitled *Educator Supply and Demand in the Public Education System* (2005), documented the disturbing incidence of ill-health among too many educators, and especially the inroads being made by HIV and AIDS into the lives, careers and well-being of teachers. This trend is reflected in increasing rates of teacher absenteeism, retirements on health grounds and mortality. This policy framework is in part a response to these trends.

### **Profile of teachers**

17. A high volume of information on the country's teachers has recently become available, thanks to studies and reports by the HSRC on behalf of the ELRC, reports of the Ministerial Committees on Rural Education and Teacher Education, and the report by the Department of Education (in association with the ETDP SETA and the International Labour Organization) on *Teachers for the Future* (2005). The Department of Education is developing its Education Human Resource Management Information System to provide a reliable reference source for precise information on teachers and school managers. This will greatly facilitate analysis and planning.
18. Meanwhile, for purposes of this document some of the broad characteristics of the South African school teaching community can be briefly stated:
- According to the Department of Education's publication *School Realities 2006* (October 2006), based on the 10<sup>th</sup> day survey, there were 367 188 teachers and school managers in public schools and 18 407 in independent schools.
  - The national educator-learner ratio in ordinary public schools, according to *School Realities 2006* is 32.6. The ratio rises to 34.9 if teachers employed by School Governing Bodies are excluded from the calculation. In areas of high population density, many schools have large classes while

in many rural schools, especially farm schools, class sizes are so small that they are combined for multi-grade teaching.

- According to Vulindlela and PERSAL data, two-thirds of teachers in public schools are women, but men are still disproportionately represented in promotional posts and school management.
- The same sources reveal that over 90% of teachers are fully qualified according to Department of Education norms. That is, they have qualifications rated at Relative Education Qualification Value (REQV) 13 or 14.
- According to the ELRC/HSRC studies, the age distribution of educators in the public system 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.
- The same source reports a rate of natural attrition from teaching between 5-6% per annum. The rate of teacher resignations is stable at slightly more than half all departures, but the rate of departures through retirement, medical incapacity and mortality is increasing.

### **Teacher demand and supply**

19. 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.
20. The broad goal of this policy framework 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.

## 21. On the demand side:

- The basic determinants of demand are the number of teachers leaving the system and needing to be replaced, and the increase or decrease in 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-learner ratio, the number of learning areas or subjects in the curriculum offered by the school, the areas of specialisation, the current range of learning styles and learner needs, 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.
- A further determinant of demand is the increasing numbers of learners who were previously out of school and are now being included. Out of an estimated 280 000 vulnerable young people of school-going age who were out of school, including those with disabilities, 126 000 are reported to have been included within ordinary schools, though there is little evidence of how such learners are currently being supported and the level of such support.
- Aggregate demand information is necessary but insufficient for planning and recruitment purposes. In terms of this policy Provincial Education Departments 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.

22. 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.
- The number of students who do not complete their programmes, the number that complete but choose not to teach, and the number who choose not to teach in South Africa. International migration figures indicate a net annual loss of teachers from South Africa, although many who leave return after a short period abroad, often as better teachers.
- The number of foreign teachers, especially from elsewhere in Africa, who are resident in South Africa and available for recruitment as teachers.
- The number of qualified teachers who are not currently employed in education. This pool has diminished in recent years. Many if not most of such former teachers have not been trained in, and have no experience of, the new national curriculum statements.

### **Teacher shortages**

23. Most research studies indicate an impending shortage of teachers in the country, although its exact magnitude and timing is a matter of debate. ELRC/HSRC *Educator Supply and Demand* report (2005) projected a shortfall of around 15 000 teachers by 2008, under certain assumptions about enrolment trends and learner-teacher ratios.
24. 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, the Sciences, Technologies, African Languages and English. Shortages are also being reported for the Foundation and Intermediate Phases of the system. Furthermore, not enough teachers are trained to provide and coordinate learning support for learners with a range of learning needs and who experience barriers to learning and development within their classrooms and schools.

### **Recruitment trends**

25. There has been a significant decline in the enrolment of student teachers over the past decade, although this trend may have somewhat reversed in the past two years. Over 6 000 new teachers graduated at the end of 2006, while the annual number leaving teaching exceeds 20 000. The perceived causes of diminishing interest in teaching as a career are the poor public image of the profession and its status, particularly among young people, challenging working conditions, uncertainty about where new teachers would teach after qualification, the lure of many competing job opportunities, and a decline in the number of service-linked bursaries awarded by Provincial Education Departments to student teachers.
26. The disproportionately low enrolment of African student teachers has been particularly marked. The situation is especially serious in the Foundation phase where learners require teachers with mother-tongue competence. Of the 6 000 new teachers who graduated in 2006, fewer than 50 were competent to teach in African languages in the Foundation Phase, according to a study conducted for the Deans of Education Faculties.
27. 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.
- There is a need to create conditions that will ensure the retention of teachers, especially those with most experience and scarce skills.

### **Recruitment campaign**

28. 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.
29. In addition, there will be 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.
30. As part of the campaign the Department of Education is investing large funds in loan and bursary programmes for student teachers. Earmarked funds for teacher education have been allocated to the National Student Financial Aid Scheme (NSFAS) for loans to able students who would otherwise be deprived of a higher education. The Department has also launched the national Fundza Lushaka Bursary Programme, in collaboration with the Provincial Education Departments, the Faculties of Education and NSFAS. Selection is based on both academic and personal criteria, since the bursary programme is designed to attract to the profession students of high academic and personal promise with a commitment to teach young people in designated priority areas of need.
31. In addition to these programmes it is essential that teachers' conditions of service and career paths match the national importance of the profession and the necessity

to retain the services of teaching professionals of high skill and dedication. The government's human resources development policy for the teaching profession is based on that principle.

#### **National database and information service**

32. 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. The Department of Education will establish a national electronic database, planning model and information service on teacher demand and supply, in collaboration with Provincial Education Departments and universities. The database and planning model will be capable of tracking and projecting teacher attrition, and projecting requirements and recruitment by learning area, subject or phase, at a district level, with sensitivity to gender imbalances.

## INITIAL PROFESSIONAL EDUCATION OF TEACHERS (IPET)

### Approval and recognition of teacher education programmes for employment in education

33. Since the initial professional education of teachers is undertaken in higher education institutions, its qualifications structure is subject to the Higher Education Act (1997). The Higher Education Qualifications Framework (HEQF) provides the basis for integrating all higher education qualifications into the National Qualifications Framework (NQF).
34. The *Norms and Standards for Educators* (2000) as well as the *Criteria for the Evaluation and Recognition of Qualifications for Employment in Education* (2000), which is based on the *Norms and Standards*, will be amended and aligned with new policy developments. In particular, the section on teacher education qualifications will be superseded by equivalent qualifications as described in the new HEQF as soon as the latter has been adopted as policy.
35. The amended documents will also include a revision of the specialist requirements for each phase of schooling to ensure that all IPET programmes comply with the minimum academic and professional requirements for beginner teachers to teach the new school curriculum effectively in varied contexts.
36. The notion of “applied and integrated competence” associated with the seven roles for teachers in the *Norms and Standards for Educators* (2000), provides the basis for designing new or revised teacher education programmes.

### IPET pathways

37. Two broad pathways will lead to the first professional qualification for teachers. Using the nomenclature of the forthcoming HEQF:
  - the first pathway is the 480-credit Bachelor of Education (BEd) degree which will include the equivalent of a year’s supervised practical teaching experience and will be pegged at level 7 on the National Qualifications

Framework (NQF);

- the second is an appropriate 360-credit first degree (for example, BA/BSc/BCom/BTech) followed by a 120-credit Advanced Diploma in Education (ADE). In line with the HEQF, the latter will replace and be equivalent to the current Postgraduate Certificate in Education (PGCE), the Higher Diploma in Education (HDE), and postgraduate Diplomas in Special Education.

38. Both pathways are of equal status, and will lead to registration as an educator by SACE. The qualifications earned by following either pathway will be recognised at REQV 14 level.

39. 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 Education Departments 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.

The distance learning options may be offered only by approved providers with strong learner support and mentoring in the field, and HEQC accreditation.

40. 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.

41. Close collaboration between Provincial Education Departments and universities will still be essential to ensure appropriate student teacher placement and in the training and support of teacher mentors in schools.
42. The norm for a qualified teacher will remain as REQV 13 for the foreseeable future.
43. 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 (ICTs), 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. Distance students in schools need special support and mentoring requirements and these must be properly understood and provided for.
44. If the potential gap between supply and demand starts to materialise, the Department of Education will consult HEDCOM, SACE, the Education Deans and other role-players and stakeholders on an appropriate professional response toward accelerating the production of IPET graduates.
45. The Department of Education will also closely examine, with HEDCOM, SACE and other role-players and stakeholders, the merits of a qualification route for Teaching Assistants as para-professionals who could be deployed where teachers currently cope with particularly onerous conditions. Such Teaching Assistants will be encouraged to study for the BEd while in service. Funds have already been budgeted for their employment.
46. SACE decided in July 2006 to create an "Educator in Training" category of registration for students undertaking their IPET programmes. This is a welcome innovation that will help bind prospective teachers to their profession from an early stage in their preparation.

## **CONTINUING PROFESSIONAL TEACHER DEVELOPMENT (CPTD)**

### **Conceptual and pedagogical needs**

47. 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.
  
48. All teachers need to enhance their skills, not necessarily qualifications, for the delivery of the new curriculum. A large majority needs to strengthen their subject knowledge base, pedagogical content knowledge and teaching skills. All teachers need to acquire skills in recognising, identifying and addressing barriers to learning and creating inclusive and enabling teaching and learning environments for all learners, including those with disabilities and other special needs. A sizeable proportion need to develop specialist skills in areas such as health and physical education, HIV and AIDS support, teaching learners with disabilities, diversity management, classroom management and discipline, and so on.
  
49. 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 Education Departments, 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. Quality control measures are frequently inadequate or absent. The returns in better teaching from these large investments are impossible to quantify but there is reason to doubt whether the teachers and the system are getting their money's worth. The report of the 2003 Trends in International Mathematics and Science Study (TIMSS) showed that South African teachers have extensive development opportunities, but the evidence of poor learner performance shows that these have



had limited impact.

50. The National Professional Diploma in Education (NPDE) was introduced in 2000 as a short-term measure to deal with the system's inheritance of teachers with qualifications below the Ministerially approved norm of REQV 13. Since there is still both a need and a demand for this programme it will continue. Once the backlog has been overcome, teachers who wish to upgrade further to a degree will have the opportunity to study through the mixed mode options in the BEd programme, but the norm for a qualified teacher will remain as REQV 13 for the foreseeable future.
51. The Advanced Certificate of Education (ACE) qualification has been a flexible means of upgrading teachers and managers in a range of specialist skills, but the Ministry has been concerned at the undue proliferation of ACE programmes. The form the ACE will take in future will depend on the niche it will occupy in the HEQF and the outcomes of the reviews of ACE being undertaken by the Higher Education Quality Committee (HEQC) of the Council on Higher Education (CHE). ACE programmes will not be supported unless they are of good quality and directed towards meeting important professional needs.

#### **A new Continuing Professional Teacher Development system**

52. 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.

53. In the new system the South African Council for Educators (SACE), as the statutory body for professional educators, will have overall responsibility for the implementation, management and quality assurance of the CPTD system. SACE will be provided with the necessary resources and support to undertake that role. 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 a target number of PD points in each successive three-year cycle by undertaking a variety of professional development activities, endorsed by SACE on grounds of their fitness of purpose and quality, that suit their own needs and requirements or that have been required by their employers.
54. PD points will be allocated to activities classified in five categories:
- School led programmes;
  - Employer led programmes;
  - Qualification programmes;
  - Other programmes, offered by NGOs, teachers' unions, community-based and faith-based organisations, or other approved providers;
  - Self-chosen activities.
55. The underlying principle is that teachers, individually and collectively, will have a high degree of responsibility for their own professional development. Employers will mandate some compulsory CPTD activities, including those related to IQMS processes, but others will be self-selected. In the public sector the relevant education department will pay for compulsory activities, which may be at national, provincial, district, or school level. The Skills Development levy is the appropriate funding vehicle for such training. Teachers themselves will pay for self-selected activities though provincial bursaries will be available in priority fields of study. Teachers who succeed in upgrading their qualifications will earn PD points. The 80 hours of professional development time for teachers required by ELRC Resolution 1 of 2000 will be used for CPTD work.
56. Three risks should be avoided: (a) teachers should not neglect their main responsibilities in order to earn PD points; (b) the administrative burden on

already overloaded teachers must not be increased, and (c) poor quality providers and PD activities must be screened out of the system. The first risk 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 reduced 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 to them. Providers will be responsible for reporting to SACE the PD points earned by teachers who participate successfully in an endorsed PD activity. The third risk will be countered by a quality management system implemented by SACE.

### **Quality management and assurance**

57. SACE will invite providers to submit professional development activities, programmes and courses for endorsement according to specified criteria. 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 for recording on an electronic national CPTD register or database. SACE will assure the quality of continuing professional development activities through the endorsement of providers and activities that meet its criteria, by monitoring providers and programmes through feedback received from teachers who have participated in such programmes, and by formal monitoring and evaluation methods. SACE may appoint quality assurance bodies to undertake such work on its behalf. The quality assurance of registered qualifications will remain the responsibility of the relevant ETQA, whether the HEQC or the ETDP-SETA. SACE and the ETQAs will need to develop a close understanding and working relationship.

### **Incentives and obligations**

58. At its heart the new CPTD system will be enabling and empowering. The design, content and advocacy of the programme must be capable of reassuring teachers that they stand to benefit by it. Greater professional confidence, enhanced knowledge, better understanding and improved teaching and class management

skills are among the fruits of successful engagement in CPTD activities. In addition to such intrinsic professional rewards, teachers who achieve their periodic PD points targets should be in a more competitive position for performance recognition and promotion than those who do not.

59. South African educators are required to be registered with SACE as a condition for them to practise. Registration is their licence to teach. Educators are required by the SACE Act to adhere to a Code of Professional Ethics that includes a responsibility to keep abreast of professional trends and developments.
60. 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 accountable to SACE for such failure.

#### **Managing the CPTD system**

61. It is intended that SACE, as the national body for the education profession, will be responsible for managing the system, supported by the Department of Education. The CPTD system is essentially a collaborative undertaking linking a number of sub-systems. Provincial Education Departments, 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's criteria and guidelines. The quality assurers appointed by SACE to oversee the quality of CPTD provision will protect teachers' best interests by ensuring that providers and their programmes meet the requisite standards. An electronic management information and communication system, operated by or on behalf of SACE, will be essential for recording, data capturing, and monitoring CPTD programmes and activities. This system may be part of a broader education data platform.

## Programmes

62. The specifications of 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.
63. 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.
64. 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.
65. 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.
66. In an inclusive education and training system, educators must be trained to support learners with a range of learning styles and needs and to work alongside educational psychologists, therapists, counselors and other support staff to strengthen and focus on effective curriculum delivery within a whole school developmental approach. Support functions must be infused in all career paths and not regarded as a separate pedagogic enterprise.
67. CPTD will involve conversion programmes, with funding support, to enable eligible serving teachers to move into scarce learning areas, subjects or phases.
68. 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 all teachers' PD records. An efficient electronic CPTD management information and

communication system will therefore be essential.

69. The Department of Education and SACE have established a high-level task team to oversee the planning and development of the new CPTD system and advise on the resources and structures needed to roll out implementation throughout the country.

## THE TEACHER EDUCATION AND DEVELOPMENT SUPPORT SYSTEM

### A collaborative system

70. The Department of Education 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 progressively to further education. This implies a duty to ensure that sufficient well-prepared teachers are available to deliver quality education to all.
71. Many bodies and institutions are involved in teacher education and development. The Ministry of Education 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.
72. The Department of Education and SACE share exceptional responsibilities in the system of teacher education and development. Their roles deserve special mention. Between them they carry the statutory responsibility for the teacher education and development 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. 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.
73. The Department of Education has improved the internal co-ordination of the many facets of teacher education and development and will continue to do so. As for external co-ordination, this has benefited significantly from the long period of official stakeholder engagement undertaken with the Ministerial Committee on Teacher Education and consultations on its report. For the time being, co-ordination is best served by the thriving bilateral and (where necessary) multilateral meetings that are called on a needs basis rather than a permanent omnibus advisory body.

74. The full engagement of provincial and district education structures is essential for the success of the policy. This will be co-ordinated through the HEDCOM Teacher Development Sub-Committee. HEDCOM and the CEM will continue to be kept informed and closely consulted on all aspects of the implementation of the policy framework.
75. The Department of Education, together with the Provincial Education Departments, is responsible for ensuring that teachers' conditions of service, working conditions and career prospects in the public school system 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**

76. 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 in order to provide the necessary moderation processes for both the Whole School Evaluation policy and the ELRC agreement on an Integrated Quality Management System for teachers.



## CONCLUSION

77. 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. The Ministry of Education expects that the framework will bring about the necessary coherence and impetus to ensure a drive for more teachers, and for better teachers.
  
78. The policy framework is not an end in itself. It seeks ultimately to influence decisively the core business of school education, which is to enable children and young people to learn well and equip themselves for further learning and for satisfying lives as productive citizens, for the benefit of their families, their communities and our nation. A professionally confident, fully capable and continually learning community of teachers is the necessary requirement for success.

**SUMMARY: A NATIONAL POLICY FRAMEWORK FOR TEACHER EDUCATION AND DEVELOPMENT**

79. This chapter provides a summary of the Ministry of Education's teacher education and development policy.

**Initial Professional Education of Teachers (IPET)*****Approval and recognition of teacher education programmes for employment in education***

80. The initial professional education of teachers is undertaken in higher education institutions, so the qualifications structure for teacher education is subject to the Higher Education Act (1997). The Higher Education Qualifications Framework (HEQF) provides the basis for integrating all higher education qualifications into the National Qualifications Framework (NQF).
81. The *Norms and Standards for Educators*, as well as the *Criteria for the Evaluation and Recognition of Qualifications for Employment in Education* (2000), which is based on the norms and standards, will be amended and aligned with the new HEQF.

***IPET routes to qualification***

82. New recruits to the teaching profession will be able to enter by qualifying in either of two ways:
- (1) 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 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 Education Departments 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.

The distance learning options may be offered only by approved providers with strong learner support and mentoring in the field.

- (2) 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.
83. The norm for a qualified teacher will remain as REQV 13 for the foreseeable future.
84. Close collaboration between Provincial Education Departments and universities will be essential in ensuring appropriate student teacher placement and in training and supporting teacher mentors in schools.

#### ***Recruitment campaign***

85. In collaboration with the Provincial Education Departments, the organised profession and the Faculties of Education, the Department of Education has embarked on a campaign to recruit able and committed high school students, undergraduates and mature citizens in other occupations for the teaching profession.

#### ***Bursary programme for IPET***

86. The Department of Education, in co-operation with the Provincial Education Departments, the higher education institutions and NSFAS, has established the national Fundza Lushaka teacher education bursary programme, which offers full-cost bursaries to able and committed students to study to become teachers in

priority areas of need. Such students agree to teach in public schools for the same number of years for which they received a bursary.

#### *Quality assurance*

87. The CHE through its HEQC will quality assure all IPET qualifications offered by universities.
88. The Department of Education will maintain and apply its own criteria for the recognition and evaluation of qualifications for employment in public education.

#### *Teaching Assistants*

89. Teaching Assistants will be trained and appointed in areas of great need.

#### *National database and information service*

90. The Department of Education will establish a national electronic database, planning model and information service on teacher demand and supply, in collaboration with Provincial Education Departments and universities. The database will be capable of tracking and projecting teacher attrition, and projecting requirements by learning area, subject or phase, at a district level.

#### **Continuing Professional Teacher Development (CPTD)**

##### *A new national CPTD system*

91. A national CPTD system that combines incentives and obligations will be established under SACE's management with the support of the Department of Education and Provincial Education Departments. A DoE/SACE task team will plan and develop the system, advised by a stakeholder-representative reference group. The Department of Education will ensure that SACE has the necessary resources to undertake its CPTD development and management roles.

92. SACE will invite providers to submit professional development activities, programmes and courses for endorsement according to specified criteria. 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 for recording on an electronic national CPTD register or database.
93. Each teacher will be expected to earn a target number of PD points in each successive three year cycle by undertaking a variety of professional development activities (endorsed by SACE on grounds of their fitness of purpose and quality) that suit their own needs and requirements or that have been required by their employers.
94. PD points will be allocated to activities classified in five categories: self chosen activities; school led programmes; employer led programmes; qualification programmes; other programmes, offered by NGOs, teachers' unions, community-based and faith-based organisations, or other approved providers.

#### *Costs and sponsorship*

95. Employers will mandate some compulsory CPTD activities but others will be self-selected. In the public sector the relevant education department will pay for compulsory activities through the Skills Development levy. Some voluntarily chosen activities may be cost-free to the teacher while others will be paid for by teachers themselves, though a number of provincial bursaries will be available in priority fields of study. The 80 hours of professional development time for teachers required by ELRC Resolution 1 of 2000 will be used for CPTD work.

#### *NPDE and ACE programmes*

96. The National Professional Diploma in Education (NPDE) will continue to be provided until all unqualified or under-qualified teachers have had the opportunity to upgrade to qualified status.
97. The future of ACE programmes will be reviewed in the light of the HEQC's advice and the new Higher Education Qualifications Framework. ACE

programmes will not be supported unless they are of good quality and directed towards meeting important professional needs.

### ***Quality management and assurance***

98. SACE will assure the quality of continuing professional development activities through the endorsement of providers that meet its criteria, by monitoring providers through feedback received from teachers who have participated in such programmes, and through formal monitoring and evaluation methods. SACE may appoint quality assurance bodies to oversee the quality of CPTD provision. The quality assurance of registered qualifications remains the responsibility of the relevant ETQA, whether the HEQC or the ETDP-SETA. SACE will develop a close understanding and working relationship with these bodies.

### ***Management information and communication system***

99. An efficient electronic CPTD management information and communication system will be established for the recording of accredited CPTD providers, PD points, data capturing, and monitoring. This system may be part of a broader education data platform.

### **Teacher education and development support system**

#### ***A collaborative system***

100. The Department of Education has the lead responsibility for teacher education policy, planning, monitoring, and funding.
101. The Ministry of Education recognises that many bodies and institutions are involved in teacher education and development, each with its own responsibilities in the system. Co-ordination is vital since many responsibilities intersect or depend on one another.
102. Between them the Department of Education and SACE carry the statutory responsibility for the teacher education and development system. Their working

relationship requires a high degree of mutual understanding and collegial engagement, especially as SACE manages its increased responsibilities in terms of this policy. The DoE/SACE high-level task team will oversee the planning and development of the CPTD system and monitor its resource requirements. A reference group of stakeholder representatives will provide invaluable advice.

103. The full engagement of provincial and district education structures is essential for the success of the policy. This will be co-ordinated through the HEDCOM Teacher Development Sub-Committee. HEDCOM and the CEM will continue to be kept informed and closely consulted on all aspects of the implementation of the policy framework.
104. The Department of Education has improved the internal co-ordination of teacher education and development and will continue to do so. External co-ordination has benefited from extensive stakeholder engagement.

***National Education Evaluation and Development Unit***

105. Finally, since the Department of Education is responsible for monitoring the performance of schools and teachers, a National Education Evaluation and Development (NEED) Unit will be established in order to moderate the Whole School Evaluation policy and the ELRC agreement on an Integrated Quality Management System for teachers.
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