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i. FOREWORD

This is the complete record of a remarkable event in South African education history – an event that also represents a notable process of collaboration among the chief organised formations in South African public education.

The spirit of the Teacher Development Summit was demonstrated in the statements of commitment made at the opening session by spokespersons for the Summit stakeholders:

- CTU-SADTU (including SADTU and CTPA);
- CTU-SAOU (including NAPTOSA, SAOU, NATU, PEU and PSA);
- ELRC;
- ETDP SETA;
- SACE; and
- Department of Education (including Provincial Education Departments).

The stakeholders committed their organisations and members to the cause of teacher professional development and to the purposes, processes and working partnerships of the Summit, and acknowledged their joint ownership of the Summit Working Document.

At the closing session all stakeholder bodies endorsed the Summit Declaration, the principal feature of which is a joint commitment to developing a ‘new, strengthened, integrated national plan for teacher development’.

The Education Deans’ Forum of Higher Education South Africa worked with the stakeholder bodies in preparing for the Summit, associated themselves with the stakeholders’ opening statements and expressed support for the Summit Declaration.

The stakeholders have extended the mandate of the Summit Steering Committee in order to oversee the development of the plan.
ii. EXECUTIVE SUMMARY

The Teacher Development Summit held in Johannesburg from 29 June to 2 July 2009 represented a milestone in the transformation of the South African education system. The Summit gathered together 350 participants, of whom a large number were practising teachers, to clarify, debate and find solutions to the urgent needs for teacher development in the widest sense. This report is a comprehensive record of the Summit’s deliberations and conclusions.

The Summit idea was formulated by the national teachers’ formations in September 2008, agreed to by the then Minister of Education, Mrs Naledi Pandor, MP, and supported by the current Minister of Basic Education, Mrs Matsie Angelina Motshekga, MP, and Dr Bonginkosi Emmanuel ‘Blade’ Nzimande, MP, Minister of Higher Education and Training, who respectively gave the Summit keynote and closing addresses.

The organisation was undertaken by the principal stakeholders in the Summit: the national and provincial education departments, the national teachers’ unions represented by the South African Democratic Teachers’ Union (CTU-SADTU) and the Suid-Afrikaanse Onderwysunie/South African Teachers’ Union (CTU-SAOU), the Education Labour Relations Council (ELRC), the South African Council for Educators (SACE) and the Education, Training and Development Practices Sector Education and Training Authority (ETDP SETA). The Summit was funded jointly by the ETDP SETA and the ELRC; the latter undertook the organisation of the Summit. The Education Deans’ Forum of Higher Education South Africa was closely associated with the Summit initiative in all its stages.

The principals were represented in the Summit Steering Committee, which oversaw the preparations and appointed a Technical Sub-committee to advise it on conceptual and programme planning. The principals convened a one-day Summit Round Table for 100 delegates in April 2009, which formulated the Summit themes, established a frank and constructive discourse and found a measure of agreement on matters that would be debated further as the preparations proceeded and at the Summit itself.
The Steering Committee commissioned a Writers’ Collective of teacher development specialists to work with the Technical Sub-committee to produce a Summit Working Document and a Resource Pack of reference materials. The Working Document, the Resource Pack and the Summit Programme developed by the Technical Sub-committee were closely aligned, in order to focus debate and evidence on the most pressing themes and issues.

The Summit programme is noteworthy for the amount of time allocated to discussion in breakaway groups. At the Summit each breakaway was introduced in plenary by a specialist from the Writers’ Collective. Specialist facilitators ensured that the discussions were free and focused, and specialist rapporteurs recorded the trend of discussion and areas of agreement. The breakaways were augmented by a special round table for practising teachers, who debated their experience of good and bad teacher development. This session was facilitated by Mr Themba Ndhlovu and Ms Matseliso Dipholo of SACE, supported by Dr Connee Fitch-Blanks, Director of the Chicago Teachers Union Quest Center and Ms Marilyn Stewart, President of the Chicago Teachers Union.

The breakaway reports and teachers’ views were synthesised in plenary by Dr Yusuf Sayed of the University of Sussex, who added his expert comment on the issues.

The Technical Sub-committee functioned as the Declaration Committee. Throughout the preparations for the Summit, strong emphasis had been placed on the importance of subjecting all current teacher development policies and collective agreements to frank scrutiny, and achieving maximum consensus on both the issues and the processes required to deal with matters that would need to be resolved and acted upon after the Summit. The breakaways and synthesis reports reflected the success of this approach, which eased the work of the Declaration Committee. The draft Declaration was debated in stakeholders’ caucuses before being amended and publicly endorsed by the principals in the closing plenary.

Mr Fred van Leeuwen, General Secretary of Education International (EI, the world body of organised teachers), whose President is Mr Thulas Nxesi, MP, opened the Summit with a sweeping survey of the challenge to teacher development in the current world recession. In a plenary address, his colleague, Ms Assibi Napoe, the Chief Regional Coordinator in EI’s Africa office, described the predicament of teachers in the region in a period when global recession confronts the global campaign for education for all. Professor Dennis Shirley of Boston College, Massachusetts, an international expert and author on teacher development and community organisation, commented on the Summit proceedings from a perspective that emphasised teachers’ agency and their role as social innovators and moral leaders.

Such themes resonated with the special plenary HIV/AIDS Exposé of teachers’ campaigns for HIV/AIDS prevention. The session was addressed by Mr Thulas Nxesi, MP, who had initiated the programme while General Secretary of SADTU. Deputy Minister of Basic Education, Mr Enver Surty, MP, contributed the keynote address.
The mix of local and international expertise enriched the Summit by placing South African teachers’ work, mission, needs and challenges within a broad social, political, economic and ethical context. The historic Summit Declaration is similarly located in South African realities. It expresses the consensus of Summit participants on the way forward, and commits the principal stakeholders to collaborating on a new, strengthened, integrated national plan for teacher development.

The plan will address the different and unequal contexts in which South African teachers work, prioritise their development needs and mobilise the resources and support they require. The Summit stakeholders and participants expect that the plan will generate a fresh and progressive environment for teacher development that will bring the Summit motto – ‘perfecting the art of teaching’ – to life, and lead to sustainable improvement in the quality of learning in all South African schools.

**KEY ISSUES DISCUSSED IN THE BREAKAWAY GROUPS**

The breakaway sessions were based on themes and topics, and some were deliberately provocative. Discussions reflected commitment to forging effective relationships among stakeholders and identifying areas of work agreement. It was fairly easy to reach consensus on what is wrong and what the challenges are, but more difficult to find agreement about what might be done. The real value of the Summit was as much about the process as it was about the declaration, concretising principles for moving forward and binding stakeholders in relationships of trust.

**THEME 1: THE CONTEXT OF TEACHING**

All the propositions/topics suggested were supported in the breakaway sessions:

- South African teachers work in one of the most unequal societies in the world and in schools with widely differing social and learning conditions.
- South African teachers have very different career preparation, life and teaching experiences and opportunities for development.
- The introduction nationwide of the National Curriculum Statement (NCS), the learner assessment system and Foundations for Learning over a short period of time has impacted on teachers’ responsibilities and workload.
There was general agreement that inequality continues to endure, both in the urban/rural divide, and in inequities in urban areas, with differential achievements of schools in the different socio-economic quintiles.

The content and progression dimensions of the curriculum were thought not to be specific enough, and teachers expressed themselves inadequately prepared to teach the content. An interlinked dimension was that assessment systems are complex, with onerous reporting demands.

There was widespread agreement that the model of Professional Development (PD) needs rethinking, with emphasis on effective, school-based development and the role of the district in providing support. The professional dimensions of teachers’ work need more attention, including meaningful professional support and restoration of the esteem and status of teaching as a profession.

Reopening of colleges of education was proposed, as a strategy to increase access to professional development of teachers, and to address the perceived gap in dedicated In-service Training (INSET) provision. However, this discussion must identify the problems to which this solution would be applied (function), and then assess what is the most appropriate solution (form).

**THEME 2: WHAT IS TEACHER DEVELOPMENT?**

All the propositions/topics suggested were supported in the breakaway sessions:

- Teachers want to know the curriculum they teach, the learners they teach, and the society in which learners are growing and to which they will contribute (and in which they have to address the effects of poverty and HIV/AIDS).
- Teachers are the authors of their own professional development and develop best in their school environment.
- Teachers want to keep abreast of new knowledge and teaching practices that will help them to teach better and to practise their craft with confidence.
- Teachers want to teach in the phase, subjects or learning areas for which they are best equipped.
- Grade R teachers and Early Childhood Development (ECD) practitioners work both in schools and in community-based ECD centres.

Poor information flow, particularly between training and deployment, was thought to affect the effectiveness of teacher development, and related policies must be more coordinated and integrated. A proper teacher needs, supply and deployment study is required, including clearer specifications of the skills and qualifications each post requires in terms of the curriculum.

Effective professional and developmental support is needed at all levels, including the principal, the school and the district. Tools in the system should lead to support for teachers, and must ensure that professional
development impacts on classroom teaching and learning. Although much of the discussion was about principles, policies and procedures, values should also be addressed, being fundamental to any progressive change.

There was widespread consensus that teachers are the key authors of their professional development. Although professional development must be about individuals, it is also about recognising system concerns and developing communities of practice in collaboration and in shared contexts. What was not heard strongly enough was the relationship of teacher development to learners and learning, as well as issues of collegiality and teachers’ own self-regulation mechanisms as professionals.

There is a need to address sequencing, and prioritising of which steps should be taken first, while others can be postponed.

In the synthesis of the third, fourth and fifth breakaway sessions, information sharing between participants revealed major gaps in the dissemination of policies, and a systemic need for more information.

A key challenge for policy is the efficacy of implementation, which rests on the development of capacity at all levels.

Headline messages from across the three themes of policy, resourcing and professional growth were that teacher development policy should be clearer and more focused on classroom practice, and that policy must be well resourced, driven by goals.

**THEME 3: CREATING A SUPPORTIVE POLICY ENVIRONMENT**

All the propositions/topics suggested were supported in the breakaway sessions:

- Teachers are overloaded by policy and collective agreement requirements (NPFTED, IQMS, CPTD, NEEDU etc.).
- The collective agreement to devote 80 hours of out of school time to teacher development is problematic.
- Education departments and teachers’ unions have invested heavily in the Integrated Quality Management System (IQMS) but the outcomes have not yet justified the effort.
The skills development system is one and the same as professional teacher development. The 2007 National Policy Framework for Teacher Education and Development (NPFTED) states that there will be only two routes to becoming professionally qualified. Appraisal of teachers for remuneration purposes should be separated from development processes. Teachers should be appropriately evaluated to determine their development needs.

In general the discussion suggested that current policies and agreements have not adequately balanced the tension between management concerns about reporting requirements, on the one hand, and issues of promotion and support for professional growth and development, on the other, tending to oversteer in the direction of management and bureaucratic concerns. This situation would be corrected by focusing the policies and tools on the determination of professional development needs. It was particularly felt that appraisal for remuneration should be separated from processes of identifying and meeting professional needs.

IQMS could be much less complex, more focused on teaching and learning and easier to administer. It should be re-branded to serve better as a tool for professional development.

Although the intentions of the National Education Evaluation and Development Unit (NEEDU) proposal were recognised, its purposes and linkages to other structures must be clarified to avoid increased costs resulting from overlaps and duplication, and to facilitate its operationalisation.

While the basis of and framework for identifying professional needs must be established, and the purpose of Continuing Professional Teacher Development (CPTD) clarified, there is consensus that CPTD is a priority, and must be based on needs and be adequately funded, with appropriate management and monitoring systems. The model of provision should be driven by needs and not by the structure itself, and should be considered in the light of both costs and allowance for diversity of provision. Existing research evidence indicates that a good model is rooted in the schools.
ECD is the member of the education family that lives in the shadows, with many unresolved issues and tensions, particularly in relation to the status, working conditions and training needs of ECD practitioners.

Policies need to be more tightly linked, and the structures created by policy need to be better coordinated and organised. One of the major discussion topics was the link between employers and the ETDP SETA and concern that the skills development funds must benefit teachers in the provinces. It was suggested that any skills development plan should aggregate at district and provincial levels the needs articulated at school level. Allocations for skills development to provinces must be used for professional development.

There was consensus that the principle of the 80 hours for teacher development should be upheld, although the exact number of hours may be open to question. A key question was the link between the allocation of time and the way this is used. Diversity of context and need suggests that implementation and operationalisation should be locally negotiated at the school level.

**THEME 4: RESOURCING AND SUPPORTING TEACHER DEVELOPMENT**

All the propositions/topics suggested were supported in the breakaway sessions:

- Teachers are entitled to support from school leadership teams in their professional development.
- District offices are essential elements in the support structure for teacher development.
- In education departments the responsibility for teacher development is divided and uncoordinated.
- The CPTD system to be managed by SACE is not a provision system but a support, endorsement and information system.
- Employers and the ETDP SETA are responsible for setting priorities for teacher development and providing adequate resources for it.
- Higher education institutions (HEIs), departments of education and other teacher development providers are responsible for meeting teachers’ developmental needs (using various modes of delivery).

Discussions identified that priorities for professional development would be established on a consultative basis as part of the plan, and that funding of professional development must be driven according to a needs-based model. Resources and finance must be properly planned for use and accessibility. School Management Teams (SMTs) and districts need clear definitions of roles and responsibilities and must be committed to supporting professional development.

In Provincial Education Departments (PEDs) where there is no focal point for professional development for various stakeholders this should be established.
THEME 5: PROFESSIONAL GROWTH – FROM RECRUITMENT TO RETIREMENT

All the propositions/topics suggested were supported in the breakaway sessions:

- Effective recruitment and initial teacher education are the foundations of teacher development.
- Appropriate placement, induction and mentoring of new teachers in schools is vital.
- Customised teacher development programmes are needed to help teachers who are employed to teach subjects/learning areas/phases for which they are not qualified.
- Recruitment and professional development of ECD practitioners and Foundation Phase teachers is a major priority.
- Upgrading of all teachers to Relative Education Qualification Value (REQV) 14, as envisaged in the Occupation Specific Dispensation (OSD), is a remuneration matter not a teacher development issue.
- Decisions around upgrading of educator qualifications and Recognition of Prior Learning (RPL) are not yet finalised.
- South Africa has some excellent models of teacher development, which should be generalised.

The general view was that teacher professional development needs to be a tightly integrated system of provision, with high recruitment standards and quality Initial Professional Education of Teachers (IPET) provision linked to ongoing professional development. Effective partnerships between providers and schools are needed.

The discussion of CPTD should be shifted from Professional Development (PD) points to purpose, which brings the resourcing requirement into focus.

While it is important to bring all educators to REQV 14, this is not just about performance appraisal but more about establishing parity for all teachers and overcoming the backlog of CPTD provision. A differentiated strategy of provision is required to ensure that all teachers reach REQV 14.

The most important issue seemed to be about developing a framework of sequencing and determining actions for change. This should take into account the following needs: to review some existing policies and structures in relation to their intended purpose and impact; to develop a clear and robust framework for CPTD including a detailed resourcing plan; to enhance information flow in the system including disseminating examples of good practice; and to review specific issues such as the status of ECD education, identification of teacher focal points at all levels of the system, and the needs of teachers in rural areas.
GUIDE TO THE REPORT

PART 1
contains the Teacher Development Summit Declaration – the output of the Summit, representing the consensus achieved among the participants that will form the basis for a new, strengthened, integrated national plan for teacher development.

PART 2
contains the Summit Working Document, the basis for deliberations at the Summit. This part also contains all the addresses that were delivered at the Summit, and the syntheses of the breakaway discussions.

PART 3
contains the Summit Breakaway Programme, and the reports relating to each breakaway session, including the introductory presentation, which was made in plenary, and the group reports, as captured by each of the six group rapporteurs. In addition, this section includes the report of the Teachers’ Voices Round Table session.
iii. ACKNOWLEDGEMENTS

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Perfecting the art of teaching

FACILITATORS: TEACHER DEVELOPMENT ROUND TABLE 7 APRIL 2009
Mr Xolani Gwala Prof. Denise Zinn

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iv. ACRONYMS

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<tr>
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<td>Adult Basic Education and Training</td>
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INSET  In-service Training
IPET  Initial Professional Education of Teachers
IQMS  Integrated Quality Management System
KZN  KwaZulu-Natal
LO  Learning Outcome
LoLT  Language of Learning and Teaching
LSEN  Learners with Special Education Needs
LTSM  Learning and Teaching Support Material
M+  Matric plus
MP  Member of Parliament
MRC  Medical Research Council
NAPTOSA  National Professional Teachers’ Organisation of South Africa
NCS  National Curriculum Statement
NCV  National Certificate (Vocational)
NEEDU  National Education Evaluation and Development Unit
NGO  Non-governmental Organisation
NQF  National Qualifications Framework
NPDE  National Professional Diploma in Education
NPFTED  National Policy Framework for Teacher Education and Development
NSE  Norms and Standards for Educators
NSFAS  National Student Financial Aid Scheme
OECD  Organisation for Economic Cooperation and Development
OSD  Occupation Specific Dispensation
OVC  Orphans and Vulnerable Children
PAM  Personnel Administration Measures
PCTA  Prevention, Care and Treatment Access
PD  Professional Development
PDS  Professional Development School
PED  Provincial Education Department
Perfecting the art of teaching

PERSAL Personnel and Salary System
PGCE Post-graduate Certificate in Education
PGP Personal Growth Plan
PISA Program for International Student Assessment
PRESET Pre-service Training
QA Quality Assurance
QCTO Quality Council for Trades and Occupations
REQV Relative Education Qualification Value
RPL Recognition of Prior Learning
SACE South African Council for Educators
SADTU South African Democratic Teachers’ Union
SAOU Suid-Afrikaanse Onderwysunie/South African Teachers’ Union
SDT School Development Team
SETA Sectoral Education and Training Authority
SIP School Improvement Plan
SMT School Management Team
TALIS Teaching and Learning International Survey
TD Teacher Development
TDC Teacher Development Centre
TDS Teacher Development Summit
TED Teacher Education and Development
TS Teaching School
UCT University of Cape Town
UNESCO United Nations Educational, Scientific and Cultural Organization
UK United Kingdom
USA United States of America
WCED Western Cape Education Department
WSE Whole School Evaluation
WSP Workplace Skills Plan
PART 1

1.1 Teacher Development Summit Declaration

Perfecting the art of teaching

TEACHER DEVELOPMENT SUMMIT
Preamble:

The Teacher Development Summit ('the Summit') of 29 June to 2 July 2009 represents an important historical moment: it has been a national gathering of all stakeholders, who have come together as a result of a call from teachers themselves through their organised formations and supported by the Department of Education, the Education Labour Relations Council (ELRC), the South African Council for Educators (SACE) and the Education, Training and Development Practices Sector Education and Training Authority (ETDP SETA). The Summit has been a rare and important opportunity to think afresh and innovatively about the many challenges relating to teacher development.

Practising teachers were strongly represented among the Summit participants, and made their voices heard both in the formal sessions and a special round table discussion in which they shared their experience of teacher development activities, both positive and negative.

Higher education institutions, represented by the HESA Deans of Education Forum, participated in all aspects of the Summit, both to listen and contribute to a common vision for teacher development.

This Declaration represents the consensus achieved among participants at the Summit that will form the basis for a new, strengthened, integrated national plan for teacher development.
1. NOTING THAT:

1.1 South African teachers come with different historical qualifications and educational backgrounds, the majority of which were developed under apartheid structures that deliberately disadvantaged and underdeveloped large sections of the population. This has resulted in major differences in the development needs of teachers across the system, particularly with respect to confidence and competence in dealing with the National Curriculum Statement and changes in education more broadly.

1.2 Teachers continue to work in different and unequal contexts and with different levels of resourcing and support, especially in rural schools in comparison with urban schools and township schools compared with suburban schools.

1.3 A large number of serving teachers are not fully qualified (in terms of current requirements), and unqualified teachers continue to be employed, especially in rural schools, which exacerbates the already existing inequities in the system; we therefore continue to experience the consequences of inherited inequities in terms of equity of access to and the quality of teacher development.

1.4 The National Policy Framework for Teacher Education and Development (NPFTED) was published in 2007 after a long process of consultation and research with the intention of bringing clarity to a number of longstanding issues and providing the basis for several important innovations.

1.5 SACE is responsible for the endorsement of teacher development programmes to ensure quality and relevance and for implementation of the CPTD management and information system, including maintaining a database to track teachers’ professional development.

1.6 Collective agreements negotiated in the ELRC have made provision for professional development of educators, including the provision for teachers to devote 80 hours per year to teacher development.

1.7 There is a shared commitment to improve access to and the quality of teacher development and promote professionalism in teaching.
2. **BELIEVING THAT:**

2.1 The quality of teachers impacts directly on the quality of learning and education more broadly, and therefore improving the quality of teacher education and development in the system is a national priority.

2.2 Equity in the provision of teacher development is a fundamental requirement of both social justice and quality education.

2.3 Teacher development is both a right and an individual and collective responsibility of teachers, and as such should be jointly owned and driven by teachers and their organisations and by the State and other employers. Teachers need to be informed of what is available and how they can access development opportunities.

2.4 The core aims of teacher development are to:

- 2.4.1 achieve sustainable improvement in the quality of teaching and learning in the classroom;
- 2.4.2 redress past neglect in the provision of teacher education as a result of apartheid policies; and
- 2.4.3 enable teachers to improve their knowledge, competence, confidence, morale and professionalism, including attitudes to lifelong learning.

2.5 We must respond more effectively and efficiently to inherited inequalities in access to and the quality of teacher development.

2.6 The roles of, and the relationships among, the bodies with responsibilities for teacher development need to be clearly defined.

2.7 Schools are sites where teachers learn and practice their craft and develop their professional skills, values and identities.

2.8 The evaluation and appraisal of teachers should inform teacher development processes.
2.9 Although teacher development initiatives on their own can improve the quality of teaching and learning, their impact can be maximized within a wider context which includes:

2.9.1 effective leadership at all levels of the system;
2.9.2 functional schools;
2.9.3 effective district and provincial support structures; and
2.9.4 sufficient dedicated national resourcing.

2.10 There must be a new, strengthened, integrated national plan for teacher development which targets the needs of teachers more effectively and efficiently.

3. THE SUMMIT PARTICIPANTS RESOLVE THAT:

3.1 A new, strengthened, integrated national plan for teacher development be developed that:

3.1.1 defines clear roles, responsibilities and innovative, collaborative relationships among the key stakeholders for the improvement of teacher development;
3.1.2 relates key decisions to the broader context of teacher supply, utilisation and demand;
3.1.3 defines the appropriate institutional arrangements for the delivery of key components of teacher development such as teacher education and professional development;
3.1.4 contains clear priorities and realistic timeframes for implementation;
3.1.5 recognises the needs of ECD practitioners and Foundation Phase educators as a particularly important aspect of the plan;
3.1.6 reduces the overload of policy prescriptions and regulations;
3.1.7 provides for an equitable, adequate and efficient allocation of funds and other resources (including the source and destination of such funds and resources) to enable all teachers to perfect the art of teaching – the central concept underpinning the Summit; and
3.1.8 provides a platform for the development of robust human resource management and information systems that facilitate equitable and efficient provision of and support for teacher development.
The plan will address the following issues:

3.2  **Appraisal and evaluation**

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

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

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

3.3  **DoE support and resourcing**

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

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

3.3.3 DoE and provincial education departments will develop coherent, cooperative and streamlined structures and credible capacity for teacher development and support within a national framework which integrates all aspects of teacher education and development, and develop credible capacity.
3.3.4 Relationships between provincial and district-based structures (district offices and teacher development centres or institutes) and their capacity to support teacher development must be examined and strengthened.

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

3.4 Provisioning

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

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

- 3.4.2.1 the opening of colleges, in response to widespread calls for such a move, and the form that this might take, including aspects of pre-service and in-service training; and
- 3.4.2.2 alternative models for strengthening the institutional capacity of the system as a whole.
3.4.3 DoE will support HEIs, teacher unions and NGOs to develop their capacity to design and create responsive curricula based on the needs of teachers and the system focusing particularly on the skills, practices and content knowledge required to improve the quality of learning and teaching in the classroom.

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

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

3.4.6 To examine the modalities, including RPL, resource requirements and implications for teacher development to achieve the ideal that all teachers will reach the level of REQV 14 as soon as practically possible.

3.5 Management of the post-Summit process

3.5.1 The mandate of the Teacher Development Summit Steering Committee will be extended to oversee the development of the plan for teacher development, and to report on progress to the Minister within three months of the Summit with the intention of commencing roll-out in 2010.
PART 2

2.1 Summit Working Document
2.2 Summit Opening Address
2.3 Summit Keynote Address
2.4 HIV/AIDS Exposé Keynote Address
2.5 Syntheses of Breakaway Discussions
2.6 Response and Comment
2.7 Summit Closing Address
The Summit Working Document was approved by the Steering Committee in June 2009. It was drafted by the Summit Technical Sub-committee and the Writers’ Collective.
2.1 SUMMIT WORKING DOCUMENT

The Summit Working Document was approved by the Steering Committee in June 2009. It was drafted by the Summit Technical Sub-committee and the Writers’ Collective.

BACKGROUND

This Teacher Development Summit (TDS) represents an important historical moment: it is a national gathering of all stakeholders, who have come together as a result of a call from teachers themselves through their organised formations and supported by government, the Education Labour Relations Council (ELRC), the South African Council for Educators (SACE) and the Education, Training and Development Practices Sector Education and Training Authority (ETDP SETA). At a preparatory Round Table on 7 April 2009, teacher leaders noted that repeated calls had been made by teacher unions since 1994 for a teacher development strategy and plan.

Thulas Nxesi, General Secretary of the South African Democratic Teachers’ Union (SADTU), compared the teacher development landscape to,

*a jigsaw puzzle whose pieces are mixed up and whose box-top picture is lost. Although structures, institutions and policies have been developed, it is not clear how all these fit together. There is duplication, with effort being made in silos where work is not coordinated across the field. The result is extra workload for teachers, but no benefits.***

The presentations made by teacher unions, by the Acting Director-General of Education, and by the ELRC, SACE and the ETDP SETA at the April 2009 Round Table, and subsequent discussions reflect a high degree of consensus with respect to several challenges and the solutions that this Summit must find.

The Summit provides an opportunity for us to step aside and think afresh about what support teachers need to teach better. The ‘jigsaw’ puzzle may be the consequence of multiple initiatives and negotiation in a historically short period of enormous change. This is the time to step back and think about the ‘box-top picture’ with fresh eyes; agree on what needs to be done to achieve the goals we set; establish coherent strategies and plans; and then go back to the roles we play in various organisations and structures and take the steps necessary to make it happen.

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1 The Teacher Development Round Table was held at Eskom Convention Centre, Midrand on Tuesday 7 April 2009.
THERE IS ALREADY A HIGH DEGREE OF CONSENSUS

South Africa’s apartheid legacy and post-1994 democracy are the basis for concerted action on teacher development. The core aims of system-wide teacher development are to redress past neglect; to enable teachers to improve their knowledge, competence, morale and professionalism; and to achieve sustainable improvement in the quality of teaching and learning. These aims will be advanced by a new, strengthened, integrated national plan for teacher development. The design and implementation of such a plan requires collaboration among many stakeholders, including all teachers (individually and collectively in their schools, associations, teacher unions and professional bodies), all employers of teachers, the ELRC, the ETDP SETA, SACE, and all providers of quality teacher development programmes. Because the needs are so great and the benefits from effective teaching are so high, the integrated national plan for teacher development must be adequately resourced by government.

The outcome of the Summit will be a Declaration on Teacher Development. The declaration will embody the principles on which the parties to the Summit and the participants agree; it will express the determination of the principals and participants to establish a fresh and progressive environment for teacher development; and it will describe the work that needs to be done in developing a strengthened, integrated national plan for teacher development and implementing it.

Everything of importance related to teacher development is up for scrutiny at the Summit. All previous policies and agreements can be critically reviewed. The Summit will succeed if participants speak frankly, listen without prejudice and engage each other respectfully.

We should emerge from the Summit with an understanding of the gains that have been made thus far, where these provide a foundation for further action, and where we need to dismantle and reassemble policy. We will identify weaknesses and obstacles that impede progress; agree on corrective actions that must be taken; and seek to resolve tensions and contradictions in the roles and responsibilities of all stakeholders. Finally we will commit ourselves to a realistic programme of action. Our goal is a quality teacher development system that is functional, coherent, effective and, most of all, valued by teachers.

In preparing for the Summit, therefore, the parties have agreed that:

1. Teachers individually and collectively have ultimate responsibility for their professional development as part of lifelong learning and in order to improve their service to learners and the community. Teacher development is both a right and a duty of teachers, and necessary for improved education in the nation’s schools. The provision, management and quality assurance of teacher development is the collective responsibility of many role-players and stakeholders and must be adequately resourced by government. The teacher unions, the departments of education, SACE, the ELRC, the
ETDP SETA and the Education Deans’ Forum of Higher Education South Africa (HESA), as parties to the Summit, acknowledge particular responsibility for ensuring that a strengthened, integrated national plan for teacher development is prepared and executed in a collaborative manner.

2. It is essential to create a clear, coherent and implementable policy and regulatory environment for teacher appraisal, teacher evaluation and teacher development, which teachers and role-players can easily understand and with which they can readily engage. Such a policy and environment will minimise the bureaucratic burden of professional development on teachers. In particular, we need to consider the evidence and arguments that inform the view that the evaluation of teachers for remuneration should be separated from appraisal for development.

3. Schools are where teachers learn and practise their craft and develop their professional skills, values and identities. In different schools, teachers have different needs and work in different contexts. Many schools remain poorly resourced or badly managed and many district offices are insufficiently equipped to provide professional support to teachers. The functionality of schools and district offices must be addressed in order to create sustainable conditions for teacher support in the long term. Where the social context (e.g. poverty, HIV/AIDS) of schools makes exceptional demands on teachers, supportive teacher development strategies must be designed and appropriate resources provided.

4. Teacher development provision for state-employed teachers must be properly funded and planned as a national competence in order to meet identified needs and priorities. National and provincial departments of education must have strong and credible teacher development and support capacity that is appropriately resourced. This implies that the current arrangements for skills development and teacher development must be rationalised and strengthened.

5. The strengthened, integrated national plan for teacher development must provide a platform for the development of robust human resource management and information systems that facilitate equitable and efficient provision of teacher development and relate key decisions affecting teacher development to the broader context of teacher supply, utilisation and demand.

These propositions will be reflected in the Summit declaration. The next section elaborates on these points and outlines important issues that arise from them.

Our Summit takes place at a time when teacher development is being given renewed international attention and its under-resourcing is recognised. This was strongly asserted in 2007 and 2009 by the Teachers’ Forums and the 16th and 17th Commonwealth Education Ministers’ Conferences in Cape Town and Kuala Lumpur respectively and is also evident in the Organisation for Economic Cooperation and Development (OECD) Teaching and Learning International Survey - TALIS 2009, which is included in the Summit Resource Pack.
1. Teachers individually and collectively have responsibility for their professional development, and their efforts must be adequately resourced by government.

Teacher development is both a right and a duty of teachers, and necessary for improved education in the nation's schools. The provision, management and quality assurance of teacher development is the responsibility of many role-players and stakeholders acting collaboratively. The teacher unions, the departments of education, SACE, the ELRC, the ETDP SETA and the Education Deans’ Forum of HESA, as parties to the Summit, acknowledge particular responsibility for ensuring that a strengthened, integrated national plan for teacher development is prepared and executed. The constitutional and governance arrangements are complex, and there are many stakeholders with responsibilities for teacher education and development.

Whilst there is agreement that a great deal of work has been done at a policy level, there is concern that these policies have as yet not been adequately translated into actual programmes of delivery to teachers, or that sufficient capacity has not yet been built which will ensure that these programmes will reach all teachers. Much of the work that has been done has grown out of the report of the Ministerial Committee on Teacher Education, the National Policy Framework for Teacher Education and Development (NPFTED), and the Integrated Quality Management System (IQMS) Agreement negotiated in the ELRC. The Continuing Professional Teacher Development (CPTD) management system is an embryonic system, to be implemented by SACE, that will endorse and track the teacher development activities undertaken by teachers, but it is not a provisioning system.

A strengthened, integrated and costed plan must be developed that comprehensively addresses teachers’ professional needs and helps to secure the considerable state financial resources that will be required to support this national effort.

The involvement of teachers in policy matters is critical to the success of any strategy to improve school practice and the effectiveness of teaching and learning. Models for engagement – ICT, teachers’ centres, teacher development institutes, teacher unions, communities of practice (professional associations, subject associations, phase associations) – must be explored so that teachers can take greater responsibility for their own professional development.

The NPFTED recognises that professional development is undertaken by the individual teacher in the school and must be credibly supported by school leadership teams, district offices, Provincial Education Departments (PEDs), teacher unions, higher education institutions, NGOs and private providers. SACE is the statutory professional body that is responsible for promoting (but not providing) professional development and will manage the proposed CPTD system. The really important innovation of the CPTD system is that many forms of provision of teacher professional development will be encouraged and recognised, not just the familiar employer-driven workshops, short courses, ACEs and the rest.
What schools do to improve their service to learning will be recognised. What individual teachers do in their own time (and in many cases voluntarily with their own funds) to improve their knowledge and professional practice will be recognised. SACE’s endorsement process should be the gatekeeper to keep inferior and irrelevant activities out of the system.

It is intended that SACE will manage the CPTD information and communication system whose teacher and provider databases will be a resource for researchers and analysts in years to come.

The Report of the President’s Education Initiative Research Project (1999) concluded that one of the most critical challenges facing education in South Africa is the limited conceptual understanding many teachers have of the subjects they teach. Pedagogical knowledge is also a challenge – classroom practice still tends to be dominated by teacher talk, with a low level of learner participation; rote learning; a lack of meaningful questioning; a lack of lesson structure; an absence of engaging activities; little group work or meaningful interaction between learners; and relatively few tasks requiring reading and writing.

The knowledge base of teachers varies across the system. A consequence of differing qualification requirements for teachers across the different pre-1994 departments of education is that needs for supplementary qualifications and essential content knowledge vary widely. However, curriculum change has generated development needs for all teachers. Professional knowledge includes content knowledge, knowledge of how to organise systematic learning, and knowledge of the learner. Inadequate training related to the introduction of Curriculum 2005 and Outcomes-based Education has left many gaps in content knowledge and the use of assessment for diagnosing learning difficulties. Insufficiently qualified teachers continue to be appointed in some areas because of teacher supply problems, and poor teacher utilisation practices.

We must clarify how best teachers’ developmental needs can be identified and translated into quality programmes and activities that are directed at better quality teaching and learning. There have been calls for an audit of teachers’ capacities and practices, as well as their beliefs about and values with respect to teaching – all of which underpin their classroom practice, as SADTU’s input reminded the Round Table. We should consider which are the most appropriate methods and instruments that can be used to effectively identify teachers’ development needs. Even a strengthened, integrated national plan for the provision of teacher education and development services cannot address every individual teacher’s every need for professional development, so in our planning we should distinguish between professional development activities that can and should be offered to large numbers of teachers to meet defined needs and system priorities; professional development activities that are best conducted in and by schools or clusters of schools; and professional development activities that teachers undertake by themselves.

SACE must ensure the relevance of teacher development activities

Improving the content knowledge and pedagogical knowledge of teachers is a major challenge

Teachers’ needs vary – see Reading 4

How can we identify and address ‘what teachers know and don’t know, what they do and don’t do’?
Perfecting the art of teaching

2. It is essential to create a clear, coherent and implementable policy and regulatory environment for both teacher appraisal and teacher development, which teachers and role-players can easily understand and with which they can readily engage.

The research evidence on this matter is convincing, and so are the testimonies of teachers’ organisations and the findings of inquiries that the Ministry of Education has commissioned. Teacher evaluation and development is far too organisationally complex, and bureaucratic procedures must be simplified if teacher evaluation is to be meaningful and effective for teachers. Everything of importance related to teacher evaluation, appraisal and development is up for scrutiny at the Summit. All previous policies and agreements can be critically reviewed.

A clear, coherent and implementable policy and regulatory environment will minimise the bureaucratic burden of professional development on teachers. The Summit will have to look reality in the face and assess if the design of our systems helps teachers to enable learners to learn more successfully. If what we have does not achieve this, we must rethink and redesign our systems. If teacher development suffers because of an over-emphasis on the evaluation of teachers without supportive action, we must rethink.

The Summit must decide if the evaluation of teachers for remuneration should be separated from appraisal for development. We need to answer this question: Should professional development be separated from debates about conditions of service?

We must re-examine the time allocation for teacher development. How well are the 80 hours per year for teacher development used? The evidence does not seem reassuring. If more hours were allocated how could we ensure that they were put to better use? If substitute teachers are needed to cover for teachers engaged in professional development activities in term time, what would be the cost and training implications?
3. Schools are where teachers learn and practise their craft and develop their professional skills, values and identities. In different schools, teachers work in different contexts and have different needs.

Teacher development is one component of a system whose parts are interdependent and which must function effectively for teacher development to succeed. Strategies for teacher development cannot be isolated from improving all aspects of the system that must support teachers. The conditions under which teachers work must be taken into account when development strategies are conceptualised. Many schools remain poorly resourced or badly managed and many district offices are insufficiently equipped to provide professional support to teachers. Increased teacher workloads reduce the time teachers have to invest in their development; many teachers work in contexts with limited resources; and increased administrative demands detract from teaching activities. The functionality of schools and district offices must be addressed in order to create sustainable conditions for teacher support in the long term. Where the social context of schools (e.g. poverty, HIV/AIDS) makes exceptional demands on teachers, supportive teacher development strategies must be designed and appropriate resources provided.

School functionality and school leadership are critical to the success of teacher development strategies. For teaching and learning to succeed, institutions and systems must work. Teacher development strategies must incorporate strategies both for improving the leadership of teaching and learning in schools and for improving the features of the support system that are required for quality teaching and learning.
4. Teacher development provision for state-employed teachers must be properly funded as a national competence in order to meet identified needs and priorities. National and provincial education departments must have strong and credible teacher development and support capacity. This implies that the current arrangements for skills development and teacher development must be rationalised and strengthened.

**Funding**

A coherent national strategy must be adequately funded in a coordinated manner. Currently, the funding of officially sponsored teacher development programmes reflects the complexity of our constitutional and institutional environment. Some funds are allocated in the national department’s budget and are managed from Pretoria. National priorities that are funded often do not find their way into provincial budgets. Some funds are in the PED budgets via the provincial equitable share and are managed by PED head offices. Some funds form part of the 90% of the 1% of payroll envisaged by section 30(a) of the Skills Development Act (No. 97 of 1998). Some funds are contributed by PEDs as part of the 10% of the 1% that is paid to the ETDP SETA. Some funds are contributed by our external or local development partners.

The total annual expenditure on teacher development is difficult to ascertain; we do not have a proper inventory of how funds have been used. This is surely unsatisfactory. What is more, the year by year budgetary allocations for teacher development have not been predictable and many projects have had a hand-to-mouth existence.
Credible Support Capacity

Teacher development does not occur in a vacuum and the work environment is crucial to creating the conditions for teacher learning to occur. School leaders are key in promoting an environment that values ongoing learning by teachers. The more that teacher development can be integrated into existing school structures and routines, the more chance it has of being sustained.

While a functional school is a necessary condition for teacher development, it is not a sufficient condition. Teacher development will not be effective if it relies on the resources of the school alone. At the April 2009 Round Table the teacher unions made the point that teacher development requires adequate district-level support. Are districts providing this external support to schools? Do they have the capacity to do so? There has been uneven support for teachers in the system due to support staff in district offices being inadequately qualified or skilled, or due to a lack of support staff.

There is a structural problem in education departments. Responsibility for different aspects of the teacher development system is spread across different directorates and sometimes different branches with the result that teacher development interventions are not coordinated and focused. The National Education Evaluation and Development Unit (NEEDU) Committee report makes a fair but frank assessment of the capacity of our education departments to manage their responsibilities towards teacher development in all its aspects. Credit is given in the report where it is due, and outright failure is acknowledged for what it is. The capacity of all education departments, national and provincial, to support the professional development of teachers must be audited and substantially strengthened.
5. The strengthened, integrated national plan for teacher development must provide a platform for the development of robust human resource management and information systems that facilitate equitable and efficient provision of teacher development and relate key decisions affecting teacher development to the broader context of teacher supply, utilisation and demand.

Many PEDs do not have adequate policies related to teacher utilisation and deployment. There is insufficient information about teacher placement, utilisation and deployment. Available information about teacher qualifications is not being used effectively to inform planning for development interventions, and there is inadequate monitoring of the alignment of deployment with qualifications.

The quality of teacher recruitment has a particularly direct bearing on the quality of teaching and learning, with major downstream implications for teacher development. A de facto open-ended recruitment system which permits some matriculants and other unqualified persons to teach on temporary contracts, coupled with an open-ended upgrading policy, is a recipe for vast and costly educational failure. Our recruitment and upgrading practices must be scrutinised along with all other aspects of our management systems for teachers, to ensure that they support rather than undermine the quality of the teaching profession.

The strengthened, integrated national plan for teacher development promoted by this Summit must incorporate the development and implementation of a robust human resource management system that supports appropriate, flexible responses to teachers’ development needs. This will entail linking decisions about teacher development needs, provision and resources to reliable information about teacher supply, utilisation and demand.

The Department of Education is in the process of creating a comprehensive national human resource information system based primarily on PERSAL (Personnel and Salary System) but interfacing with other teacher databases. The information system will support coordinated planning and implementation at every level – national, provincial and district – and will inform strategies for teacher recruitment, education, development and utilisation. This will be vital for many purposes: calculating teacher demand by subject, phase and location; estimating demand for the Initial Professional Education of Teachers (IPET); measuring output from higher education institutions and uptake into the school system; tracking teachers who have been supported by FunzaLushaka, NSFAS, and other loan and bursary schemes for teachers and estimating annual bursary requirements; teacher recruitment policies and practices; placement, induction and mentoring of new teachers entering the profession; calculating the need for upgrading programmes; and understanding professional development needs by phase, subject or learning area.

Information can be improved and better utilised for planning for teacher development.

Better planning for recruitment might reduce later need for corrective development.

A robust human resource management system is needed.
CONCLUSION

There is an urgent need for a strengthened, comprehensive, credible and integrated plan for teacher development that provides clarity to all role-players and achieves an equitable, adequate and efficient allocation of resources that enables all teachers to perfect the art of teaching – the central concept underpinning the Summit.

This Summit Working Document reflects the high degree of consensus reached among key role-players with regard to this need and this ideal. The Summit itself is the culmination of a process of consensus building which began in September 2008 with a meeting between the teacher unions and the DOE. At the Round Table of April 2009, consensus among role-players and stakeholders related to all of the key facets of the challenges we face in teacher development. The legacy of apartheid, including massive inequalities in school conditions, is not being eliminated fast enough. Teacher development is not as effective as it should be. Policies, collective agreements and management practices relating to teacher appraisal, evaluation and development must be overhauled and streamlined in order to facilitate and not obstruct teacher development. The separation of teacher appraisal and development from remuneration issues must be examined. Clear responsibilities need to be allocated to the many role-players in the design and delivery of teacher development, and the relationships between different teacher development initiatives need to be clarified to ensure that they are realistic and feasible. Public funding for teacher development needs to be sufficient, coordinated and directed to where the need is greatest.

The Summit deliberations are expected to be frank and purposeful. They will add rich insights to the Working Document and lead to the Summit Declaration, an important milestone in teacher development in South Africa. The Declaration will be the basis for cooperative action to plan for and progressively achieve a robust, integrated system of teacher development that is relevant to teachers’ working conditions, helps our teachers meet their needs for professional growth and empowers our teachers to prepare our learners to excel.
2.2 OPENING ADDRESS
Mr Fred Van Leeuwen,
General Secretary of Education International

Madame Minister, other Government representatives, Mr President of Education International, distinguished guests, colleagues, comrades.

Allow me to express my admiration for this initiative to hold a national Teacher Development Summit for South Africa. It is an honour to be invited to join you, and to share some thoughts with you at this opening dinner.

The Summit has been a long time coming. Education unions have been calling for it since 1994. Now it has been supported by the government and the relevant agencies. This week you are bringing key stakeholders together.

You have come together because of a common recognition that the attainment of quality education for all learners in South Africa will remain an impossible dream unless the backlogs and the severe inequalities of the past can be addressed. Teachers, and their development, are critical to turning that dream into reality. Convening this Summit is itself recognition that all the stakeholders are on the same side when it comes to the pursuit of means to have quality teachers for quality education. This is a shared aspiration.

I commend our member organisations in South Africa: SADTU, NAPTOSA and SAOU for taking up some important challenges: According to the OECD you have nearly 390000 teachers in South Africa, including those in private schools. About a third of them require support in order to achieve full qualifications. All need opportunities to develop their competencies in a rapidly changing society, in a rapidly changing world. In addition, there is a growing teacher shortage, particularly in critical subjects such as Maths and Science, and in languages, including indigenous languages, and English. At present, despite improvements, there are not enough new teachers coming out from higher education institutions and it is difficult to attract new entrants to the profession. The urgent need for teacher development must therefore address not only the legacy of the past but also the challenges facing young people as they enter the profession for the first time. One of the critical factors in addressing the teacher shortage is to retain the teachers you have, and especially to improve retention rates among young teachers. This is a major issue in many countries. Effective teacher development programmes are crucial in helping these young people to get a good start, and to see a future for themselves in the profession.
For let us not have any illusions. Teaching, to quote UNESCO’s Commission on Education for the 21st century, is the noblest profession. But it is also a tough one, especially at the beginning. The challenges and the realities of teaching in today’s world can be daunting. Too many of our young people fall by the wayside. We have to help them rise to the challenges, and go on to be successful teachers providing quality learning for their students, the next generation.

**The brain drain**

There is another challenge facing South Africa – the recruitment of teachers from here to countries like Britain, to overcome their own teacher shortages. Global mobility can be a good thing. But it must be equitable. When brain drain is not balanced by brain gain, emerging economies like South Africa are penalised, and so are the students.

Commonwealth education ministers met again in Kuala Lumpur, Malaysia, last week, and discussed among other things implementation of the Commonwealth Teacher Recruitment Protocol, which by the way we would like to see applying to all countries, not just those of the Commonwealth, through ILO and UNESCO. International agreements on good practice are part of the solution. But effective teacher development at home is at least as important in retaining teachers.

**Relevance for Africa and the world**

Education International is dealing with questions like these around the world. With 30 million members in 172 countries we are confronted with the issues of your summit all over the world. This is why your summit is so pertinent and relevant, not only for South Africa, but well beyond your borders, across the African continent, and indeed in all regions.

There is today a growing worldwide shortage of teachers. UNESCO released a detailed study two years ago showing that we will need 18 million new primary teachers by the year 2015 in order to fulfil existing need and achieve the millennium development goal of primary education for all. In the industrialised countries 5 million will be needed, and 13 million in the developing countries and emerging economies. The ageing population of teachers in the North is one of the factors driving overseas recruitment and creating the brain drain pressures I have just described. In addition to these 18 million primary school teachers, the world needs millions more secondary, vocational and higher education teachers.
The response of governments to these needs in too many cases is to take shortcuts, recruiting unqualified people, placing them in front of students in classrooms with totally inadequate preparation and virtually nonexistent prospects for professional development. Shortcuts like these are short-changing future generations. The great risk for much of Africa today is to perpetuate the yawning gap of inequity in education into the future. Just as South Africa must today address the legacy of the past through initiatives like this summit, so the nations of Africa and those of Asia and Latin America must be given the chance to recruit and prepare quality teachers for quality education. That is one of the key issues we are addressing with the World Bank and other agencies.

**EI policies**

Education International is the voice of the teaching profession in the international community. And not only there. Our most recent achievement is a seat in the South African Parliament. To avoid any misunderstanding – Education International is both a trade union and a professional organisation. We have always considered the trade union and professional aspects of our work to be two sides of the same coin – the coin of quality education. So we have addressed questions of teacher education and professional development since EI was formed in 1993. Let me mention a couple of general principles:

1. Teacher education should be based on the concept of professional development throughout a teacher’s career. We see a continuum between pre-service and in-service teacher education. ‘To teach is a lifelong period of learning.’ That is what teacher development is all about – ‘A lifelong process of learning’.

2. There should be a balance in teacher education between theoretical and practical studies. The professional preparation of teachers has to include a period of practicum, and the transition to teaching must include a properly resourced and supported induction period. It is crucial to create a bridge between initial teacher education and the reality of teaching in schools, working with experienced teachers as mentors. All too often governments facing funding constraints fail to provide that support for beginning teachers. Yet if they would think about for a moment, the costs of good induction are considerably less than the costs of losing young teachers early in their careers – and effective induction programmes can make all the difference.

3. We have also stressed that the knowledge and skills that teachers require can be considered under four headings:
   - **Pedagogical knowledge and skills**
     Training in educational theory and practice. This includes learning how to work as a member of a teaching team, and how to establish dialogue as a professional with parents and the local community.
   - **In-depth knowledge of the subjects taught**: how to teach students to investigate in those subject areas; and to learn how to learn.
• Knowledge of the psychological developments of children, adolescents and adults, and

• An understanding of pedagogical approaches to broader issues which confront young people – from human rights, to how to become an active citizen, to inculcating respect for identities and cultures, to information on health and the prevention of HIV/AIDS, addressing the impact of technological change, and responding to climate change.

We can see that preparation for teaching, and teacher development, must have both breadth and depth. This is why time is needed to prepare teachers well, and this is why the short cuts we see in too many countries are short-changing both the people inserted into classrooms and the students they are supposed to teach.

**The essence of teaching**

These are basic requirements for teacher preparation and development. But they still do not quite capture the essence of the vocation of teaching. Teaching is all about creating the opportunities for each child, for each young person, to realise his or her potential as a human being and as a member of society. EI’s founding President, Mary Futrell, now Dean of Education at George Washington University in the United States, put it this way: ‘When the talent and commitment of a teacher meets the unshaped potential of a child, a miracle occurs’.

Sometimes we are not even aware of that miracle. Let me share with you a personal experience. A couple of months ago I received an email from a person asking me whether I was the person who had been his teacher at the Burgemeester van de Voort van Zipschool in Utrecht, the Netherlands in 1974 and 1975. I immediately recognised the name! A very bright little boy, nine years old at the time, who came with his parents from South Africa to Holland where his father could pursue his PhD. More than thirty years later he told me a story which I had completely forgotten, namely that he had been targeted by a colleague of mine for being – as a white South African – somewhat responsible for apartheid…

‘I felt victim,’ he wrote to me, ‘but as a nine year old quite powerless as well.’

‘Eventually, you found out about this, and in front of the whole class you took him to task about it, which I thought was very brave, because he was much older than you. You proceeded to explain to us what apartheid was, why it was wrong, but also that a nine year old could not be held responsible for it.

The most important message you left with me was that it was not pre-determined that all white South Africans do or must support apartheid, but that each person can exercise a choice. This was quite a liberating view for a young boy who was taught in his own country that we were tied into a historically determined racial war in which the only alternative to winning was losing.'
Perfecting the art of teaching

I have always wanted to thank you for this... So thank you very much, because your handling of this incident, along with all the values you taught us, certainly formed one of the most important parts of the foundation on which I was built.

I think on that day I became an activist. My parents were also always opposed to apartheid, but as parents were also very protective of their children in the police state SA was in the 70s.'

What happened to this boy? He returned two years later to Pietermaritzburg to finish his school, went off to study at the University of Stellenbosch, became an active member of the National Union of South African Students and is now Chief Director for Population and Development in the Department of Social Development in Pretoria.

Let me return to teacher development and say that it must not only provide for pedagogical updating and upskilling, but should also be uplifting. There is lot of daily grind in teaching (perhaps as in any other job), for in addition to the task of teaching itself, there are issues of class management, of relationships with parents and colleagues, administrative issues, and the like. Teachers need ‘time out’ to refresh and reflect on their essential task – the education of children and young people. This may seem less tangible, but investment in time to refresh and reflect will pay off considerably in terms of the quality of education.

In-service training has to be seen as both a right and an obligation. It should be available during working hours so as to facilitate the participation of all teachers. And, yes: It should also be recognised as one of the factors to be taken into consideration for promotion and career progression.

**Upgrading qualifications for those not fully qualified**

A major challenge for South Africa – and for many other countries – is Teacher Development aimed at upgrading qualifications for those not fully qualified – as we saw earlier about one-third of all South African teaching personnel.

If you want, as I’m sure you do, to give top priority to quality education for all in your country, you must rise to this challenge. Failing to do so will perpetuate a two-track, or multi-track system, where a proportion of students get the benefits of being taught by qualified teachers, while others do not. It will perpetuate inequity. Again, a legacy of the past to be overcome.

May I say especially that there is a serious risk in South Africa and throughout Africa of aggravating the problem. If many non-qualified people are recommitted into school, in an attempt to meet the Education for All goals, there will be even more people who will need upgrading. Your working paper says rightly that ‘the quality of our recruitment has a direct bearing on the quality of teaching and learning’.
EI understands that in many countries there will have to be makeshift solutions, such as fast-track training, to address situations of urgency. But it should be clear that such solutions could be accepted only if they have been discussed and agreed upon by ministries of education and education unions.

The OECD
South Africa has recently joined four other countries – Brazil, China, India and Indonesia – in establishing ‘enhanced engagement’ with the OECD.

OECD had its origins in the Marshall Plan, under which the US and Canada helped to rebuild Europe after the Second World War. Today the OECD brings together 30 free-market democracies. It is the leading think-tank of the Ministries of industrialised countries, with a strong impact on every area of national policy, including economics and education. The Secretary General likes to call it the ‘Hub’ of Global Dialogue. Some wags, notably from Ireland, call it the ‘Pub’ of Global Dialogue!

The OECD review of South African Policies for Education, released last year, aptly argues that quality education depends on a more integrated qualifications framework, a more relevant curriculum, better educators, improved school governance and increased financing. In one of its recommendations, the report calls upon the Department of Education to produce a policy position paper on teaching careers. It is my fervent hope that this teacher development summit will lay a strong foundation for a comprehensive policy on teacher education and teaching careers in South Africa.

TALIS
Just two weeks ago OECD released a new survey called the Teaching and Learning International Survey (TALIS). As the Secretary General said:

TALIS provides us with the first dataset on how educational policies are actually implemented, as seen through the eyes of those who are on the front line. The survey gives us an insight into the world of education, using a sample of some 90,000 teachers and school principals, representing over 2 million professionals in the 23 participating countries. The experiences and opinions of each of these educators form a key toolkit for improving our educational systems.

We welcome TALIS because it offers unique insights into the attitudes of teachers about their working conditions, school leadership, professional development, collegial feedback and appraisal, and other important issues in schools everywhere. The survey’s vast database offers impressive evidence of teachers’ strong commitment to their profession and dedication to their students. Teachers have a deep desire to provide quality education for all, and are willing to work hard to improve their skills to meet the diverse needs of today’s challenging student populations.
EI is especially positive about the findings on professional development. While 40 per cent of respondents reported a lack of professional development opportunities, the data clearly show that teachers are eager for career-long learning. Indeed, many invest their own out-of-class time, energy, and personal funds in professional development. But we have cautioned that education ministries must not use this evidence of teachers’ willingness to pay as a reason to cut funding. It is still the responsibility of governments to invest in ongoing training for a capable and highly-educated teaching force.

PISA
OECD also conducts the famous PISA survey, comparing school achievements of 15-year-old children, which is run every 3 years. The 2009 edition will be held in 62 countries. No doubt South Africa is considering whether to take part in the one after that in 3 years’ time.

For us, PISA is a two-edged sword. When the results come out they get a lot of media attention, but they are often misused by politicians. But PISA has also provided evidence that nations can achieve both quality and equity in education. The outstanding example is Finland, where 15-year-olds not only get the best average scores on reading, maths and science, but do so right across the socio-economic strata of society.

This question of equity across society is of course of fundamental importance in South Africa, and PISA might one day help to foster analysis of how to achieve it. But I should also give you a warning. Some of our governments seem to think that we can improve education by measuring so-called outcomes, by using indicators like PISA and others. This was the approach of the Bush administration in the US, of the Blair government in the UK, where they fell into the trap of ‘league tables’, and today of the Rudd government in Australia.

But let me say something that should be obvious: you don’t improve anything, let alone education, by simply measuring it. All that indicators can do is to help inform the search for solutions.

Meanwhile, we do know that teacher development is central to the improvement of education for all – to the achievement of excellence in our schools, to quality and equity.

The financial and economic crisis
It has taken 15 years for this national summit to be convened. It is vitally necessary. But it also comes at a time when the worst financial and economic crisis in 70 years is about to hit the South African economy.

For a few months back in November 2008 it seemed that the crisis might be limited to the countries of the North. Eight months later, we know that is not the case. This is the first truly global crisis of the age of globalisation. All countries are affected.
Already in South Africa you were grappling with high levels of unemployment and with issues like migration across the border from neighbouring countries. Now it is going to get worse. The ILO said last week that worldwide unemployment will increase by 59 million this year and that 200 million more people will sink into poverty.

We are especially worried about the impact on the public sector and on education budgets. Those in the US were affected first, but have been rescued in the short term by the Obama Stimulus Package (which saved the jobs of some 500 000 American teachers). Eastern and Central Europe are being hit right now, with huge cuts in public sector budgets. (In Latvia teachers’ salaries have been cut by 40 to 70 per cent!)

The developing countries of Africa and other regions are going to get hit very badly, as financial flows from the North simply dry up. The World Bank announced last week that private capital flows to developing countries this year will be only one quarter of the 2007 level. One Quarter! (I recently visited Nepal where in remote areas the pupil : teacher ratio has crossed the 300 mark!)

For Western Europe and the emerging economies like South Africa, the worst is yet to come. Economists tell us that wherever there is an economic downturn, the impact on government revenues and therefore on public sector budgets will lag behind. The impact of this major crisis will be felt in those education systems later this year, and in the future – nobody really knows for how long. And when recovery finally comes, there will be, again, a lag in positive results for government revenues.

So we are in for a rough time in the public sector. EI’s Executive Board has looked at this carefully. We are totally committed to defending resources for education. I have no doubt that everyone in this room shares that commitment.

But we also have to be realistic. The pressures on public budgets are going to grow. Defending education will not be enough. We must go on the offensive, be pro-active.

Our message to governments around the world is: We are not part of the problem; we – the education sector – are part of the solution. Investing in people, in education is the smart strategy for recovery.

Nations that want to build a sustainable recovery must invest:

- In primary and secondary education for our future generations.
- In vocational education and training. In a downturn, it’s time to upskill.
- In early childhood education, for an equal start for all children and equity for families, including single parent families.
- In higher education and research, keeping standards of excellence and capacity for innovation.
- And last but not least, in the support staff who help to make our schools, colleges and universities, safe and effective places of learning.
In all of this people are the key. And to achieve these goals, we must invest in the people of education.

EI and its affiliates will mobilise around these key messages. We will also mobilise around a set of values.

Education International has a vision. That vision encompasses principles of democracy, of equity and equality of opportunity, non-discrimination and social justice. They are the antithesis of ideologies built upon authoritarianism on the one hand, or on greed and unrestrained pursuit of self interest on the other. They include concepts of solidarity and collective responsibility as well as individual liberty. Their foundation is respect for fundamental human rights. These values taken together form the basis for EI’s defence of public education – quality public education for all.

They provide the common ground upon which can be constructed a discourse with governments, with international agencies – and ultimately with public opinion via the media. They provide the basis for mobilisation beyond the ranks of educators, to include other key actors, including parents and fellow trade unionists, and activists in civil society organisations. They also form a basis for dialogue within the economic actors of society, particularly the organisations of business and industry.

Colleagues, your summit can play a vital role – pursuing those values through teacher development.

I know that all of EI’s affiliates in South Africa are committed to the important process you are beginning here this week. I feel sure that you are on the right path. I am also sure that this summit will have an impact well beyond the borders of South Africa – across the African continent and around the world.

Again, I commend you, warmly and sincerely, for the initiative of convening this summit.

I wish you great success.
2.3 KEYNOTE ADDRESS
Mrs Matsie Angelina Motshekga, MP
Minister Of Basic Education, at the opening dinner of the Teacher Development Summit - Monday, 29 June 2009

Director of Ceremonies
Distinguished Guests
Fellow Teachers

I am honoured to be with you this evening. We have waited a long time for this moment.

Some would say that we have waited since 1994! Others would say that we have waited since September last year when the main stakeholders and social partners decided to stage this Summit. However long we’ve waited, the moment has arrived, and I embrace it with open arms.

If we were not already convinced of the importance of this event, the General Secretary of Education International, Mr Fred van Leeuwen, is with us in person to remind us.

Mr van Leeuwen, I express my appreciation to you and your organisation for honouring us in this way.

As colleagues know, South African teachers have a long, close and valued connection with Education International, and it is a treat for us that you are here today to share our pleasure in this great event and see for yourself how far we have come, as well as how far we still have to travel.

EI’s solidarity with the cause of democracy and democratic education in South Africa will never be forgotten.

I want to welcome all other distinguished international guests, especially Ms Marilyn Stewart and Dr Connee Fitch-Blanks of the Chicago Teachers Union, Professor Dennis Shirley of Boston College, Massachusetts, and our own Dr Yusuf Sayed of the University of Sussex, who have all kindly agreed to play important roles in our programme. Thank you so much.

The route to this Summit has been pioneered by a Steering Committee representing the principal stakeholders – the Department of Education, the national teachers’ unions, the South African Council for
Educators, the Education Labour Relations Council and the Education, Training and Development Practices Sector Education and Training Authority, with the support of the Education Deans’ Forum of Higher Education South Africa.

They and their Technical Sub-committee have worked collectively and with dedication, like climbers roped together on the steep slopes of a mountain, to mark out the path for us to follow over these four days.

I express appreciation to them all. The fact that all these bodies, with their different roles, responsibilities and constituencies, have worked so well together is the best indication that this Summit will be a success.

It shows that we are determined to put teachers’ interests first, because if teachers’ interests are well served then their learners’ interests will be well served. If learners’ interests are well served then the interests of their parents, the public at large and the nation will be protected and defended. That is how important this Summit is for South Africa.

My Ministry, the MECs for Education, and the national and provincial departments approach the Summit with open minds. Everything of importance to stakeholders in the broad field of teacher development will be open to scrutiny and debate and proposals for improvement.

It is essential that all participants feel free to speak their minds, respectfully but frankly, without fear of consequences. The spirit of our democracy demands it, and that is the way we are used to conducting important business with each other.

Moreover, we will not find the best way forward unless we share openly our long-standing concerns about:

- the conditions under which too many teachers are still required to work, in schools without walls, let alone computers, or classes of 50 learners and more;
- the challenges conscientious teachers face daily because too many learners come from homes blighted by poverty, disease, alcoholism, drugs, crime and despair;
- the difficulty too many teachers face because their own professional preparation in the days of apartheid did not equip them to manage a 21st century curriculum in the digital age;
• the frustration teachers face because they can’t find their way through the apparently never-ending demands of new policies, new initiatives, new regulations, new forms to fill in; and

• the difficulty teachers have in finding the most effective route towards their own professional growth and fulfilment.

Colleagues, fellow teachers, I pledge that my Ministry is not only willing but eager to consider alternative solutions to these and any other problems on which the Summit offers guidance.

The government I represent has placed Education in the top rank of our national priorities. Efficient, corruption-free service delivery to meet peoples’ needs is the dominant theme of President Zuma’s administration.

What we expect from this Summit is a Declaration that takes us all forward in that spirit.

We expect the Declaration to embody the elements of a comprehensive new national plan for teacher development that will build on our undoubted gains, discard what has not worked well and construct a well-resourced and integrated system that is truly responsive to our teachers’ most important professional needs and priorities.

Building such a system is not an overnight affair. In some ways it is a journey without end, because the legacy we must overcome is so vast, the inequalities we must vanquish are so acute, and the social and intellectual demands on teachers are so varied and ever-changing.

The point about teacher development, though, like learning of any kind, is that it is a journey with its own rewards.

So let us rope ourselves together, map the terrain as we go, and take inspiration when we scale the Summit and admire the view from the peak.

After we disperse on Thursday the hard work will begin again, but I am confident that we will be working harder and more closely together, in teachers’ best interests, as never before.

I thank you.
2.4 KEYNOTE ADDRESS
Mr Enver Surty, Mp,
Deputy Minister Of Basic Education, on the occasion of the ELRC-PCTA HIV/AIDS Exposé - 1 July 2009

Partnerships to mitigate against HIV/AIDS in public education

Mr Thulas Nxesi, MP, Chairperson of the International Relations and Cooperation Portfolio Committee and President of Education International,
Dr Thurma Goldman, Country Director in South Africa for the Centers for Disease Control and Prevention,
Mr Mahalingum Govender, General Secretary of the Education Labour Relations Council and Principal Investigator and Chairperson of the ELRC PCTA,
Ms Smydge Perry of the American Federation of Teachers,
Honourable guests, programme directors and distinguished participants,

Thank you for the opportunity to address this HIV/AIDS Exposé.

The South African HIV/AIDS epidemic has become increasingly more complex requiring complex solutions. More than 6 million South Africans are now infected by the HIV. The knowledge we have from recent studies indicates a maturing generalised epidemic of heterosexual nature, which appears to be stabilising at unacceptably high levels.

The HSRC 2008 HIV prevalence study shows that infection rates differ substantially by gender and age. There are also provincial variations with the highest infection rates found in KZN and Mpumalanga and the lowest rates in Western Cape and Northern Cape. The provincial data also masks variations between districts; and between formal and informal urban areas.

The ability to measure progress accurately is key to success. In this regard, available data must be used wisely to help us better understand the changing nature of the HIV/AIDS epidemic, and the determinants of that change, so that we can develop targeted and specific provincial, district and local strategies and programmes.

There is no magic bullet. One size definitely does not fit all.
However, we must not lose sight of the ambitious goal we have set for ourselves in the National Strategic Plan, to reduce HIV incidence by 50 per cent by 2011.

The PPTC-OVC and PCTA projects are fortunate to have baseline data against which to measure progress. The ELRC commissioned study of 2003 titled *The Health of our Educators* by the HSRC and the MRC, provides a benchmark of valuable data for programme planning and I urge teacher unions to seriously consider the baseline data during planning and implementation of their programmes.

Much can be achieved through evidence-based interventions and continual sharing of lessons learnt. Collective and coordinated actions need to be guided by research studies to help us know how to fight and how to continually measure how well we are fighting the war against HIV/AIDS. We are fortunate in South Africa to have a lot of information from many studies. The challenge is for all of us to use this information to inform our action.

The knowledge we have from the ELRC study and others, as well as partnerships we have built and are yet to build in our various programmes, position us to win this battle. These partnerships bring collective effort with a range of experiences and skills needed to fight effectively. Let us continue to build these partnerships. It is a great honour to be part of this expose about the PPTC-OVC and PCTA projects. These mitigation interventions by teacher unions seek to address what has become a major developmental crisis of our time. The Department of Education is greatly encouraged to witness the enormous strides achieved by unions and would like to assure you of our committed support and partnership.

We acknowledge the need for close collaboration between the department and the union programmes and recognise the urgency of such collaboration. The PPTC-OVC and PCTA projects complement the Employee Assistance Programme implemented by the department for educators. All these programmes have to talk to one another and share lessons to achieve greater impact in preventing new infections, and mitigating the effects of HIV and AIDS.

It is important to acknowledge the progress South Africa has achieved to date. Recent studies report decreasing HIV prevalence among children 2–14 years, from 5.6 per cent in 2002 to 2.5 per cent in 2008. A decrease is also noted among youth aged 15–24, from 10.3 per cent in 2005 to 8.6 per cent in 2008.
Services providing Voluntary Counselling and Testing, the Prevention of Mother To Child Transmission as well as Antiretroviral Treatment are continuing to reach increasing numbers of South Africans. This progress is commendable and shows that we can win the battle.

But we are also aware that the fight is becoming tougher as we strive to scale up programmes for wider reach. There are increasing numbers of people needing treatment; the epidemic is increasingly affecting women; and there are increasing common drivers of the disease: multiple concurrent partners, increasing prevalence of intergenerational sex and failure to reach out to the older generation with prevention messages.

Ladies and Gentlemen, these are pressing challenges we face today in the fight against HIV/AIDS. In December 2006, Peter Piot, then Executive Director of UNAIDS, said:

*It is patently clear that we need to make real headway against the fundamental drivers of this epidemic, especially gender inequality, stigma and discrimination, deprivation and the failure to protect and realize human rights. This challenge is perhaps the greatest of all those facing the AIDS response. And there can never be a technological fix for these social issues. We need positive social change – and all of us in the AIDS effort must be willing to back this. I am increasingly convinced that expanding programs, doing more, even much more, is not going to stop this epidemic. To reach universal access to HIV prevention and treatment care and support, we need to pay attention to these drivers.*

We are aware of the common drivers of the epidemic, multiple concurrent partners, alcohol abuse as well as socio-economic determinants affecting our teacher population, and we need to make headway against these, especially stigma and discrimination, which directly infringe on human rights. I would like to call on everyone here today to go out there and become part of the social change needed to win the war against HIV/AIDS. Let us all take personal responsibility and commit to taking care of one another. The salient inequities that take place in school corridors, staff rooms and at our meetings should not be tolerated; they lead to gossip, and malicious behaviour towards other people and are now becoming stumbling blocks in the fight against HIV/AIDS. Let us break the silence!
What we have heard here today are living stories of noble men and women at war with the pandemic! And we would like these heroes and heroines actively leading the fight to know that we acknowledge their stewardship and greatly applaud them. **WE STAND FIRM WITH YOU IN THE FIGHT AGAINST THE HIV/AIDS STIGMA AND DISCRIMINATION.**

**THE DEPARTMENT OF EDUCATION WILL NOT TOLERATE ANY FORM OF STIGMA AND DISCRIMINATION IN SCHOOLS.** Our policies and guidelines promote effective care and support services against HIV/AIDS, as well as willingness to work with other groups to find workable solutions. Many groups are involved in mitigation programmes: government departments, civil society organisations, research institutions, and unions. It is clear that no one group has all the answers to the problem. We need more partnerships to mitigate against HIV/AIDS in public education.

We acknowledge the partners present here today, among others, the American Federation of Teachers, the Academy for Educational Development, The Tshepang Trust and many others. We also appreciate the financial support from the donor community and their dedication in keeping a close eye on implementation on the ground.

Without continued financial support from the USAID/PEPFAR through the Centers for Disease Control and Prevention (CDC), the ELRC-PCTA and SADTU-PPTC-OVC projects would not have been possible. I would like to congratulate all the unions involved in the HIV/AIDS mitigation programmes and particularly commend them for using their united strengths to fight for the health of their educators. Unity is power but sharing knowledge is even more powerful, and in these programmes the teacher unions display these two virtues magnificently. The Department of Education pledges its willingness and commitment to fight HIV/AIDS with you.

Thank you all for your valiant efforts in this project.]

I thank you.
2.5 SYNTHESSES OF BREAKAWAY DISCUSSIONS

These syntheses of the previous day’s discussions were presented to the morning plenary sessions by Dr Yusuf Sayed, Reader in International Education, University of Sussex.

SYNTHESIS OF THE 1ST AND 2ND BREAKAWAY SESSIONS

The discussions were very constructive and reflected a high degree of agreement, and an energetic commitment to forging effective relationships among stakeholders and identifying areas of work agreement. It was evident that there had been much preparation by all stakeholder groups. The discussions were also a powerful testimony to the experience of the participants. Additionally, it appears that it was fairly easy to reach consensus regarding what is wrong and what the challenges are; it is much more difficult, however, to find agreement about what might be done.

It is important to note that the real value of the Summit lies as much in the process as it does in the Declaration. The process concretises the principles for moving forward, and binds stakeholders in relationships of trust.

This synthesis summarises the main points of discussion in the groups. I add my own reflections on the issues and on the emerging agreements and areas that need more discussion.

1. Theme 1: The context of teaching

All of the propositions/topics suggested were supported in the breakaway sessions:

- South African teachers work in one of the most unequal societies in the world and in schools with widely differing social and learning conditions.
- South African teachers have very different career preparation, life and teaching experiences and opportunities for development.
- The introduction nationwide of the National Curriculum Statement (NCS), the learner assessment system and Foundations for Learning over a short period of time has impacted on teachers’ responsibilities and workload.
1.1. Specificities of historical legacy

There is general, widespread agreement that inequality continues to endure in two particular ways:

1.1.1. The urban/rural divide

The differential impacts of ‘hard to reach areas’ include difficulties in attracting and retaining teachers, and incentive structures and regimes to compensate for working in these areas.

1.1.2. Inequities in urban areas

The differential impacts on teaching are seen in the differential achievements of schools in the different socio-economic quintiles.

1.2. Impact of policy on curriculum understanding

There are two interlinked dimensions of the NCS, which have major impacts and bring particular challenges:

1.2.1. Content and pedagogy

Teachers feel that the content dimensions are not specific enough – that the NCS is not specific enough on content and progression – and that they are inadequately prepared to teach the content.

1.2.2. Assessment

Assessment systems are complex; reporting demands are onerous; there is unevenness and variation of the interpretation of assessment standards across schools and subject areas; the paperwork is excessive; training has been inadequate – all of this has a negative impact on teachers’ ability to teach effectively. There is a need to clarify the different purposes of assessment: that for accountability, and that for diagnosis of learners’ learning; both of these areas need focus.

1.3. Training challenges

NCS challenges are linked to the kind of training that teachers have received. Common challenges observed in the breakaway groups regarding training include the following:

- Uneven and variable quality of training offered by different providers.
- Lack of consistent standards.
- Emphasis on theory at the expense of practice.
Perfecting the art of teaching

- Fragmentation.
- Problematic duration and depth: ‘microwaving’/‘hit and run’ approaches.
- Lack of follow up.

There was widespread agreement in the breakaway groups that we need to rethink the model of training but also to think more about effective school-based development, including the role of the district in providing support.

There needs to be a stronger emphasis on:
- inclusive education; and
- languages – African languages are not sufficiently privileged and commitments are not translated into practice.

Many of the challenges and solutions are principally about the need for a concentrated and focused attention to the professional dimensions of teachers’ work, in particular the need for meaningful professional support provided to teachers, and the need to restore the esteem and status of teaching as a profession.

1.4. How do we address these challenges?

The need for a focus on professional development of teachers centred on the status of colleges of education, in which there seemed to be two positions. The first was advocating for college reopening as a reaction to what is perceived as the weakness of the current delivery models of Pre-service Training (PRESET) in terms of not being sufficiently responsive to demand, or responding to access needs. The second was not about colleges reopening per se, but more about a perceived gap in the current system with respect to dedicated In-service Training (INSET) provision. Available INSET provision seems to be uneven and unfocused. Some groups expressed a need for dedicated institutes for professional development and training that would focus on INSET.

Some groups expressed the view that colleges could be reopened to address both of these needs. Critical to this discussion is a rigorous examination of form and function. The discussion needs to identify the problems to which this suggested solution would be applied (function); and then to assess what is the most appropriate solution (form). We also need to understand the long-term consequences of decisions made, and revisit the original debates and discussions that took place when the colleges were closed.

Some groups discussed how to improve the poor district support performance, and suggestions were made about the need to enforce the national district norms and standards, and the need to strengthen the district leadership and management, as well as the need to ensure that the right people who are qualified are appointed and account for their work.
2. Theme 2: What is teacher development?

All of the propositions/topics suggested were supported in the breakaway sessions:

- Teachers want to know the curriculum they teach, the learners they teach, and the society in which learners are growing and to which they will contribute (and in which they have to address the effects of poverty and HIV/AIDS).
- Teachers are the authors of their own professional development and develop best in their school environment.
- Teachers want to keep abreast of new knowledge and teaching practices that will help them to teach better and to practise their craft with confidence.
- Teachers want to teach in the phase, subjects or learning areas for which they are best equipped.
- Grade R teachers and Early Childhood Development (ECD) practitioners work both in schools and in community-based ECD centres.

2.1. Systemic issues that impact on effective teacher development

The following systemic issues impacting on effective teacher development were identified:

- Links between training and deployment: there is misalignment between what schools need and the education and training provided to teachers. There is often a misalignment between what teachers are trained for and what they end up teaching. Information flows in the system are poor, and deployment policies need to be improved, to be more coordinated and better integrated.
- There need to be greater alignment between employers, schools, districts and teacher education providers. Districts and providers should collect sufficient information to be able to identify the areas of need, and should train teachers in those areas of need.
- There is a need to balance post provisioning with curriculum specification and need: posts should be based on need and each post should have a clear definition of what kind of person should be appointed.

The implications of these issues are the following:

- Teachers need to be more effectively educated and trained, deployed as needed, and occupy posts accordingly. There needs to be a more coordinated and integrated deployment system where teachers are more rationally distributed according to skills and needs.
- There should be a proper teacher needs, supply and deployment study, which includes clearer specifications of what skills and qualification each post requires in terms of the school curriculum.
- The school curriculum is a key driver of the professional training needs of teachers, and the kinds of teachers that are required.
- Adequate and timely information flow between employers, schools, districts and teacher education providers is necessary.
2.2. Principles of good professional development

There was a high level of consensus in the breakaway groups regarding what constitutes good professional development. This includes professional development that:

- allows for differentiated provision based on evaluation of need – not one-size-fits-all;
- avoids quick-fix training;
- balances modality;
- follows up;
- is located in the context of practice; and
- looks at alternative models – both on- and off-site.

Good professional development is given due weight.

2.3. Creating a supportive policy environment

There are three systemic issues:

- Coordination, harmonisation and alignment between elements of the system – the district, providers, what is identified in the individual Professional Growth Plans (PGPs), and what is provided in response to this in the form of the School Improvement Plan (SIP);
- Effective and thorough-going professional and developmental support at all levels of the system – the principal, the school, the district, and so on. Regarding the districts, there was much discussion that the district as the interface between school and teacher education provider needs to be capacitated and professionally staffed to play a stronger advisory and support role; it should be more than a post office or clearing house passing on directives – rather, there needs to be leadership, understanding and shared values.
- Information flow – communication to teachers.

There is widespread consensus that teachers are the key authors of their professional development but that this is not self-centred or isolated. Needs are identified and negotiated in context and in discussion with others, principally schools and districts. Individual needs are situated within systemic needs. There is widespread recognition that although professional development must be about individuals, it is about recognising system concerns, and developing communities of practice in collaboration and in shared contexts – not about individual development alone.

Generic issues that were discussed were as follows:

- There are many tools in the system – the Integrated Quality Management System (IQMS), the District Improvement Plan (DIP), the SIP, and PGPs. These tools should not be used only for extracting information and should not be an end in themselves; rather, they must lead to support for teachers, and
must ensure that professional development takes place in a way that impacts on classroom teaching and learning.

- Much of the discussion was about principles, policies and procedures, but it should also be about values. Some groups mentioned this by talking about changing mindsets, changing understandings, and changing paradigms. Values are fundamental to any change.
- We must recognise and endorse that a great deal of good professional development does take place in the system. This should be acknowledged and where appropriate should be supported and information disseminated.

The policies that are likely to endure are those that require no mandates, finance or surveillance.

**General reflection on the conversations:**
In my view:
- there was not enough talk about the relationship of teacher development to learners and learning;
- there was not enough talk about incentivising actions and behaviours in ways other than financial – for example, through collegiality; and
- there needs to be more talk about teachers’ own self-regulation mechanisms as professionals, and their abilities to engage with the profession.

There is a need to address sequencing and prioritising: some steps need to be taken first, while others may need to be put in abeyance. Further, practical steps must be taken to make this a reality. Problems cannot be solved at the Summit; now we must act.

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**SYNTHESIS OF THE 3RD, 4TH AND 5TH BREAKAWAY SESSIONS**

Again, there was a great spirit of working together in strategic discussions. Information sharing was critical.

Three warnings can be highlighted from the discussions on policy, resourcing and professional growth:
- There is a major gap in the dissemination of policies, and a need for more information. Key challenges for policy are the efficacy of implementation and the need to narrow the gap between intention and implementation. These challenges need to be overcome; and doing so rests both on the development of capacity at all levels and ensuring that the conditions for realising the goals of the policy are achieved. We must be aware of the pitfalls of policy fatigue, despair and cynicism.
- An important aspect of implementation is the need for information flow and dissemination in the system. It is important that information about institutional needs and individual teacher needs is heard upwards in the system as well as downwards.
The scale of ambition of the policy must be matched by the necessary volume of resourcing – the goals should drive resourcing.

3. Theme 3: Creating a supportive policy environment

All of the propositions/topics suggested were supported in the breakaway sessions:

- Teachers are overloaded by policy and collective agreement requirements (NPFTED, IQMS, CPTD, NEEDU etc.).
- The collective agreement to devote 80 hours of out of school time to teacher development is problematic.
- Education departments and teachers’ unions have invested heavily in IQMS but the outcomes have not yet justified the effort.
- The skills development system is one and the same as professional teacher development.
- The 2007 National Policy Framework for Teacher Education and Development (NPFTED) states that there will be only two routes to becoming professionally qualified.
- Appraisal of teachers for remuneration purposes should be separated from development processes.
- Teachers should be appropriately evaluated to determine their development needs.

Headline messages from across the three themes of policy, resourcing and professional growth were as follows:

- The challenge for policy is the efficacy of its instruments and its implementation to narrow the gap and distance between policy and practice. Critically, the efficacy of policy rests both on developing capacity and ensuring that the conditions for its realisation are in place – otherwise there is a risk of fatigue, disillusionment, despair and cynicism.
- Teacher development policy should be clearer and more focused on classroom practice.
- Much of the need for effective implementation rests on information flows and dissemination; policy whispers and misconceptions are to be avoided.
- Policy must be well resourced, so that the scale of ambition is matched by the necessary volume of financial and other resources required to deliver.
- Opportunities for professional growth and development:
  - can enhance motivation;
  - positively impact on performance; and
  - are a worthwhile investment as the single largest expenditure item of the education budget.

General assessment of the discussion suggests that the current policy environment has not adequately balanced the tension between management concerns and reporting requirements with promotion, encouragement and support for professional growth and development. More focus is needed on how policy...
and procedures secure a balance between management reporting requirements and growth issues. It is suggested that the current policy environment oversteers in the direction of management and bureaucratic concerns, and that this situation would be corrected and rebalanced by the following:

3.1 Focusing the policies and tools on determining professional development needs
In particular it was felt that a serious recasting of IQMS should be undertaken such that it realises its potential to become a mechanism by which professional development can be identified for appropriate individual and school needs, and resourced and mapped. It was particularly felt that IQMS should separate appraisal from development. In general the discussion endorsed the broad – one could almost say universal – position that:

3.1.1 appraisal for remuneration should be separated from processes of identifying and meeting professional needs; and
3.1.2 any system and tool should clarify the very different functions of appraisal, which are:
   • appraisal as an ongoing effort to evaluate performance;
   • appraisal for progression and pay structures; and
   • appraisal as a means of identifying professional development needs.

While the above are interlinked, it is useful analytically to separate them out here as it helps to find the balance in the system between the demand of reporting versus the imperative of growth and development, and helps to clarify the kinds of tools and their uses needed in the system. The tools must match the appraisal intended, whereas IQMS currently conflates these. There is a need to focus more on tools for data gathering and understanding, as well as tools for management.

Aside from this, it is suggested that the IQMS educator component be linked to Whole School Evaluation (WSE) and also to skill development processes. Additionally, IQMS could be much less complex, more focused on teaching and learning, easier to administer, and better supported to users. There needs to be some kind of re-branding of IQMS so that it begins to serve as a tool for professional development to impact on improvement of classroom practices.

3.2 NEEDU

Those groups that discussed the National Education Evaluation and Development Unit (NEEDU) recognised the intentions driving such a model but felt that there are three important recommendations to consider:

3.2.1 Any model should not increase costs in the system as a whole and create additional overlap and duplication.
3.2.2 It is necessary to clarify the various functions and aims of NEEDU, as these have an impact on its operationalisation. It is also necessary to reflect on the purposes of NEEDU and its linkages to other structures.

3.2.3 Mainly, Continuing Professional Teacher Development (CPTD) is a priority based on identification of needs, and must be properly funded and resourced. (Groups did not talk about exact functions of professional development; functions are driven by assessment of needs.)

3.3 CPTD

Here I think that it was quite clear that the discussion of CPTD made the mistake of conflating the categories of purpose and function on the one hand, with means and tools on the other. In this regard I think the discussion established and clarified a principle that CPTD is and must be about providing opportunities for development, to positively impact on learning based on a rigorous approach to identifying needs. Thus, it is the needs themselves that drive what CPTD should address, and how it should be tackled.

On this I think there is consensus that CPTD is a priority, must be based on needs and must be adequately funded, with appropriate management and monitoring systems. From this flow two specific issues:

3.3.1 There is a need to establish a clear basis and framework for identifying professional needs in an ongoing systemic way for the future.

3.3.2 There is a need to clarify the purpose of CPTD, since that is what drives the monitoring and management system.

3.4 A model of provision

Discussion of a model of provision focused on that presented on page 178 of the Resource Pack documents, and it is clear that this is accepted because it is rooted in a more localised and specific context.

Whatever the model, it should be driven by the following fundamental questions:

3.4.1 What needs is it seeking to address? Form follows function: the model should be driven by needs and not by the structure itself.

3.4.2 What presumption of practice does the model make? Existing research evidence indicates that a good model is close to the site and rooted more closely in the context of practice i.e. the school.
3.4.3 Any model needs to be considered in the light of its costs. What are the unit costs of the model? How does it articulate with existing structures? How does the district model link to district structures?

3.4.4 To what extent does the model allow and facilitate diversity of providers and encourage diversity of provision?

3.5 ECD

ECD is the family member of the teaching education fraternity that lives in the shadows. There are many unresolved issues and tensions, particularly in relation to the status, working conditions, and training needs of ECD practitioners. In particular, there are a number of silences in ECD such as: Who is the provider? Who is the employer? What is the articulation between qualifications? What is the appropriate qualification? and, How does it articulate as Grade R rolls out?

The entire issue of ECD – in relation to educators, particularly – may soon be the subject of focus of a ministerial committee.

3.6 Coordination of policy

There is a need for coordination and organisation of structures. Many policies create structures but do not say how these harmonise with other structures; there is thus a need for tighter linkages between different policies.

One of the major topics of discussion was the link between employers and the ETDP SETA. With regard to the latter, the issue of focus was the need for greater linkage and coordination so that the intent of skills development benefits teachers in the province. In this, very concrete, practical suggestions were made with regard to enhancing the efficacy of the skills development processes:

3.6.1 Any skills development plan should aggregate at provincial level the needs that are articulated at school level. Closer linkages are needed between identifying needs at schools and how they are aggregated at district and provincial levels.

3.6.2 Allocations for skills development to provinces (including the mandatory funds) must be used for purposes of professional development – perhaps with ringfencing of the amount for this purpose. The principle is that the skills development component must be used for professional development.
3.7  The 80 hours

Here the consensus was that the principle of the 80 hours should be upheld, although the exact number of hours may be open to question for some. Key questions are as follows:

3.7.1 How should such time be used and structured – within and as part of the school day? Or in holiday or leave times? There is also debate about what is counted as leave time or holiday time.

3.7.2 What is the link between the provision of time and the way it gets used? This is the aspect of policy where the diversity of context and need suggest that implementation and operationalisation are locally negotiated at the school level. Who determines how the 80 hours gets used? Should this be debated centrally or at district level? Should the decision occur at the lowest level of the system? Should there be overarching guidelines? What are variations in practice that might be encouraged?

4. Theme 4: Resourcing and supporting teacher development

All of the propositions/topics suggested were supported in the breakaway sessions:

- Teachers are entitled to support from school leadership teams in their professional development.
- District offices are essential elements in the support structure for teacher development.
- In education departments the responsibility for teacher development is divided and uncoordinated.
- The CPTD system to be managed by SACE is not a provision system but a support, endorsement and information system.
- Employers and the ETDP SETA are responsible for setting priorities for teacher development and providing adequate resources for it.
- Higher Education Institutions (HEIs), departments of education and other teacher development providers are responsible for meeting teachers’ developmental needs (using various modes of delivery).

Many of the issues discussed to date cut across the themes. The following issues are pertinent to the theme of resourcing and support of teacher development:

4.1  There are two dimensions to the issue of financing and resourcing:

4.1.1 It is fairly obvious that funding of professional development must be driven according to a needs-based model.

4.1.2 People pointed out that resources and finance for CPTD must be properly planned for use and accessibility. Planning cycles need to synchronise with delivery options so that resources that are made available can be utilised.
4.2 In relation to professional development, there seem to be two clear messages and recommendations with regard to structures and bodies:

4.2.1 There must be commitment from School Management Teams (SMTs) and districts to support professional development. This commitment needs to be accompanied by clear roles and responsibilities in this regard. SMTs and district officials must be far more actively engaged in taking on professional development responsibilities.

4.2.2 In provinces where there is no focal point for professional development perhaps a structure/hub should be established, crucially allowing for focused dialogue. This would promote professional development and coordinate the government structures and the providers. Whatever the structure, it should be a single, dedicated focal point to act as a reference point/point of dialogue/point of contact and communication for the various stakeholders and agents – such as HEIs and NGOs – involved in teacher professional development.

5. Theme 5: Professional growth – from recruitment to retirement

All of the propositions/topics suggested were supported in the breakaway sessions:

- Effective recruitment and initial teacher education are the foundations of teacher development.
- Appropriate placement, induction and mentoring of new teachers in schools is vital.
- Customised teacher development programmes are needed to help teachers who are employed to teach subjects/learning areas/phases for which they are not qualified.
- Recruitment and professional development of ECD practitioners and Foundation Phase teachers is a major priority.
- Upgrading of all teachers to Relative Education Qualification Value (REQV) 14, as envisaged in the Occupation Specific Dispensation (OSD), is a remuneration matter not a teacher development issue.
- Decisions around upgrading of educator qualifications and Recognition of Prior Learning (RPL) are not yet finalised.
- South Africa has some excellent models of teacher development, which should be generalised.

The sense obtained from the discussions was that teacher professional development needs to be seen as a seamless web and a tightly integrated system of provision – from recruitment to retirement, as the title suggests – and that key to effective professional development are:

- recruiting the best and most motivated;
- providing high quality Initial Professional Education of Teachers (IPET); which is linked to
- ongoing professional development.

It is noteworthy that all of the above have, as the policy bottom line, an improvement in classroom learning.
With regard to professional growth, the following issues were raised:

5.1 There are uneven entry requirements for teachers.

5.2 The quality of IPET is uneven, as is the extent to which providers have partnerships with schools. Not adequately discussed in this regard were the issue of the quality of IPET; and that particular linkages between providers and schools require effective partnerships.

5.3 There is a need to upgrade the status of teaching by moving from a discourse of derision to a discourse of affirmation. There is a strong desire and need for stronger efforts to reinvigorate and raise the status of teachers.

5.4 There is a need to reduce policy change, and streamline, coordinate, harmonise and align policies. There needs to be more alignment and harmonisation between structures, and procedures need to be linked – namely, those of ministries, the ETDP SETA, SACE, and providers. While policy on teacher development and its implementation occurs in multiple sites, the question asked was: How are these brought together?

5.5 Consideration should be given to college provision per province.

5.6 There is a need to shift the discussion of continuing professional development from points to purpose. This moves it to a resourcing requirement, after which a discussion of points can be conducted. Discussion of continuing professional development must include the purpose of continuing professional development.

5.7 There is a need to upgrade the status of ECD practitioners, coupled with a review of the status of ECD education in relation to other teachers.

5.8 It is important to get all teachers to REQV 14; but this is not only about performance but also about establishing a uniform basis or platform for all teachers. In other words, this would bring all teachers onto the same platform, from which they could move in the same direction. In this, it is important to recognise that a differentiated strategy of provision is required to ensure that all teachers qualify for REQV 14, and that it is as much a matter of parity in the system as of performance. Appropriate strategies are needed for this to occur, including diverse ways of reaching parity; a differentiated system of provision for meeting the gap is part of addressing the backlog of CPTD provision. Time-bound targets may not be achieved.

5.9 Good practice, where it exists, must be acknowledged.
General reflection on the conversations:

- There is a need for robust evidence and information if we are to have informed discussions and make informed judgments.
- Different perceptions and contestations have much to do with lack of information availability and dissemination.

In conclusion, let me return to the image – suggested in the Summit Working Document – that teacher education in South Africa is like a jigsaw puzzle with some pieces missing and the box top picture lost. Using that as the organising framework, let me summarise the discussion as follows:

**The box top picture**

In South Africa there will be a dynamic, qualified, motivated teaching force:

- geared to the challenges of the 21st century;
- focused on learning improvement;
- committed to professional development; and
- self-directed and regulated but supported by an enabling system, policies and structures.

This is an aspirational view of the teaching field, and in the few days of discussion much has occurred to make this a reality. The following elements of the jigsaw puzzle have been resolved:

**Pieces of the jigsaw identified and placed into the picture**

- clarity about the nature of professional development;
- clarity about the rebalancing of development and management concerns; and
- clarity about the need for a focal point for teacher education at all levels of the education system.

The following elements of the jigsaw puzzle are still to be resolved:

**Jigsaw pieces still missing/to be placed into the picture**

- the purpose of continuing professional development;
- the interconnections between forms of appraisal that are about:
  a) evaluating job performance;
  b) determining professional needs; and
  c) determining progression.

What are some of the immediate next steps?

The most important issue seems to be about developing a framework of sequencing, and determining actions for change, taking into account the need to do the following:
• Immediately review some existing policies and structures – such as IQMS and NEEDU – in relation to their intended purpose, and how they impact on teacher professional development as opposed to teacher management.

• Develop a clear and robust framework for CPTD, including a detailed resourcing plan.

• Enhance information flow in the system, including disseminating examples of good practice.

• Review specific issues, such as the status of ECD education, identification of teacher focal points at all levels of the system, and the needs of teachers in rural areas.
2.6 RESPONSE AND COMMENT

Professor Dennis Shirley
Professor of Teacher Education at the Lynch School of Education, Boston College, Massachusetts, gave his impressions of the Summit proceedings and a presentation on teacher development.

Professor Dennis Shirley responded to, and commented on, the synthesis of the breakaway discussions. The slides of his presentation are included below, after which a summary of his presentation is provided.

**Major Themes**

- Build data-rich systems for improving instruction and teacher quality.
- Create expansive new support systems to provide job-embedded professional development with auxiliary PD offerings.
- Establish separate systems for appraising teacher quality and adjusting salary provisions.
- Reconceptualize linkages between higher education and schools to enhance capacity and promote scholarship.
- Forge effective networks and promote successful, sustainable leadership.

“Of all of the many-sided things, it is the one with the most sides.”
Perfecting the art of teaching

**The Unholy Trinity**
- Presentism (Short-term thinking)
- Conservatism
- Individualism (Privatism)

**What to develop and abandon**

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<tr>
<th>Develop</th>
<th>Abandon</th>
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<tr>
<td>Rigorous professional qualifications</td>
<td>Inconsistency and Patronage predicated on non-educational factors</td>
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<tr>
<td>Common Standards with Local Innovation</td>
<td>Confusion and Inconsistency at site-levels</td>
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<td>Harmony and Sustainability across Sector</td>
<td>Policy without capacity; flavor of the month change strategies</td>
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<tr>
<td>Balance and Inclusiveness; Public Involvement; Financial Realignment; Better Evidence; Professional Networks</td>
<td>Decision-making based on habit and guesswork; system-wide inequities in funding and teacher quality</td>
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**Six Pillars of Purpose and Partnership**
- An inspiring and inclusive vision
- Public engagement
- No achievement without investment
- Corporate educational responsibility
- Students as partners in change
- Mindful learning and teaching

**Professional Learning Community**
- Collaboration
- Learning, Reflection and Review
- Use of Evidence

- Achievement and Engagement

- Learning and Teaching Focus
Prof. Shirley suggested the following five major themes identified for address and improvement:

- Build data-rich systems for improving instruction and teacher quality.
- Create expansive new support systems to provide job-embedded Professional Development (PD) with auxiliary PD offerings.
- Establish separate systems for appraising teacher quality and adjusting salary provisions.
- Reconceptualise linkages between higher education providers and schools to enhance capacity and promote scholarship.
- Forge effective networks and promote successful, sustainable leadership.

However, he advanced the following cautions:

- Changes should have a sustainable future and not be ‘the flavour of the month’: discipline and consistency are needed more than a flood of good ideas with little consistency or cohesion.
- Do not inundate beginning teachers with new ideas with little support as this leads to burnout, and make sure that already-established teachers have abundant opportunities to continue to lead and shape the profession – both inside and outside of their schools.
- Teacher development is not so much about specific techniques or methods as it is about the need to establish personal and professional relationships with learners, parents and other community members.
Prof. Shirley suggested that policy cannot make the final necessary changes in the schools, although policy can help to improve overall school contexts and especially resource provision. Only teachers and education leaders and other staff members can make instruction meaningful to the learners, and this requires a passion for learning and professional peer pressure on one’s colleagues to ensure that all teaching staff promote high aspirations and intellectual inquiry.

Prof. Shirley argued that in so many settings teachers themselves are not the drivers of change; but teachers need to have opportunities for self-initiated change, or change from the bottom up. We need lateral professional learning, among teachers who are continually reflecting upon their craft and coming up with new ideas that they pilot collaboratively in their classrooms.

It was suggested that teachers are bedevilled by a ‘Bermuda Triangle’ threat presented to professional growth:

1. Presentism: teaching is very demanding work; teachers become entrapped in short-term thinking. Schools often don’t give teachers opportunities for middle or longer term change processes.
2. Conservatism: we know how painful it is when something doesn’t work in a classroom, and so we become cynical about change and restrict ourselves to those practices that have proven failproof in the past. The challenge lies in how to help teachers try new strategies that will improve the learning of those school learners who traditionally have struggled the most, with support from their head teachers and staff.
3. Individualism or privatism: many teachers – for a range of possible reasons – are reluctant to share what’s going on in their classrooms with anybody else.

These three undermine teaching as a profession. Prof. Shirley urged participants to ask ourselves what we are doing in the reforms to attack this ‘Unholy Trinity’.
In moving forward, consideration must be given to what to develop and what to abandon. Abandonment of things that need to be changed is important. Prof. Shirley offered four points as guidance for development and abandonment:

1. Teachers need rigorous professional qualifications: there is a need to work out the right calibration for access to the teaching profession. People think anybody can teach – ‘I went to school: I can teach!’ However, in high achieving nations, it is made very hard to become a teacher. In Finland, for example, only 1 in 10 is accepted into teacher education programmes. The need to improve requires that the system must get past inconsistency and hiring people based on inappropriate criteria.

2. There is a need to develop common standards with local interpretations (in place of confusion and inconsistency at site levels).

3. Harmony and sustainability across sectors must be developed (in place of policy without capacity, and flavour of the month change strategies).

4. An inclusive approach and public involvement are important, including participation of school governing bodies and community-based organisations.

Prof. Shirley referred to what he termed the ‘six pillars of purpose and partnership’:

1. What is the vision? It should be simple and short, inspiring and inclusive.

2. Public engagement: education is the consummate civic profession. An angry parent is an opportunity!

3. There is no achievement without investment

4. Corporate educational responsibility in partnerships – the corporate sector have deep pockets, and are sometimes very generous.

5. What about students or learners as partners for change? South Africans know something about this from the legacy of Hector Peterson and the Soweto uprising of 1976.


He suggested that every school needs to be a professional learning community, with achievement and engagement at the hub of the following: a learning and teaching focus; use of evidence; learning, reflection and review; and collaboration.

Prof. Shirley identified three principles for professionalism:

1. Teachers who are smart, know how to use data, and also continually reflect upon their experiences, teaching with one another.

2. Teachers identifying areas in which they need development and in turn providing support for fellow teachers.

3. Lively learning communities that do not restrict learning to what is provided by state curricular frameworks or standards, but use these as springboards to help learners to discover their own questions and interests.
2.7 CLOSING ADDRESS
Dr Bonginkosi Emmanuel Nzimande, MP,
Minister Of Higher Education And Training - Thursday 2 July 2009

Chairperson and Director General of Education
Minister Angie Motshekga
Deputy Minister Enver Surty
Members of Parliament
Distinguished Summit Participants

I am honoured to be given the opportunity today to close this important event
and to support and provide you with some views on how we can collectively take
this very important matter of teacher development to a higher level. I am pleased
to see teacher unions working collectively with government and academics for a
common goal. Working together, it is possible for us to do more and better.

Despite the many changes and improvements in the South African education
system and the system of teacher education and development over the last 15
years, our schooling system is still recognisably the system that was designed
and shaped by apartheid.

Great inequities continue and are tied closely to the racial divisions of apartheid and the rural/urban divide. When we say ‘rural schools’, we generally mean the schools in the former Bantustans and in farm schools which cater to the rural poor. We don’t mean the schools that white farmers send their children to. These former Bantustan and farm schools are the poorest schools and, on the whole, provide low quality education. In the urban areas, the schools in townships and informal settlements are obviously still inferior to the former white schools in the quality of education that they provide. Division on the basis of race seems to be transmuting into class divisions as the private and former Model C schools absorb sections of the black middle class.

Teacher education and development processes must assist us to overcome the legacy of the past, which has ensured that most poor children still do not get the education that they deserve. These processes must help to produce teachers that have the skills, the knowledge and the commitment to give South Africa’s children the opportunity to improve their life circumstances and contribute to our country’s development.
I am heartened to learn of the fruitful discussions over the past two days that led to the Declaration of the Summit. The Declaration expresses the common will of the principal stakeholders and other participants to work together to progressively achieve an effective and integrated system of teacher development that is relevant to teachers’ working conditions, helps our teachers meet their needs for professional growth and empowers them to prepare our learners to excel. I have no hesitation therefore in fully supporting these intentions.

In stating this, I have taken account of the principles that underpin the discussions of the last few days. In this regard, the Summit’s Working Document identifies five principles, namely:

- First, teachers individually and collectively have responsibility for their professional development, and their efforts must be adequately resourced by government.

- Second, it is essential to create a clear, coherent and implementable policy and regulatory environment for both teacher appraisal and teacher development, which teachers and role-players can easily understand and with which they can readily engage.

- Third, schools are where teachers learn and practice their profession and develop their skills, values and identities. In different schools, teachers work in different contexts and have different needs.

- Fourth, teacher development provision for state-employed teachers must be properly funded as a national competence in order to meet identified needs and priorities. In this regard, national and provincial education departments must have strong and credible teacher development and support capacity. This implies that the current arrangements for teacher development must be rationalised and strengthened.

- Finally, the strengthened, integrated national plan for teacher development must provide a plan for the development of robust human resource management and information systems. These must facilitate equitable and efficient provision of teacher development and relate key decisions affecting teacher development to the broader context of teacher supply, utilisation and demand.

My understanding is that the Summit is agreeing on the need for a more holistic approach to teacher development that involves all partners; teachers, school management, provincial and national education departments, non-governmental service providers, teacher unions, and statutory organisations such as SACE, the ELRC, the ETDP SETA and universities. In this regard, we should also consider what role SGBs, parents and communities can play in supporting teachers and their professional development. We must think creatively about these things since communities, many of which contain retired teachers, workers and professionals of every kind, often have skills that they can offer to schools and to teachers.
I have noted how the Summit has also agreed on a common definition for teacher development; which is the interplay of the three elements of professional development; psychological development; and career-cycle development.

It is important that teacher development is embedded in curriculum implementation; which focuses attention on content knowledge, teaching and learning strategies, and assessment, as well as learner support, among others. The notion of teacher development starts with curriculum implementation – How well are teachers implementing the curriculum? How do we know this (hence the need for evaluation)? How do we improve (teacher development and support)?

This definition of teacher development reinforces again the notion of integration and the partnerships that will be required for successful implementation.

This notion of teacher development as a coherent and holistic concept requires us to focus on the need to develop innovative institutional arrangements that can ensure a close link, for example, between teacher education and ongoing professional development of teachers.

To this end, consideration must be given to the use of a diversity of education institutions to serve as both sites of pre-service teacher education and as sites of teacher professional development.

In addition, greater use of distance education and Information and Communication Technology (ICT) needs to be considered to promote the delivery of teacher education and professional development.

In the democratic era, teacher education became a national rather than a provincial competence. This resulted in the former colleges of education becoming incorporated into the higher education institutions. Given that most teachers in South Africa are employed by provincial education departments, it is important that the departments and the universities in their provinces develop close, working partnerships and engage in some joint planning. This is important to ensure that provinces have an adequate supply of teachers, that the supply of teachers is aligned to curriculum needs and that the training provided to student teachers is relevant to the needs of the schools.

While the decision to make teacher education a national competence has benefited the discipline of education, it is evident that there have been some unintended consequences of the incorporation of the colleges of education into the universities.

The resolutions of the Polokwane conference commit government to re-examining the issue of reopening some of the teacher training colleges. The elected government, and especially the two education departments, must do this.
The first step in any assessment of whether colleges should be reopened is to look at why they were closed in the first place. There were basically two reasons. First, the quality of the teacher training provided by most of the colleges was considered to be very low. Students, we were told, were not encouraged to become critical and creative teachers with the ability to take initiatives to improve their own practice – and often with poor subject knowledge compared with university graduates. Second, the training provided in the colleges was very expensive when measured on a per-capita basis, mainly because most colleges catered for fairly small numbers of students.

The next thing we should examine is why there is dissatisfaction with the current arrangements – something which has led to calls for the reopening of colleges. As far as I can tell, the main reasons here are also two-fold. First, the 150-odd colleges were scattered across the country and were more accessible – especially to rural communities. The universities are much less accessible, both geographically and in terms of their enrolment requirements – including, but not limited to, the issue of fees.

Second, it is clear that we have been having problems producing enough teachers to meet the needs of the schooling system. Following the incorporation in 2001, service bursary schemes for teachers, which were previously offered to all students entering the teaching profession, were withdrawn. This resulted in a radical reduction in the number of teacher education students. One of the major impacts of this has been a reduced supply of new teachers coming into the system. Not surprisingly, the closure of teacher-training capacity in the form of the colleges has been blamed for this.

To resolve these problems do we need to reopen the colleges? Or can we use the current providers of teacher education (i.e. the universities) and expand their capacity to include rural delivery sites, make their enrolment practices more user friendly to poor people and continue expanding our new Funza Lushaka bursary scheme, which has already demonstrated its ability to expand enrolments? We need to examine these issues carefully and we will do so.

Another thing that strikes me about the university education faculties is that many of them have limited expertise – or even interest – in primary school teaching. It is worth reflecting that not one South African university has a Chair in primary education – and most spend little energy on teaching students to teach reading, writing or numeracy; they also conduct little research in these areas. Despite very extensive research evidence that mother-tongue instruction could improve the quality of learning of our youngest learners, universities have been closing down or cutting back their African language departments. Does this make sense in the wake of a successful national liberation struggle?

What we must assess is whether the universities can overcome these weaknesses – with the assistance of government if need be. Would it be a good idea to introduce incentives to ensure that universities strengthen their primary school teaching capacity – especially for the Foundation Phase?
I believe that it is necessary, in the time ahead, to examine these various options in detail and to consider the educational and economic implications and benefits of each, in the light of local and international studies of best practice balanced by the needs of our teachers and education system as a whole. We must keep in mind that, given the current deepening economic crisis, any decisions we make will also have to take into account the issue of finance.

In so doing, I would like to suggest therefore that we examine the best South African and international practice in teacher education and professional development. The ELRC and others have undertaken considerable research about a number of countries and we should distil the relevant lessons from those experiences. In particular, we should consider the experiences of countries such as Cuba, India and Mexico, which have explored innovative models for teacher education and development, including the use of distance education and ICT.

Before I leave you, let me speak about something that is often left silent in technical discussions about teacher development. Although teacher education courses must provide a good grounding in content and methodology they must be careful to take seriously their responsibilities to address issues of both values and professional ethics. If teachers are not really committed to educating their students and putting a lot of effort into this, no amount of re-organisation, curriculum change, school management theory or quality assurance will help.

Teachers must see themselves, in the context of national renewal and development, as the nation’s main instruments to achieve transformation and liberation. Most South African children are disadvantaged – they are the children of the working class and the poor – and a good education is one of their only pathways out of poverty and towards a more fulfilling life. And once they get into schools, teachers need to support each other by working as collectives to ensure that they refine their skills and also help to keep each other’s spirits and commitment high. This collectivity in each school is as important for teacher development as are training courses, and should be taken seriously.

After the four days of deliberations, as a collective I trust that we will emerge from the Summit with a better understanding of the gains that have been made over the past decade and a half and also that we will have a clearer understanding of the challenges ahead. We have identified major weaknesses and obstacles that impede progress and have agreed on some specific actions that should be taken and these are embodied in the joint Declaration.

I am hopeful that any tensions or contradictions that have emerged from the Summit can be resolved in the spirit of working together for a common cause. Similarly, I trust that we have also clarified our respective roles and responsibilities and commit ourselves to a realistic programme of action that will lead to the overall goal of a quality teacher development system that is functional, coherent, effective and, most of all, valued by our teachers.

I thank you.
PART 3

3.1 Report of Teachers’ Voices Round Table
3.2 Summit Breakaway Programme
3.3 Report of Breakaway 1: ‘The context of teaching’
3.4 Report of Breakaway 2: ‘What is teacher development?’
3.5 Report of Breakaway 3: ‘Creating a supportive policy environment’
3.6 Report of Breakaway 4: ‘Resourcing and supporting teacher development’
3.7 Report of Breakaway 5: ‘Professional growth – from recruitment to retirement’

Perfecting the art of teaching
3.1 REPORT OF TEACHERS’ VOICES
ROUND TABLE

This is a summary of the discussion in the Teachers’ Voices Round Table, a special evening session for the practising teacher participants, facilitated by Mr Themba Ndhlovu and Ms Matseliso Dipholo of SACE, supported by Dr Connee Fitch-Blanks, Director of the Chicago Teachers Union Quest Center and Ms Marilyn Stewart, President of the Chicago Teachers Union.
A Teachers’ Voices round table evening session gave practising teacher participants the opportunity to discuss their experiences of teacher development.

The session started with the international guests, Dr Connee Fitch-Blanks (Director of the Chicago Teachers Union Quest Center) and Ms Marilyn Stewart (President of the Chicago Teachers Union) presenting information on teacher development processes in the United States, after which the meeting was opened to the floor for reports of participants’ experiences.

Practising teacher participants in the Summit reported their good and bad experiences of teacher development. The reports tended to emphasise negative experiences, indicating that capacity for training and support is lacking. Reported instances included the following:

- A workshop in which the facilitator explained that the workshop was supposed to take four days, but that in fact it would take only one hour. No questions had been allowed.
- A Technology workshop for which there was no facilitator, and in which attendants spent three days trying to help each other. There was no subject advisor available for the subject.
- A workshop where attendants demonstrated practically to the facilitator that the methods being demonstrated and required were simply not possible. The facilitator left the workshop on the pretext of a telephone call from the district.

A general agreement, in summary, was that teacher development has not been going well, and is not on track.

Suggestions were requested from the participants, as practising teachers, for the form that teacher development should take. Responses expressed a particular need for development and support to be informed by teachers’ practical classroom realities, which reports indicate was very often not the case:

- The proposals for classroom practice that are made in training workshops seem to have little to do with real classroom experience; while group work in the classroom is popularly promoted in teacher development programmes, in fact the learner:teacher ratio militates against group work.
- It was recommended that if teachers deal with classes of 75 learners, the training should match that context.

An audit of needs per region or district was recommended, and the point made that facilitators and district staff must be adequately capacitated themselves in order to provide support to teachers.

It was suggested that development initiatives ought to be consultative, and allow for teacher choice, offering opportunities for affirmation of strengths as well as addressing weaknesses, but relating to the current levels of practice.

There was some discussion of models of delivery, with recommendations for use of a range of models, including delivery at the school site, with options of taking teachers out of their classes, and measuring
outcomes through analysis of learner results. Recommendations relating to more responsible use of the cascade model were also made, suggesting that teachers should take greater responsibility in respect of their experience of development programmes, by reporting back to their colleagues – as recommended in the cascade model.

Weariness of continual curriculum change was expressed. Curriculum changes have followed one after the other, with every change in education minister: a plea was made for consistency. It was suggested that delinking appraisal for development from that for remuneration would encourage peer development.

More than one participant reported that training by unions had been found to be good. It was suggested that more funding should be provided for unions to provide teacher development.

The session was summarised by the recommendation that providers of professional development should be well versed in their areas of responsibility, and should be well informed of the practical contexts in which teachers function.

Teachers are key in the area of teacher professional development, and all participants in the session support the slogan ‘Nothing for us without us’.
3.2 SUMMIT BREAKAWAY PROGRAMME

The Breakaway Programme was Annexed to the Summit Programme

ANNEX 1

DAY 2: Tuesday 30 June 2009

<table>
<thead>
<tr>
<th>SESSION</th>
<th>TIME</th>
<th>ITEM</th>
<th>GROUP</th>
<th>TOPICS, DISCUSSION AND READINGS</th>
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<tbody>
<tr>
<td>9</td>
<td>10h30 – 12h30</td>
<td>1st Breakaway session</td>
<td>A &amp; B</td>
<td>Topics:</td>
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<tr>
<td></td>
<td></td>
<td>The context of teaching</td>
<td></td>
<td>• South African teachers work in one of the most unequal societies in the world and in schools with widely differing social and learning conditions.</td>
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<td></td>
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<td></td>
<td>C &amp; D</td>
<td>• South African teachers have very different career preparation, life and teaching experiences and opportunities for development.</td>
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<td></td>
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<td></td>
<td>• The introduction nationwide of NCS, the learner assessment system and Foundations for Learning over a short period of time has impacted on teachers’ responsibilities and workload.</td>
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<td>Discussion:</td>
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<td>The Breakaway group is invited to discuss the context of teaching from the following perspectives:</td>
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<td>(1) What is the situation now?</td>
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<td>(2) What changes would we like to see?</td>
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<td>(3) How do we get there?</td>
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<td>Readings:</td>
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<tr>
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<td></td>
<td>The Breakaway session is invited to consider these topics with the help of the following Readings:</td>
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<tr>
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<td></td>
<td></td>
<td></td>
<td>1. Improving teaching and learning is important to combat poverty</td>
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<td>2. The Context of Education: Schools that Work and Schools that Don’t Work</td>
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<td></td>
<td>3. Major curriculum changes since 1994 affecting teachers’ work</td>
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## ANNEX 2

**DAY 2: Tuesday 30 June 2009**

### SESSION | TIME | ITEM | GROUP | TOPICS, DISCUSSION AND READINGS

<table>
<thead>
<tr>
<th>11-12</th>
<th>13h45 – 17h30</th>
<th>2nd Breakaway session</th>
<th>A</th>
<th>Topics:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>What is teacher development?</td>
<td></td>
<td>• Teachers want to know the curriculum they teach, the learners they teach, and the society in which learners are growing and to which they will contribute (and in which they have to address the effects of poverty and HIV/AIDS).</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Teachers are the authors of their own professional development and develop best in their school environment.</td>
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</tbody>
</table>

| B & C | | | | • Teachers want to keep abreast of new knowledge and teaching practices that will help them to teach better and to practise their craft with confidence. |
|       | | | | • Teachers are the authors of their own professional development and develop best in their school environment. |

| D & E | | | | • Teachers want to teach in the phase, subjects or learning areas for which they are best equipped. |
|       | | | | • Teachers are the authors of their own professional development and develop best in their school environment. |

| F | | | | • Grade R teachers and ECD practitioners work both in schools and in community-based ECD centres. |
|   | | | | • Teachers are the authors of their own professional development and develop best in their school environment. |

### Discussion:

The Breakaway group is invited to discuss the topics related to **teacher development** from the following perspectives:

1. What is the situation now?
2. What changes would we like to see?
3. How do we get there?

### Readings:

The Breakaway session is invited to consider these topics with the help of the following Readings:

4. Teaching, Teacher Knowledge and Curriculum
5. Creating Effective Teaching and Learning Environments: First Results from TALIS
6. International experience: Making primary school teachers full partners in their own professional development in Guinea
ANNEX 2a

DAY 2: Tuesday 30 June 2009

<table>
<thead>
<tr>
<th>SESSION</th>
<th>TIME</th>
<th>ITEM</th>
<th>QUESTIONS FOR DISCUSSION</th>
</tr>
</thead>
<tbody>
<tr>
<td>14</td>
<td>19h30</td>
<td>Teachers’ voices round the table</td>
<td>Practising teachers (and other interested delegates) are invited to a Teachers’ Round Table to share their experiences of teacher development with a view to distilling from the discussion the lessons that have been learned on the ground. The session will be led by ThembaNdlovu of SACE and a delegate who is a practising teacher. The questions for discussion will be:</td>
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<td>– 21h30</td>
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<td>- What experiences of teacher development, in your opinion, have had the greatest impact on quality of education? What made them good?</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>- What experiences of teacher development, in your opinion, have had the least impact on quality of education? What made them bad?</td>
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</table>
### ANNEX 3

**DAY 3: Wednesday 1 July 2009**

<table>
<thead>
<tr>
<th>SESSION</th>
<th>TIME</th>
<th>ITEM</th>
<th>GROUP</th>
<th>TOPICS, DISCUSSION AND READINGS</th>
</tr>
</thead>
</table>
| 18      | 10h45 – 13h00 | 3rd Breakaway session | A & B | **Topics:**  
- Teachers are overloaded by policy and collective agreement requirements (NPFTED, IQMS, CPTD, NEEDU, etc).  
- The collective agreement to devote 80 hours of out of school time to teacher development is problematic.  

|   |   |   | C | **Topics:**  
- Education departments and teachers’ unions have invested heavily in IQMS but the outcomes have not yet justified the effort.  

|   |   |   | D | **Topics:**  
- The skills development system is one and the same as professional teacher development.  
- The 2007 *National Policy Framework for Teacher Education and Development* (NPFTED) states that there will be only two routes to becoming professionally qualified.  

|   |   |   | E & F | **Topics:**  
- Appraisal of teachers for remuneration purposes should be separated from development processes.  
- Teachers should be appropriately evaluated to determine their development needs.  

#### Discussion:

The Breakaway session is invited to discuss the notion of a **supportive policy environment** from the following perspectives:

1. What is the situation now?  
2. What changes would we like to see?  
3. How do we get there?  

#### Readings:

The Breakaway group is invited to consider these topics with the help of the following Readings:

8. The Coming Age of Post-Standardization: Hargreaves & Shirley  
9. Teacher Qualifications  
10. NPFTED Implementation Report  
11. Finding Time for Professional Development
## ANNEX 4

**DAY 3: Wednesday 1 July 2009**

<table>
<thead>
<tr>
<th>SESSION</th>
<th>TIME</th>
<th>ITEM</th>
<th>GROUP</th>
<th>TOPICS, DISCUSSION AND READINGS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>4th Breakaway session</td>
<td>A</td>
<td>Teachers are entitled to support from school leadership teams in their professional development.</td>
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<tr>
<td></td>
<td></td>
<td>Resourcing and supporting teacher development</td>
<td>B</td>
<td>District offices are essential elements in the support structure for teacher development.</td>
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<td></td>
<td></td>
<td></td>
<td>C</td>
<td>In education departments the responsibility for teacher development is divided and uncoordinated.</td>
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<td></td>
<td></td>
<td></td>
<td>D</td>
<td>The CPTD system to be managed by SACE is not a provision system but a support, endorsement and information system.</td>
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<td></td>
<td></td>
<td></td>
<td>E</td>
<td>Employers and the ETDP SETA are responsible for setting priorities for teacher development and providing adequate resources for it.</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>F</td>
<td>HEIs, departments of education and other teacher development providers are responsible for meeting teachers’ developmental needs (using various modes of delivery).</td>
</tr>
</tbody>
</table>

**Discussion:**

The Breakaway session is invited to discuss **resourcing and support for teacher development** from the following perspectives:

1. What is the situation now?
2. What changes would we like to see?
3. How do we get there?

**Readings:**

The Breakaway group is invited to consider these topics with the help of the following Readings:

12. National and Provincial Departments
13. What is the current contribution of the HEIs?
14. What is the current contribution of other providers?
### ANNEX 5

**DAY 3: Wednesday 1 July 2009**

<table>
<thead>
<tr>
<th>SESSION</th>
<th>TIME</th>
<th>ITEM</th>
<th>GROUPS</th>
<th>TOPICS, DISCUSSION AND READINGS</th>
</tr>
</thead>
</table>
| 22      | 16h30 – 18h00 | 5th Breakaway session | A | **Topics:**
|         |      | Professional growth - from recruitment to retirement |   | - Effective recruitment and initial teacher education are the foundations of teacher development. |
|         |      | | B | - Appropriate placement, induction and mentoring of new teachers in schools is vital. |
|         |      | | C | - Customised teacher development programmes are needed to help teachers who are employed to teach subjects/learning areas/phases for which they are not qualified. |
|         |      | | D | - Recruitment and professional development of ECD practitioners and Foundation phase teachers is a major priority. |
|         |      | | E | - Upgrading of all teachers to REQV 14 as envisaged in the OSD is a remuneration matter not a teacher development issue.
|         |      | |   | - Decisions around upgrading of educator qualifications and recognition of prior learning (RPL) are not yet finalized. |
|         |      | | F | - South Africa has excellent models of teacher development which should be generalised. |

**Discussion:**
The Breakaway session is invited to discuss the notion of **professional growth** from the following perspectives:

1. What is the situation now?
2. What changes would we like to see?
3. How do we get there?

**Readings:**
The Breakaway group is invited to consider these topics with the help of the following Readings:

- 9. Teacher Qualifications
- 15. Teacher development and teacher supply and demand: new ideas
- 16. Innovative Models – The Ikhwezi In-Service Training Institute, KZN Department of Education
- 17. Innovative Models – The Cape Teaching and Leadership Institute (CTLI), an In-Service Teacher Development Centre for The Western Cape Education Department (WCED)
- 18. What can be learned from the contribution of NGOs?
3.3 REPORT OF BREAKAWAY 1 - THE CONTEXT OF TEACHING

These are records prepared by the rapporteurs for use by Dr Yusuf Sayed in preparing the synthesis of breakaway discussions.

Introduction

6 Breakaway Groups
3 Questions
on different topics
in 5 sessions

5 Breakaway Sessions
1. THE CONTEXT OF TEACHING (Tuesday)
2. WHAT IS TEACHER DEVELOPMENT? (Tuesday)
3. CREATING A SUPPORTIVE POLICY ENVIRONMENT (Wednesday)
4. RESOURCING AND SUPPORTING TEACHER DEVELOPMENT (Wednesday)
5. PROFESSIONAL GROWTH - FROM RECRUITMENT TO RETIREMENT (Wednesday)

Standard Breakaway Questions

• NOW: What is the situation now?
  – Locally?
  – Nationally?
• FUTURE: What changes would we like to see?
  Why?
  – What can we agree on?
  – What needs more discussion/ research?
• HOW: How do we get there?
  – In the short-term?
  – Medium-term?
  – Long-term?

Introduction to 1st breakaway:
The Context of Teaching

• READINGS:
  – TDS Working Document (pages 37 – 45 of Brochure/ Programme)
  1. Improving Teaching and Learning is important to combat poverty (pages 3 – 6 of Resource Pack)
  2. The Context of Education: Schools that Work and Schools that Don’t Work (pages 7 – 22)
  3. Major curriculum changes since 1994 affecting teachers’ work (pages 23 – 26)
Topic 1: Groups A and B

- South African teachers work in one of the most unequal societies in the world and in schools with widely differing social and learning conditions.

Topic 2: Groups C and D

- South African teachers have very different career preparation, life and teaching experiences and opportunities for development.

Topic 3: Groups E and F

- The introduction nationwide of NCS, the learner assessment system and Foundations for Learning over a short period of time has impacted on teachers’ responsibilities and workload.
RAPPORTEURS’ REPORTS: BREAKAWAY 1: THE CONTEXT OF TEACHING

TOPIC: South African teachers work in one of the most unequal societies in the world and in schools with widely differing social and learning conditions.

GROUP A

POINTS OF AGREEMENT:
What is the situation now?
- There are divides – not only the urban/rural divide but also quintile differentiation in urban schools needs to be considered.
- Resources and infrastructure are important, but so too are individual teacher identity and histories.
- Causes of the divide also include: teachers teaching subjects for which they are not qualified; and unqualified teachers in rural schools (although this situation is also found in urban schools).
- Higher Education Institutions (HEIs) are not providing quality and equitable training, or addressing the varying needs of teachers in differing contexts.
- The provinces are not addressing inequalities effectively, despite policies such as conditional grants and equitable share.
- There are too many different kinds of schools.
- There is a complete failure to promote African language learning and African languages as the Language of Learning and Teaching (LoLT) in the first years.

What changes would we like to see?
- We have to attend to the self-worth of teachers.
- We have to attend to community/parental involvement.
- We must address African language mother-tongue instruction in schools but also the issue of valuing it in learners’ homes.
- We need to take teacher development to rural teachers, working through teacher development centres.

How do we get there?
- Implement the current policy on models of schools.
RESIDUAL ISSUES:
- A good model of learning in one’s own language is that used in Nigeria – with seven years of instruction in the mother tongue.
- School principals should not be paid according to the numbers enrolled because this has the potential to create overcrowding.

DISCUSSION:
What is the situation now?
MICRO:
- In ex-Model C schools, only a few parents support the school. Parents have been alienated from the schools, and don’t see that they have a role to play.
- Children refuse to go to township schools, but ex-Model C schools make black children feel inferior, so they don’t succeed as they could.
- Rural teachers are more appreciative of teacher development than urban teachers.
- Teachers’ needs vary – teacher development should target differing needs, but this is not the case at the moment.

MESO:
In some provinces, it is difficult to organise teacher development programmes -- teachers don’t come, they don’t make an effort.

MACRO:
- Divide: rural/urban; township/suburb/ex-Model C; independent schools/public schools. In terms of place of work and place of residence for teachers – teachers need to be close to where they work otherwise they can’t be effective.
- There is a problem of infrastructure and resources for poor schools. Even though the teachers are the most important resource, you cannot run a school without adequate resourcing.
- Federalism in the provinces creates a serious divide in terms of implementation and standards. There are also differences in the types of schools -- there is no unified schooling system.
- The rural/urban divide: in South Africa we have the situation of teachers in rural areas who are unqualified. The reality of the matter, however, is that those people who are out there are dedicated -- it is difficult to retain teachers in these remote areas.
- Government does not treat provinces equally: Gauteng, Free State and the Western Cape are given resources but others are not. Further, in the North West Province, the merging of schools -- closing down schools instead of improving them -- is a real problem; children have a 15 km journey to school, with no transport.
- We should not look only at rural schools. We must also consider the impact of quintile ranking: learners and teachers don’t want to go to low quintile schools because of lack of resourcing and low morale.
• We need to acknowledge that there are inequalities everywhere in the world, even though it is not right. At present, there is an equitable share. Some provinces get more because of formulae that relate to numbers and levels of poverty. There are differences between the ways that provinces fund education – some fund to the tune of 30 per cent of their budgets, others 20 per cent of their budgets. Poorer provinces get conditional grants that are greater than other provinces. However, our problem is in a model of schooling: different types of schools make it difficult to fund. A question to consider is this: All the provinces are applying a pro-poor policy – why can’t we see the difference on the ground?

• It is problematic that schools ignore other South African languages – some ex-Model C schools don’t offer even one African language.

• The language issue creates the inequalities in our society. ‘Apartheid treated the majority as a minority by insisting that they learn in a language that is not their own.’ The current government is continuing this.

• There is over-politicisation of schools and teachers.

What changes would we like to see?

MICRO:
• The self-worth of teachers needs to be restored. Teachers themselves need to be lifelong learners: committed, qualified, and attuned to community, subject and content knowledge. The Relative Education Qualification Value (REQV) level is demotivating because it doesn’t recognise what teachers actually do in the classroom.

• As teachers, we need to move out of our comfort zones, and challenge ourselves.

• African parents need to encourage children to take their own languages seriously, otherwise we are a doomed nation.

• Teachers don’t have a common plan of work – we need to work together to achieve the goals at the end.

• We need strategies to involve communities so that learners take more responsibility for their own learning.

MESO:
• Heads of Department (HoDs) and principals must assist in development, as must districts and Provincial Education Departments (PEDs).

• Funding should focus on taking development to rural teachers.

• Subject advisors/facilitators should be placed at teacher development centres – where teachers could benefit from practical presentations and individual appointments with subject advisors.

MACRO:
• We need strategies for how to populate rural schools with qualified teachers.

• We mustn’t focus only on rural areas – but also on divides and the issue of underqualified teachers in urban areas.

• We need extended work programmes, school nutrition programmes, and better conditions of service and remuneration for teachers.
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- We need *mother-tongue instruction*; African languages need to be taken absolutely seriously, especially in the Foundation Phase.
- We need teachers who can work effectively in *existing* conditions – and we need programmes that can help teachers do this. We are not going to get rid of these conditions in 2/3 years’ time.
- With regard to rural schools: the *Department of Education (DoE)* is increasingly working closely with *other government departments*. The DoE should focus on building houses for teachers in the communities in which they live. There should also be incentives for rural teaching – especially in scarce subjects. With regard to township schools: there is less parental support, and we thus need to foster more involvement by parents. There are many Orphans and Vulnerable Children (OVC), and parents involved in substance abuse.
- We need to consider *entry requirements for Initial Professional Education of Teachers (IPET)*, and raise entry requirements to improve the quality of the teachers coming into the system. In South Africa we are training lots of teachers, but not necessarily people who actually want to be teachers.
- We need to address the *quality and equity of HEIs*.
- We need to address the issue of *induction* programmes/apprenticeships for teachers.
- We need to consider the issue of *remuneration for mentoring* of teachers or else consider counting it as *Continuing Professional Teacher Development (CPTD)*.
- We need to streamline the types of schools we have in South Africa – there is an approved policy (the *Learning and Teaching Environment Act*), but we need to *implement it*.
- The whole of society needs to be motivated to prioritise education.

**How do we get there?**

**SHORT TERM:**
- Concentrate on teachers’ classroom practice, but adjusted to needs – e.g. rural teachers’ needs are different from urban teachers’ needs.
- Focus on issues of deployment of teachers – there is currently too much out of field/out of phase teaching.

**MEDIUM TERM:**
- As teachers, we need to use the curricula to train ourselves/train each other to use the curricula in the classroom.
- There should be teacher exchange: black teachers going to the suburbs and white teachers going to the townships.
- There should be teaching assistants for overcrowded schools.

**LONG TERM:**
- We need to advocate for teacher development institutions in all the provinces – for all teachers.
TOPIC: South African teachers work in one of the most unequal societies in the world and in schools with widely differing social and learning conditions.

GROUP B:

What is the situation now?
- *Teacher and school training needs* are variable in terms of duration and depth of training, and models and timing of delivery do not cater for these dynamics, nor take into consideration the rural/urban divide. Use of substitute teachers is unequally applicable across the rural/urban dimension.
- There are *inequalities related to teacher development resources, infrastructure and training*.
- Currently *deployment is problematic*, with teachers trained in one learning area delegated to teach another, without any training being provided.
- At the level of *district* or sub-district, there is a need for *improved coordination* to ensure understanding of line function, and levels to ensure a common standard of support.

What changes would we like to see?
- In the medium term, teacher development institutions should be developed in all provinces, and properly equipped resource centres should be established at circuit level. Ideas on best practice should be shared at inter-provincial level.
- There needs to be *improvement of the quality and relevance of the teacher development programmes provided*.

How do we get there?
- In identifying *current inequalities related to teacher development resources, infrastructure and training*, the group recommended adoption of a common policy nationally in the short term, with all materials developed being available on CD, DVDs, and other media, as well as via a DoE portal.
- With regard to the need for *improvement of quality and relevance of programmes provided*, short-term recommendations were made for a review of HEI Pre-service Training (PRESET) programmes, and assessment of HEI capacity to offer In-service Training (INSET) programmes. In the medium and long term, teachers need to be engaged in programmes that meet their needs. The group supported the opening of colleges for both PRESET and INSET programmes, with offerings reorganised to be National Curriculum Statement (NCS) compliant.
In terms of customisation according to differing school and teacher needs, the short-term recommendations of the group were for dialogue among staff members aimed at creating an environment of trust; identification of learner, teacher, school and department needs using existing instruments; and planning and provisioning that addresses modelling, mentoring and school-based staff development.

How do we get there?

MEDIUM TERM:
- Set up learning communities with schools/the DoE.
- Ensure provisioning of teacher development by the DoE.
- Undertake a skills audit and analysis.
- Consider an instrument of best practice – how does it look?
- Resource and fund schools.

LONG TERM:
- Improve qualifications of teachers.
- Network with HEIs, NGOs and unions.
- Accreditation.
- Undertake regular reviews of impact.
South African teachers have very different career preparation, life and teaching experiences and opportunities for development.

GROUP C

What is the situation now?
The proposition/topic statement is supported because of the diversity experienced in terms of training and development that was offered pre-1994 and post-1994.

The group identified a number of problems with programmes that do not take diversity of prior training or experience into account:
- Training is highly fragmented and often not based on actual and specific needs.
- In many cases training is a one-size-fits-all affair.
- No standards are set for training and development.

Problems with the delivery models were identified:
- Teachers are bombarded with short programmes.
- Programmes are offered at times that are not suitable for teachers, e.g. after school hours when teachers are tired; or over weekends.
- Teacher development programmes are not appreciated or valued because of planning and organisational problems.
- HEI lecturers have theoretical knowledge but lack the necessary practical knowledge.
- Teachers who are inexperienced are nonetheless used to develop other teachers – and this is dangerous.
- A ‘hit and run’ approach to teacher training is adopted.

The education system is output oriented and results driven, which has a negative impact in certain instances.

Teachers operate at differing levels with respect to content knowledge and knowledge of teaching methodologies:
- Lack of content knowledge leads to lack of confidence and consequently poor quality teaching. Teachers in the system have differing levels of confidence. Application of knowledge and content needs urgent attention.
The new curriculum is learner-centred but teachers may not know the methodology and approach. Management and control is difficult if people are not developed and do not keep abreast of changes in terms of training and development.

Failure to take variations in context into account is problematic:
- Teachers are not trained to survive in environments where there is a serious shortage of resources.
- Schools are still split along highly disadvantaged and highly advantaged lines.
- Teachers in remote and rural areas do not get equal opportunities.
- Teachers near district offices get more attention.
- Teachers had to adjust to new curriculum content that is sophisticated but had to be applied in a difficult teaching context.

There is a lack of synergy, especially for those teaching different phases.

There are no recruitment or retention strategies in terms of having a pool of experienced teachers.

We are not getting value for money in terms of teaching and learning in many areas.

**What changes would we like to see?**

In terms of recommendations for focus and purpose of training:
- We need to focus on people; i.e. investing in them by way of development and professional learning to influence growth and productivity.
- We need programmes to train teachers on content and knowledge, to enhance learner performance.
- We need to develop teachers' confidence to enhance their self-esteem.
- We need to focus on commitment and dedication, to influence change in values and attitudes.
- We need improvement in learner achievement and performance.

In terms of recommendations for types of training:
- We need PRESET.
- For under and un-qualified teachers we need six months’ distance education and six months’ mentoring.
- We need to up-skill teachers.

In terms of recommendations for content of training:
- We need training and development on diversity management.

In terms of recommendations for recipients of training:
- We need to focus on recruitment/retention and attraction.
• We need a new incentive model to attract people to the teaching profession.
• We need to re-train good teachers in areas where there are shortages.

In terms of recommendations for delivery model:
• We need to reopen colleges of education.
• We need to adopt a twinning model.

In terms of recommendations for research necessary:
• Academic institutions need to conduct research on the needs of the country. Identification of training needs requires thorough research, taking into account trends and results.
• We need to undertake analysis of learner data in respect of learner performance.

How do we get there?

SHORT TERM:
• Address the issue of building teacher confidence through content and knowledge.
• Identify teachers who are doing good work under very difficult circumstances with few resources and very poor infrastructure, and identify outstanding teachers with respect to curriculum issues who could provide guidance to other teachers. Implement the best practices of good teachers.
• Investigate branding that improves the image of teachers.
• The DoE should liaise with municipalities and local government.
• Emphasise internal accountability of teachers in terms of teaching and learning.
• Ensure committed support from the DoE.
• Strengthen the teacher selection process after in-depth analysis.
• Provide teachers with skills for dealing with crisis areas at school level and for handling learners.

MEDIUM TERM:
• Restore the image of teachers.
• Improve the morale of teachers.
• Evaluate implementation of the Summit resolutions.
• Audit teacher qualifications and establish strategies to improve qualifications where necessary.
• Conduct evidence-based research around critical areas.
• Ensure committed support from the DoE.
• Take teachers out of schools to centres where they can be provided with skills to address the new curriculum.
LONG TERM:
- Review standards and dismantle those that are not adding value to the system.
- Ensure committed support from the DoE.
- Emphasise constant analysis of data and results.

AREAS OF AGREEMENT:
- We need to build teacher confidence.
- We need to provide specialised training on content and knowledge. Training should be specific, taking into account learner and teacher data. One-size-fits-all types of training should be avoided.
- Improve teacher disposition, commitment, values and attitudes.

WHAT NEEDS MORE DISCUSSION OR RESEARCH?
- ECD; and
- Career pathing.
TOPIC: South African teachers have very different career preparation, life and teaching experiences and opportunities for development.

GROUP D

What is the situation now?

MICRO:

- ‘Apprenticeship of observation’ – one’s own experience of being taught impacts on how people practice teaching themselves. Different experiences as learners make for different capacities as teachers. Currently we are drawing on teachers with a wide variety of experiences. Teachers grow up having different experiences e.g. colleges, distance education. Some argue that distance education creates a lack of experience of the context of teaching and the culture of the teaching profession, but some distance education does include a lot of practical work in schools.

- IPET is partly a process of unlearning one’s own history of poor education that might have been. Mode of delivery can ‘interrupt’ this. It is good to combine distance education with internship in schools.

- Previously we had colleges of education divided on racial grounds. Some were better than others. Many currently practising teachers come from that legacy. New teachers are now coming from more similar institutions. Is there a change in the competence of teachers because of that change?

- We need to consider: What are the different life experiences that have to be taken into account? Colleges in the 1970s may have been different from those of the 1980s: we need to locate experience of learning in the historical context of South Africa.

- We must recognise differences of socio-economic background of teachers and learners even as we go into a common future.

- Some teachers think that they have ‘completed’ their development when they have completed a qualification.

- Many teachers would hesitate to be out of school for periods of time as this might affect learners negatively.

- Mentoring in schools is non-existent.

MESO:

- Distance education can take many forms. The contact component can ensure experience of context.

- There have been a lot of strands of commonality in teacher development in recent years. We must not only focus on the difference. We need to build on those common strands.
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- We need to check the success rate of departmental programmes; e.g. the ‘microwave approach’, where a two-day workshop was seen as ‘being trained’.
- Was the National Professional Diploma in Education (NPDE) successful? Did teachers gain the intended skills? Teachers who have done the NPDE see education in a different light. They are more ‘fired up’ about teaching and about further studies and want to do something ‘extra’.
- Opportunities for development differ across the spectrum of teachers. The way we have done teacher development is part of our trouble, e.g. teachers leave classes. The departments do not have the capacity to do what needs to be done.
- There is not equal participation in teacher development: those who had resources are not participating in teacher development exercises led by government.
- Subject advisors themselves may not have been trained.

MACRO:
- HEIs are not responding to the numbers required.
- Teacher development is sometimes hindered by the post provisioning model – some teachers are teaching a variety of learning areas. Movement of teachers between schools hinders development.
- Provisioning norms must support teacher development.
- Groups of teachers must be prepared before policy is changed.
- We have not planned teacher development to meet curriculum changes in a systematic way.
- Do we have the resources for a different post provisioning model? Funding is not inexhaustible.

What changes would we like to see?

MICRO:
- We cannot separate the quality of education from its teachers.

MESO:
- We need to check the success rate of departmental programmes, e.g. the ‘microwave approach’. We need to evaluate the impact of our interventions. We need to look at sustainable programmes/deep learning.
- We need partners who support the department.
- We must give time for teachers to go into teacher development. We cannot expect teachers to do it in the afternoons or in their spare time: this will not work. Time allocation for teacher development is important.
- We agree that we need to take teachers ‘out’ for teacher development in a coordinated way.

MACRO:
- Distance education is one way of providing accessibility into teacher education.
Given diversity of experience, there is no common intervention regarding teacher development. However, we need to identify what we can have as common goals. We need to aspire to common standards – something that pulls the diversity together.

Given the strands of commonality in teacher development in recent years, we must not only focus on difference; we need to build on those common strands.

We need to look at what works and why, so we can direct our interventions.

We need to clarify: What is the conception/model of teacher development to which we aspire, that addresses the realities of disadvantages of many schools?

We cannot have one model – one-size-fits-all. The question is: What enables and sustains teacher learning? That should inform a range of models. On-site learning is also very powerful; i.e. not only models that takes teachers out of the classroom.

We need to consider: Where does teacher development happen? Who decides what should be on offer? Who decides which teachers come out for programmes? We need to find ways of recognising different forms of development for different people; we cannot have only one kind of provision. Development happens in many contexts and forms; and it does not have to mean something from outside that is brought in. We must recognise and draw on internal resources, e.g. observation of good practice around us.

We cannot make assumptions that programmes make a difference – it may be the mindset of the individual that makes the difference!

We need to consider: Is teacher development a needs-driven or a budget-driven approach? How do we structure resources to meet the needs?

Policies that are put in place must be sure not to be taking away other resources; e.g. no-fee schools have taken away school funds for teacher development.

How do we get there?

SHORT TERM:

- We need to look at what works and why, so we can direct our interventions. We need to look at best practices.
- We need to look at whether interventions are making a difference, e.g. the NPDE. Do these programmes translate into good practice in the classroom?
- We should take teachers out for a term to work with gaps and introduce new knowledge. Create the space for what you want to learn. But we also need to consider what is happening at the school if teachers are out. The model of the Cape Teaching and Leadership Institute (CTLI) in the Western Cape can be informative: teachers go back to schools to implement, and come back for further training after 2–3 months.
- We need to ensure availability of substitutes to fill spaces if teachers are out of school. This depends on capacity. We cannot take large groups of teachers out of school at one time. Thus, there must be a phased, focused programme, linked to a national plan.
- We should create a database of retired teachers for substitution purposes.
Each school should send out e.g. five teachers for a full year/employ substitutes for a full year contract – until the entire staff is trained.

We need to distinguish between briefing sessions (which ensure that people have the same understanding across the system) and training sessions (where teachers are withdrawn for thorough training for extended periods of time).

MEDIUM TERM:
- Quick-fix approaches are only providing an orientation; we need to afford a lot more committed time for deep learning. SADTU has come to the same conclusion. Current interventions are not making an impact because they are too superficial.
- In each province we should have an institute with dedicated funding and staff for teacher development; or we should revisit the issue of teacher colleges.
- The issue of coordination is important. If teacher development is not coordinated, it will not be effective e.g. teachers attending too many activities at one time. We must allow time for implementation and practice. We should identify key groups in batches who will come to a teacher development centre for extended support, and then move back into the system.
- There is too little coordination of national, provincial and school activities. Evaluating structures also need to be coordinated, so we need to have reliable databases.
- We can manipulate the timetable at schools so that there is time for teachers to be out of the system for a period of time.
- The model of funding does not allow schools to run their development programmes. The Integrated Quality Management System (IQMS) and skills development all run their own paths. Funds can be coordinated so that development can run at a School Management Team (SMT) level. Currently there is no budget to run development projects at school level.
- Schools should manage teacher development assisted by the skills fund.
- Some countries use the model of learning communities – clusters of schools that are near each other, undertaking hands-on activity, with support from curriculum advisors.
- The role of principals must be clarified and supported so that they can manage the school and make a meaningful contribution to teacher development at the school.
- As educators, we should say ‘we need to do this’ and then ensure that the resources are there. Resource constraints must not be an excuse for lack of action. We must structure around current resources that are available, and use these efficiently, e.g. the case of the skills development fund that is used for teachers getting a driver’s licence.
- We need to consider issues of accreditation and incentives with regard to teacher development.
- There must be a formal process of induction in the transition from initial teacher training.
- We should make use of technology, e.g. Skype, video conferencing, the Internet. This could be very cost-effective.
We need to institutionalise staff development in the calendar of the school year. There needs to be a requirement by the system for formal sessions of teacher development where learners are not present e.g. two days a year.

We should give teachers a chance to show at school level what they have learnt after attending training.

LONG TERM:
- Development should not be equated with a terminal qualification. Teacher development is an ongoing process. Everyone needs to make choices for ongoing growth.
- Development is also about changing the mindset of teachers so that they subscribe to lifelong learning. If we do this, teachers will take ownership of their own development. Pre-1994, schools were sites of struggle. Teachers must understand that they are now shaping the future of our country.
- We need to consider: How do we go to scale to meet the demands of the country? How do we expand the system of access?
- We need to consider: How do we manage extended time for professional development?
- Costing models must be sustainable. For example, large-scale substitutions may not be cost-effective.
- Coordination of funds is important. Each department has a budget which – with coordination – may be more than we realise. Avoid duplication of functions to maximise resources. We need to look at structures so that they are coordinated and aligned with the needs of teacher development. This will also be to the benefit of accessing skills funds.
- There is a management structure in education which the state is paying for and which is not fully benefiting the system i.e. HoDs, principals. They have the title but not the function. Perhaps withdraw them for more intensive training. Recognise and support those HoDs who are doing sterling work. Build capacity of HoDs to understand and play their expected role. This also applies to SMT members.

ISSUES FOR FURTHER RESEARCH:
- School-based teacher development: how do we put teachers at the centre of development? What structural capacity is needed to put teachers at the centre of the model? What is the job description of senior teachers in the Occupation Specific Dispensation (OSD)? The system must not be duplicated with overcrowding of positions.
- How do we ready the system so that teachers who come back from training can influence the system, other teachers, and learner performance? The larger part of the strategy must be school based, so that teacher can even influence the context in which teaching and learning is happening.
- What is our view of the ‘ideal teacher’? What skills and competences do we expect?
Interventions must not make teachers dependent; e.g. teachers should not depend on the provision of Winter schools to address weaknesses in their teaching. Interventions should rather focus on teacher development than on ways to help learners, given weaknesses in the teaching.

POINTS OF AGREEMENT:
What is the situation now?
- Teachers in South Africa have different historical experiences. There is no ‘common biography’ of teachers in South Africa but we need to work towards a common future.
- Teacher development is not a quick fix but is an ongoing journey.

What changes would we like to see?
- We must recognise different models of teacher development – from broad orientation and briefing of large groups to small communities and clusters of individuals working collaboratively. Some models require out-of-school activity while others are site-based.
- The key is sustainability at system level. This includes schools and districts.
- We need to understand and evaluate the relationship between different programmes and models and real improvements in teaching and learning.
- It is essential that there is coordination of funding, interventions, responsibilities and structures.
- The roles and responsibilities of HoDs, principals, SMTs and School Development Teams (SDTs) for on-site teacher development must be clarified, supported and resourced.
- Support for teachers post-training is important, so that they can bring what they have learnt back to the school.

How do we get there?
- Build in school budgets for teacher development.
- Identify dedicated staff development time within the school calendar.
- Ensure coordination of functions.
- Clarify roles and responsibilities of those involved with teacher development at school level.

RESIDUAL ISSUES:
- Design a model of initial teacher training that puts PRESET teachers in schools as substitutes.
- Induction of new teachers has not received sufficient attention. This includes aspects of teaching outside the classroom situation.
- Consider a rural allowance, for retention of scarce skills.
TOPIC: The introduction nationwide of NCS, the learner assessment system and Foundations for Learning over a short period of time has impacted on teachers’ responsibilities and workload.

GROUP E

What is the situation now?
There are too many attempts to strengthen policy and yet what is needed is to strengthen policy implementation, as this is what is never properly planned or supported. There is a need to make policy implementation more meaningful and to improve teacher performance.

MICRO:
- The content of the curriculum and how to teach it are poorly understood, especially in the Foundation Phase with reading and numeracy, but also in the Intermediate Phase and General Education and Training (GET) phase because learning areas are combinations of subjects and teachers do not know all the subjects of their learning area.
- There is a problem in moving learners from three to nine learning areas from Grade 3 to 4.
- Assessment is not well understood: differences between tasks, forms and standards are not well understood and interpreted by teachers. Also, assessment is too time-consuming in terms of its administration, especially with large classes. This impacts negatively on teachers. Teachers do not know how to interpret assessment tasks versus activities versus forms of assessment.
- There is inconsistency in application across provinces, especially with respect to assessments.
- School resources are insufficient, or often not effectively used because of lack of training.
- Schools have poor infrastructure, no libraries, and no electricity to use and maintain Information Technology (IT).
- There is poor school leadership with respect to promoting teacher development and ensuring that staff share with colleagues their documents and what they have learnt from their workshops.
- There is not enough instructional leadership from senior managers to assist teachers with curriculum.
- HoDs do not monitor their teachers for quality and development because they have no time.
- The LoLT and language for deaf schools are problems because of lack of resources and capacity.
- Foundation Phase as a campaign is not sufficiently institutionalised in the system and yet it is a key priority for the rest of the system.
Teachers’ workloads are too high:

- because of administrative tasks;
- because teachers are asked to teach learning areas that combine many different subjects, for which they are neither specialists nor qualified; and
- because of inclusive education policy, which assumes that teachers can do remedial teaching at the same time as teaching their normal curriculum.

We need further research to calculate how long teachers need to do things properly, and then work out what is doable or not; only then could we move towards a revision of teachers’ workloads.

Training should be more specific (not too broad and not one-size-fits-all) and in accordance with development needs as specified in IQMS forms.

MESO:
District performance in schools is problematic for the following reasons:

- Officials are as poorly prepared for the NCS as teachers are. Subject advisors are not trained properly or are not qualified in their specific subject/learning area to support teachers. District officers in charge of school management do not support the schools properly or at the right time of the year (including not supplying schools with their money at the beginning of the year). As a result, district officers tend to run around for compliance’s sake and not to support schools. Many do not manage to monitor or follow up what they have started.
- The district is understaffed, which means that officials can justify poor performance by saying that they had to run around to too many schools.
- Because they are under-resourced and do not have enough money to travel and support their schools (or do not use their money effectively because of poor management) some officials argue that they cannot do their jobs properly.
- Because of poor district organisational set-up and management skills, communication and coordination between district officials is not effective, and different district officials organise teacher workshops in the same school and at the same time, leading to schedule clashes.
- Because there are no enforced norms and standards for district officials, they are able to avoid being held accountable for their operations.
- There are serious problems in recruiting well qualified people for posts in departments or districts, and there are also no appropriate appraisal systems for these officials, especially with regard to the quality of their ‘school support’ performance functions.
- The officials use a problematic deficit approach to teacher development, and thus teachers get only narrow, technical skills; and yet the officials should use a growth model of Professional Development (PD), based on empowering teachers to become reflective practitioners.
MACRO:
• We need more direction and specificity on assessment and its progression through grades to assist teachers.
• We need better databases to understand how to match the Human Resources system with the curriculum needs of teachers and district officials.
• The NCS has changed the role of teachers and increased teachers’ workloads, sometimes deskillling them – requiring much more administrative work; sometimes reskilling them – when they are in charge of curriculum development.

What changes would we like to see?

MICRO:
• For effective PD, we need to start with the realities and challenges of teachers in their classrooms and then develop PD programmes.
• We need to be creative in reducing teacher workloads to improve teacher productivity in classrooms:
  • Provide examples of how to use existing and available tools to minimise administrative time on teaching and assessment.
  • Consider the possibility of using community service to help replace teachers when they are absent for PD, especially those who need to get upgraded to REVQ 14.

MESO:
• Districts should be able to win schools’ trust and go into classrooms to assist and plan for better PD programmes.
• We need a more objective/transparent district recruitment/appointment system to avoid nepotism. Advertisements for district jobs should not specify post level requirements but rather necessary competences to work in that district job (teachers can sometimes be better candidates than more senior school people).

MACRO:
• We should strengthen NCS implementation through better teacher development and support.
• We need to fill the gap between teacher demand and supply:
  • Better communication and planning are needed at school, district and national levels (medium and long term) to inform what is needed from IPET and CPTD providers.
  • We need to attend to teacher development at Further Education and Training (FET) colleges, and better alignment between FET schools and colleges.
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SHORT TERM:
• We need to see employment of the currently 11 000 qualified but unemployed teachers.

MEDIUM TO LONG TERM:
• We need to increase IPET capacity, both at HEIs and by reopening the colleges of education, which were efficient in the past. (At least for the purposes of equity and access, there should be one college in each province – especially those colleges that were known to be good.)
• We need many teacher development centres for CPTD at regional and provincial levels.
• National CPTD has to use mixed modes of delivery, including offering professional development at schools designated for teaching practice purposes.
• Remember not to expect the department officials to save us as they do not have moral superiority over those at schools. Knowledge does not always improve as you go up the hierarchy.

POINTS OF AGREEMENT:
What is needed now?
• We need better planning and resourcing for policy planning and implementation.
• Teachers need further and better support for content and assessment and LoLT, to achieve learning outcomes.
• We need better school resources and better school leadership to mediate policies.
• Teacher workloads are heavy because of school conditions and policy implementation. As a result, it is impossible to do extra, remedial teaching. If only the administrative work were reduced, teaching time would be increased.

MESO:
• Teacher development should be focused on the basis of teacher realities and not devised from the top down.
• Capacity and expertise issues need serious attention at district level.
• District norms and standards need to be enforced to improve district accountability.
• The Foundations for Learning campaign should be institutionalised and not an add-on.
TOPIC: The introduction nationwide of NCS, the learner assessment system and Foundations for Learning over a short period of time has impacted on teachers’ responsibilities and workload.

GROUP F

POINTS OF AGREEMENT:
What is the situation now?
- The training given for NCS has not been adequate (‘microwave training’). The time allocation for training is insufficient.
- Understanding of content among teachers is low.
- Assessment poses a challenge for teachers.
- Rural areas are not able to attract quality teachers (unqualified, untrained, retired).
- Multi-grade teaching is a challenge.
- HEIs are not preparing teachers to teach Learners with Special Education Needs (LSEN).
- There are different interpretation of Learning Outcomes (LOs).
- Educators face a paperwork overload.
- Teachers are required to teach in areas of non-specialisation.
- There is haphazard planning by the DoE.
- The second quarter of the school year is too short.
- Introduction of other languages in the Foundation Phase.

What changes would we like to see?
- Reopen colleges of education.
- Allocate adequate time for training (five days per quarter).
- Training should also target SMTs.
- Subject advisors should be capacitated to help teachers.
- Change should focus on Grade 12.

How do we get there?
- Training must be responsive to actual needs.
- There must be differentiation in terms of content and target groups.
- Schools should be hubs of development.
- Expand on the usage of 80 hours through colleges of education.
- Allocate enough posts to schools (Post Provisioning Norms).
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- The national DoE needs to play a pastoral role for rural schools.
- Training should be on policy impacting on content.
- Monitoring needs to be strengthened.
- There should be smaller classes and appropriate training for Foundation Phase teachers.
- The national DoE must play a coordinating role in strategic planning.

RESIDUAL ISSUES:
- Rural incentives are not implemented across the country.
- There is a huge information gap across phases, grades, parents and teachers.
- Learning areas are not resourced adequately.
- The national DoE needs to influence HEI teacher development programmes.
3.4 REPORT OF BREAKAWAY 2
WHAT IS TEACHER DEVELOPMENT?

These are records prepared by the rapporteurs for use by Dr Yusuf Sayed in preparing the synthesis of breakaway discussions.

Introduction

Intersecting definitions

All encompassing term

TEACHER DEVELOPMENT
Leads to Professional Growth

PROFESSIONAL LEARNING

TEACHER SUPPORT
Leads to growth in targeted area (usually curriculum support)

Tendency to be narrow and specific

TEACHER EDUCATION
Leads to a qualification
Includes both IPET and CPTD

TEACHER TRAINING
Leads to development of skills
What KNOWLEDGES are required?

• Teaching and learning are **complex activities**
• **Iceberg Principle:**
  Propositional Knowledge:
  • reliance on discrete units of knowledge; tendency to promote superficial teaching of “memory units”; promotes compartmentalized units of knowledge (discrete bytes)
  • nevertheless: is a useful starting point for deeper engagement
  Craft Knowledge /Knowledge in Action
  • Enduring deep learning
  • Learning from the habits, rituals and routines of the world of school/ classroom
Organising systematic learning

(Morrow)

- Knowledge of CONTENT
  - Deep knowledge of the discipline
  - Able to understand why learners misunderstand
  - Sequencing and scaffolding learning

- Knowledge about how to activate learning in others
  - Pedagogical Content Knowledge (PCK) (Shulman)

- How to organize the learning experiences so that other may find it comprehensible

- Organising systematic learning
  - is NOT about creating ENJOYMENT for the learners about deepening the knowledge base
  - MANAGING (disciplined) classroom is not equal to quality learning
  - NOT about learning PROCEDURES: narrow HOW to do it?

Teaching in CONTEXT

- TEACHING IS ABOUT DECISION MAKING: a continuous dialogue with the CONTEXT

- CONTEXT:
  - specific learners, particular stages of learning a concept/s; unique cultural, social, political, geographic background...DISCURSIVE SPACE

- South African context: education as part of the political goal to construct a socially just society (constitutional values)
  - Access, redress, reconciliation, transformation is ongoing
  - Schools are learning spaces for learners, not employment spaces for teachers
Quality Learning

• Quality Learning:
  – is not about obtaining test scores, improving pass rates, performativity cultures
• About engendering
  – the quality of thinking, feeling and acting individuals
  – committed to the development
    • of self, home, family, community and wider society
• Quality learning is promoted through teaching which respects diversity
  – of intelligences, of societies, of communities, of individuals, of subjects, of disciplinary relationships, etc,…

KINDS OF TEACHER LEARNING

• Individual (teacher) \( \rightarrow \) collective (school) \( \rightarrow \) Communal (profession)

• Different at different stages of teachers’ career cycle (stage of development)
  – Student teachers \( \rightarrow \) inductees \( \rightarrow \) novice \( \rightarrow \)
  experienced teachers \( \rightarrow \) expert

• FOCUS of Teacher Learning:
  – NOT on School curriculum, but…
The issue of teacher development can be conceptualised as a series of interlinked definitions, of teacher development, education, training and support – with teacher development embracing all other kinds of definitions, and leading to professional growth. The common goal is a targeted development of skills. All contribute to professional learning. Consideration of the kind of professional learning envisaged for our teachers was invited, with indications of different possible perspectives, including cultural, political and social.

The point was made that teaching as political act is concerned with realising social justice, and that the literature suggests ways in which to reconcile political and pedagogical perspectives, both of which are important.
The individual perspectives of teachers have bearing on their teaching and professional development, and this relationship needs probing: how to understand the position of the teachers whom we are engaging to develop? Should their biographies be disrupted? How do past experiences predispose people to respond in different ways? Why do some people take ownership of their own development?

There are questions about what new kinds of knowledges must be developed. Do we need deep or superficial learning? In this respect, a distinction was made between 'public prepositional knowledge' – in the form of formal syllabi, theories, policy documents and critique, which can be objectively treated – and 'private knowledge' (also called 'knowledge in action' or craft knowledge), consisting of schooling practices and routines, methodologies, understandings of specific contexts, and personal working theories, which are tacit, intuitive and not articulated.

Too much development is focused on obvious behaviours, because this is easier, being more readily objectively assessed. However, perhaps that is only superficial learning, and instead deep professional learning needs to be addressed. With this, pervasive questions are as follows: How to endure and sustain the nature of the development that one engages with? How to engage teachers so they continually become their own sources for professional growth?

In considering the development of craft knowledge or knowledge in action, it must be acknowledged that this cannot happen in IPET. An important question is: Who provides support? The journey is through what happens inside schools, and is based on learning through the action that you see around you. This could 'wipe out' all the good learning that took place in IPET. Often, for survival reasons, teachers adopt survival habits; and as a result are regarded as good teachers. This constitutes translating towards the dominant discourse in a school: that discourse might be very discriminatory or sexist, but from a survival point of view is chosen as a strategy for coping.
Every person in the schooling system contributes to professional growth of teachers.

Knowledge of content is critical. In engaging with organising learning, one must be an expert in the discipline to understand why individual learners misunderstand concepts in the subject. Teachers need to know how to organise the learning so that others find it comprehensible. There must be a focus on what teachers think about learning, not only on what they do.

Teaching is not about whether learners enjoy the lessons, but about deepening the knowledge base of the discipline you’re engaging.

Teaching is also not necessarily about classroom management, although it is a continual dialogue with context. Schools are learning spaces. Teacher development contributes to the learning spaces of the learners, rather than the employment spaces of the teachers.

Quality learning is not about getting good results or scoring well, but is about a lot more than test scores. The movement is to a conception of teachers as implementers, and as agents of change, although they are often seen as agents to be changed. Quality learning is about engendering the quality of thinking, feeling and acting individuals; in respect of the teachers being developed, quality learning is about individuals committed to the development of home, family, community and the wider society. Quality learning is promoted through respecting the diversity of learners and communities. Current literature and debate moves away from teachers as individual agents, now focusing on how teachers work alongside each other and collaborate in communities of practice. It is about commitment to the project as a social and political agenda, and about how we care about others.

The presentation concluded by pointing out that much teacher development activity is focused on what we do about teachers rather than about learners.
RAPPORTEURS’ REPORTS: BREAKAWAY 2: WHAT IS TEACHER DEVELOPMENT?

TOPIC: Teachers want to know the curriculum they teach, the learners they teach, and the society in which learners are growing and to which they will contribute (and in which they have to address the effects of poverty and HIV/AIDS).

GROUP A

POINTS OF AGREEMENT:
To summarise: Teachers are committed to understanding and teaching the curriculum, but need support to do this properly. They find it difficult to teach learners without the support of parents and the community. The new conditions such as the rapidly changing society and the inclusion policy have created further challenges.

Learner discipline is a particular problem that needs to be addressed – the role of the DoE and districts in discipline needs to be stronger. The policies need to be implemented timeously and departmental capacity (Psychological and Special Education Services personnel) to do this needs to be increased.

What is the situation now?
In terms of issues related to the curriculum:
Teachers should be practitioners as well as developers of their curriculum: but are they able to develop the curriculum in their contexts? Or does teacher development need to help them do this?
- The easy route would be to produce standardised tools, but this would mean that teachers would become dependent on resources without internalisation.
- Foundations for Learning – the guidelines are taken as a formula for teaching in the early years, yet this is against the spirit of the guidelines.
- The curriculum is taught uncritically.

Some provinces manage to equip teachers to teach the curriculum, while others do not. For example, in the case of the Western Cape Education Department (WCED), teachers are confident in one learning area; but in the Eastern Cape, this is often not the case (too many learning areas).
The following factors with regard to the curriculum should be borne in mind:

- The reason for lack of expertise is the absence of CPTD for 20 years or so.
- There is a gap between advisors on the one hand and teachers in the classroom on the other; advisors are only doing administrative work now.
- Textbooks are not comprehensive enough, and teachers don’t have time to do research.
- We do not have space and resource centres for teacher development.
- Teacher morale is low – funding for National Teacher Awards is being reduced; there is a need to find ways to increase motivation.

The following are the limitations to teacher curriculum knowledge:

- Teachers know LOs, but not yet assessment standards. They need to have content specific teacher development, with special focus on assessment tasks.
- There is too much of a gap between GET and FET – in Grade 10 we suddenly have 3-hour exams.
- Teachers are not able to develop new assessment tasks, but rather use the same model again and again.
- There are particular problems – e.g. Arts and Culture, with four strands, takes time and expertise, but there are very few specialist teachers.
- Urban schools are educating learners for university education but also for a world that is not familiar to the teachers. Ongoing professional development for teachers is vital to allow them to keep up to date with a rapidly changing world.

The following are systemic curriculum problems:

- Clusters, learning area grouping, forums – there are too many different methods; we need to consolidate so that there is time for teachers to attend properly.
- The system itself does not give teachers a consolidated understanding of the curriculum. Assessment is not separate. Often policy advocacy is confused with teacher development. We need to pay attention to how curriculum is advocated; it should be presented as a whole.

What changes would we like to see?

- Teacher development needs to avoid ‘crutches’ – it has become too specific (from underspecified Curriculum 2005), but needs to identify at what point, and how teachers can modify the curriculum.
- We need deep, in-service training for teachers to work independently within guidelines rather than following guidelines prescriptively.
- In order to internalise curriculum knowledge, we need to revive in teachers the intrinsic motivation for learning.
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What is the situation now?

In terms of issues related to the learners:

- The Learner : educator ratio impedes teachers’ understanding of learners, and there is also lack of communication with parents. The learner : teacher ratio must be improved.
- Many learners are being brought up by grandmothers – the learners stay in shacks while their parents move to RDP houses; yet we need educated parents to support their children with school work.
- Discipline is a problem – teachers need development on how to handle the modern learner (without corporal punishment).

What changes would we like to see?

- Teachers must know and understand the learners they are teaching and be able to differentiate between different learners’ needs – teacher development needs to address this, particularly in respect of assessment. Inclusive education policy needs to be implemented.
- Teachers must interpret the curriculum flexibly and creatively from an in-depth understanding of the curriculum. This will enable them to address the needs of learners.
- Teachers need to be trained in providing extra support to learners with specialised needs – and draw on the School-based Support Teams for help (e.g. learners with difficulty in LoLT need extra help). There are funding and capacity issues with this policy; and the number of learners in class is also an issue.
- We need to educate learners for service (ubuntu).
- We need to revisit the school curriculum so that it meets the needs of learners.
- We need to explore the role of the community in bringing up a child in the context of that particular school’s community.
- We should define acceptable and unacceptable behaviour and, with the school community, define consequences and apply them.

How do we get there?

- Moderation of portfolios reveals that colleagues are not working together – this needs to change. We need learning area committees and collegial work to develop each other, as well as team teaching.
- We need to address the role of school management in motivating teachers for teacher development and making teaching manageable.
- Subject advisors need to be trained in subject knowledge.
- We need resources to support the curriculum – literate constituencies and libraries are needed.
TOPIC: Teachers want to keep abreast of new knowledge and teaching practices that will help them to teach better and to practice their craft with confidence.

GROUP B

POINTS OF AGREEMENT:
On appointment and teacher utilisation: To ensure appropriate appointments in future, participation of various stakeholders in the process is necessary and policy adjustments to facilitate this are needed in the medium term.

How do we get there?
- Mechanisms must be found to balance professional judgement and democratic governance.
- There must be a mechanism to check abuse of power at school and district levels.

ISSUE FOR FURTHER DISCUSSION:
Redeployment of teachers needs to be discussed further, due to past experiences.

What is the situation now?
In terms of content knowledge:
Application/deployment does not match content knowledge to phase specific and subject specific considerations, or to promotions.

Subject changes: New subjects have been introduced, and teachers are not sufficiently prepared for subject changes.

Historical gaps: Changes of subjects led to subject abandonment and the delegation of responsibility for new subjects without requiring understanding, e.g. Afrikaans teachers were delegated to teach Life Orientation.

New curriculum:
- C2005 down plays content and emphasises methodology.
- Content is implicit in the outcomes.
Learning and Teaching Support Material (LTSM):
- Different textbooks have differing content, and distortions prevail.
- Some books have more content than others.
- There is no quality control by the DoE.

Training:
- Teachers were not trained as interpreters of discipline knowledge but are required to do this.
- Language competences complicate the situation.

Curriculum advisors/HoDs: Some curriculum advisors (HoDs) are not subject specialists themselves, as they should be.

What changes would we like to see?
MICRO (SCHOOLS AND DISTRICTS):
Application/deployment:
- We must get supply and demand right:
  - Establish a national database with information on the teachers, their subject expertise etc.
- Teacher utilisation – conduct an audit of skills and qualifications in curriculum delivery in the schools and districts.
- We need proper definitions of what it means to teach this or that subject, i.e. norms about who should be appointed to particular positions.

Negotiable and realistic options:
- Re-training/re-skilling are needed.
- There should be redeployment where there are contestations. This must be synchronised with the school year: mid-year movement of teachers disrupts schools.
- Importing teachers based on post provisioning and links with curriculum.

Subject changes: There should be content training for new content, but don’t use the cascade model.

MACRO:
LTSM:
- There should be transitional Outcomes-based Education (OBE) with focus on content.
- Establish learning area committees consisting of the DoE/HEIs/PED/unions/classroom-based teachers etc.
- There needs to be a full set of comprehensive subject packs with content, pedagogy and assessment for all learning areas.
• Language policy is problematic and needs revisiting, including intensive training in first language teaching.
• We need better support materials.

Teacher utilisation and post provisioning:
• The right teachers must be appointed to the right posts.
• Profile schools, teachers and district officials (because underperforming teachers are deployed to districts and become office-based educators).

SHORT TERM:
• Re-skilling teachers on content is urgent.
• We need to ensure that HEIs and the DoE collaborate so that they speak the same language regarding schools needs, and provide appropriate programmes.

MEDIUM TERM:
• Review the South African Schools Act, roles of School Governing Bodies (SGBs), the norms and standards for educators, and staffing policy (principal/district/head office).

How do we get there?

SHORT TERM:
Application/deployment:
The question to be considered is: Who should appoint teachers?
• A mechanism must be found to balance professional judgement and democratic governance.
• There must be a mechanism to check abuse of power at school and district levels.
• Strengthen the roles of review panels.

Another crucial question to consider is with regard to proper post provisioning: Who should do the appointment – districts or SGBs?

LONG TERM:
LTSM:
• Prescribe textbooks. (The question to consider is: Who should choose the books?)
• In the medium term, capacity will be built, which will translate into the long-term creation of a unit to review textbooks.
• The key issue is quality materials, which is non-negotiable – the choice of service provider can be negotiable.
TOPIC: Teachers want to keep abreast of new knowledge and teaching practices that will help them to teach better and to practice their craft with confidence.

Teachers are the authors of their own professional development and develop best in their school environment.

GROUP C

What is the situation now?
The group agreed with the breakaway topic statements, as teachers will perform better when they are in charge of their own development and like to work in their own ‘boxes’.

- The natural product of teaching is not necessarily learning. Teacher development is in the hands of service providers and this may not necessarily reap the intended goals.
- A needs analysis in terms of training and development of teachers is not taking place.
- Teachers’ voices are not heard by training and development planners. Teachers want to keep abreast of knowledge and teaching practices but opportunities are not created. Some people see teacher development as an administrative burden. Some principals stifle teacher development because of their own shortcomings. There is lack of commitment on the part of some departmental officials with respect to providing developmental programmes.
- Implementation of programmes is problematic; for example, the implementation of IQMS. Teachers are required to submit their needs in their Personal Growth Plans (PGPs) but do not know how to draft these. When officials compile the needs there is no prioritisation. Officials do not have a clear understanding of developmental issues. There is a lack of coordination between district and head office with respect to coming up with developmental programmes.
- We do not own up to our own systems. As teachers, we are more focused on remuneration than on development.
- Teacher competence is questionable. Our standards are low – teachers need to be made accountable.
- The majority of teachers are still far from achieving standards at a satisfactory level. There are many contributing factors, such as: infrastructural deficiencies, breaking new ground, the turnaround strategy not being well understood, and the majority of schools lacking computers.
There is neglect of the Skills Development Act. Skills development committees are not functional at district level.

There is a lack of visionary leaders at school and departmental levels. We do not have the right people in the right place to lead effectively and efficiently. Leadership is extremely weak at district level.

What changes would we like to see? Why?

- There needs to be an academic debate rather than debates only on salary issues. We need introduction of academic debates and encouragement of an academic forum at school level.
- Teachers need to keep abreast of new knowledge; there needs to be continual learning by teachers. We need to distinguish between want and need to develop: want is a luxury and need is a basic requirement/a necessity. We also need to prioritise the competences – the 3Cs.
- We need to be looking at best practices in respect of teaching and learning. Teachers need to reflect on their practices and also to learn about best practices. In terms of sharing of ideas and practices: we need to develop a network for sharing experiences and ideas.
- Teachers need to develop into researchers, especially with regard to new knowledge and trends. We must create opportunities for teachers to keep abreast of new knowledge and practices.
- We need to explore why things work in some highly advantaged schools and why things work in some disadvantaged schools.
- We need to keep good teachers in the classroom, as the community and the schools cannot afford to lose their expertise. We need to develop teachers at their work sites. We should improve technology at school level.
- We need to dedicate time for teachers’ professional development.
- We need to examine and learn from models that work.
- The system needs to reward and affirm those who are performing at an exceptionally high level.
- We need to separate appraisal for salary and that for development.
- We need appointment of visionary leaders at all levels. Principals ought to be central to the development of teachers.
- We need constructive improvement at district level.
- We need to encourage platforms within the school – e.g. a cluster of schools within the district, and we need to sustain the clusters by providing support.
- We need integration of activities, taking into account different environmental activities – inside and outside school. Teachers who experience conflict at school level need to be moved out of the school in the interests of their own growth and development.
- The approach to induction of teachers needs review.
Perfecting the art of teaching

WHAT NEEDS MORE DISCUSSION/RESEARCH?
- Are schools environments for teacher employment or are they environments for the facilitation of learning for our learners?
- Academic debate at school level: teachers need to get involved in action research.
- If schools were given all the resources would they become successful? That is, how do we turn around dysfunctional schools?

How do we get there?

SHORT TERM:
- We need a change of attitude. We need to get teachers involved, as their morale is low. It is necessary to improve the relationship between officials and teachers. We must affirm teachers.
- District offices need to create an enabling environment.
- Mentoring and support are required.
- There needs to be commitment to following up support in small groups. We need follow up and on-site support for those requiring urgent and immediate guidance and assistance. We must translate policy into action.
- We need development of competence levels.
- Teacher development must be driven by the needs of individual teachers so that they take ownership of the goals.
- There must be involvement of all stakeholders with respect to organising developmental programmes.
- Schools could share resources within a particular radius. Schools should become community centres.

MEDIUM TERM:
- We need a change of attitude.
- We need to be committed to programmes. Teachers need to create opportunities to make real changes to their own careers. Teachers need to network and also undertake action research.
- We need to affirm teachers.
- Systemic changes are required.

LONG TERM:
- We need a change of attitude.
- A complaint line should be set up.
- We need to affirm teachers.
- We need to create an enabling environment.
- We must sharpen independence.
• We should cultivate leadership by arrangement.

POINTS OF AGREEMENT:
• Adopt a code of good practice by agreeing on the non-negotiables, i.e. quality teaching and learning.
• Conduct an in-depth needs analysis – get rid of one-size-fits-all approaches with regard to training and development.
• Teachers need to be the architects of their own professional development in consultation with their mentors.

TOPIC: Teachers want to teach in the phase, subjects or learning areas for which they are best equipped.

GROUP D

POINTS OF AGREEMENT:
What is the situation now?
All teachers – even those whose learners do well academically – need teacher development. We need a broad view of what we mean by competence for our times.

There is a link between teacher supply, demand, utilisation and development.

• The needs of schools and the curriculum make it difficult to always deploy appropriately qualified teachers to their areas of expertise.

Proper disciplinary and phase expertise promotes confidence, depth and quality of learning. But it is an ideal to say that teachers must always be appropriately trained for their post in the school. In reality it does not happen. Schools are sometimes using teachers to service the needs of the system.

The debate is not so much about training as about recruitment, selection and appropriate allocation of specialists. Many teachers are teaching out of their field of training because of the needs of the school and the curriculum. Such teachers may not be confident in what they are teaching and this can create problems and a need for teacher development.
A continual need for professional development may be a result of (poor) management of the school, e.g. poor retention, moving teachers between subjects.

Curriculum development for new and interdisciplinary learning areas is important. This must be properly resourced.

Is IQMS successfully aligning training with the needs of teachers? If not, how can this be strengthened?

- Learner performance is not the only indicator of successful teacher development but it is an important one.

The overall aim of teacher development is to enhance the quality of learning of the learners. Learner performance is one yardstick to measure success of teacher development, but it is not the only one.

- Not all required teacher competences can be contained in subject specific qualifications.

There are various ‘extra’ demands made of teachers, in which they need to be trained, e.g. inclusive education, multi-grade teaching, and teaching in a multilingual and diverse environment. These require special interventions and may not be linked to particular qualifications.

- Strategies for teacher development must be sensitive to context.

The particular contextual realities of schools imply specific and targeted interventions. There is no ‘norm’ of one type of school in the system (e.g. an urban school), as another school might have very different needs. We need differentiation in terms of the needs and challenges of different contexts.

What changes would we like to see?

- We need a system in the school that analyses the factors contributing to poor performance of learners and the role that teacher professional development can play in this. The overall purpose of teacher development is to enhance classroom learning, so we cannot ignore learner performance.
- We need to value the contribution of all learning areas and phases and not have hierarchies of status in the school.
- Supply and demand needs to be systematically investigated and planned, bearing in mind that this is a complex issue, particularly in the light of policy and curriculum changes. We need a policy position on appropriately deploying teachers to teach in areas for which they are suitably qualified. There is a debate about the extent to which this should be captured in legislation.
- We need to develop the data tracking systems to monitor over- and under-supply in particular subjects. This includes identifying norms for the older qualifications, and re-skilling teachers who are in excess. Such information should be accessible to those involved in teacher recruitment.
We need to improve information on teacher qualifications, e.g. putting the specialisation on the certificate.

A post provisioning model should be curriculum driven rather than numbers driven, so that the required teachers can be retained in schools.

A transformation agenda where schools want to teach subjects that have not been offered before must be managed in terms of the availability of a teacher to teach the subject.

Teacher learning is more than subject expertise. How closely should teacher training match the needs of the school curriculum? Would we not create a situation where teachers need to be constantly re-trained as policy changes and new forms of knowledge emerge? We must develop teachers as ‘learning specialists’ who can themselves take responsibility for their own learning to fill the gaps in their knowledge. It is not only a matter of learning ‘what’ but also learning ‘how to learn’.

Changing school curricula impact on ‘subject expertise’. How do you upgrade in a subject/phase that was not there when you first did your training?

How do we get there?

- We need a coordinated system for teacher recruitment and allocation that includes the use of service contracts or bursaries, as well as the collection and sharing of data to inform planning. This is particularly relevant for the placement of teachers in rural areas.
- Policy must deliver strategies for retention, e.g. in rural areas, and scarce skills.
- Should we have legislated community service for teacher education graduates? This could address concerns about scarce skills.
- Funza Lushaka bursaries should actively recruit learners from rural areas into teaching. The appointment of such teachers, once qualified, must be supported by PEDs.

DISCUSSION:
What is the situation now?

MICRO:

- We need to link the recommendations of breakaway session 1 to phase and discipline expertise.
- How is teacher training in one area matching where teachers end up working?
- Teachers are attending too many different focus areas for training. People are not strengthening themselves in a grade, learning area or subject.
- How do we explain differential learner performance in the same socio-economic context?
- There are different views of what specialisation is. Is it phase focused or subject focused? Not all teachers have specialisation in content knowledge.
- The realities of supply and demand mean that some principals are forced to use teachers that are available, rather than those specifically trained.
- Teachers who are trained in their specialisation are more confident and more able to deliver the curriculum.
Some teachers are teaching in multi-grade schools and in a number of learning areas.

MESO:
- School Improvement Plans (SIPs) are not well coordinated. Training must be aligned to requested needs.

MACRO:
- There is no legislation in South Africa that says that teachers must be specifically employed for phase and subject in their training. There has been specialisation in teacher education. The current training is specialisation focused. The problem is what happens when teachers go into the system; posts are not specifically linked to specialisation. This is a utilisation issue.
- The reality is that there are hierarchies in schools. Grade R teachers aspire to be Grade 7 teachers. Nobody wants to be stuck in a position where they are not valued. Teachers move to different schools. The market dictates what teachers land up doing.
- Do we train generically or specifically to become a teacher? High school is more subject specific. Teachers are placed in secondary schools, when they have in fact been trained for primary schools; in such cases, it is unfair to judge teacher performance on the basis of learner performance.
- Current norms and standards for teacher education specify curriculum for particular levels of schooling. There is no ‘generic’ training as such. Only the Intermediate Phase is generalist.
- Colleges of education did not train for updated school curricula.
- It is not easy for the education department to move teachers from one school to another. Teachers choose to stay where they are more settled. Teachers cannot be moved to areas of need.
- Subjects like Arts and Culture are suffering as teachers cannot be specialists in each aspect of the learning area. Curriculum development for interdisciplinary learning areas is demanding.
- There is no one-to-one match between subjects in teacher education qualifications and school curricula.
- Funza Lushaka bursaries are placing teachers in areas of need.
- Deployment to rural areas is a particular area of need; in some cases, matriculants are teaching Grade 12.

DISCUSSION:
What changes would we like to see?
MICRO:
- Teacher development must go beyond disciplinary knowledge and include training in issues like conflict management. It should also be informed by the performance of the learners.
- We need a system in the school that analyses the contributing factors to poor performance and the role that professional development can play in this. The overall purpose of teacher development is to enhance learners’ learning, so we cannot ignore learner performance. However, if learners are doing well, does that mean that their teachers do not need development?
Specialisation in a phase is important but not always easy to achieve.
Needs at the school are dynamic. It is not always easy to replace a teacher who leaves with a teacher with exactly the same skills. Numbers and subject choices might change over time.

MACRO:
- Teachers need to be trained in new content, as they are not equipped for this.
- A question to consider is: Should IQMS be longer than a one-year period?

DISCUSSION:
How do we get there?
SHORT TERM:
- Teachers must be trained properly for their specific learning areas. We need people to build up expertise in particular areas. Schools should plan the allocation of teachers and match interventions in these disciplines over a period of time.
- Learner performance should have an influence on teachers’ professional development. This is a controversial statement, however: are the learner results those of the teacher, the school or the parent/s?
- It is an ideal to say that teachers must be appropriately trained. This promotes confidence, depth and quality of learning. In reality, however, it does not happen. Schools are using teachers to service the needs of the system. How do we support the teachers who are not trained in their subject? There has to be outside-in intervention in such cases.
- We need clear standards of teacher utilisation. Funding for teacher education must be made in consideration of the needs for training in new content and demands of training in interdisciplinary learning areas like Arts and Culture, Life Orientation and so on.
- Curriculum development for interdisciplinary learning areas is demanding.
- We need to target and prioritise interventions; e.g. focus on the Foundation Phase as the basis of learning.

MEDIUM TERM:
- We need to have a series of ‘baseline competences’ of what a teacher should be able to do.
- We need to think about schools having posts with specialisations attached to them. If a Maths teacher leaves, that teacher must be replaced by someone qualified to teach in that post.
- We need to look at planning of supply and demand for a 10-year period.
- We must develop teachers as learning specialists who can themselves take responsibility for their own learning to fill the gaps in their knowledge.
- Policy must deliver strategies for retention, e.g. in rural areas, and scarce skills.
- We need to consider: How do we create opportunities for teachers to re-train in new subjects that they might not have been exposed to earlier?
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- We need to think of teacher development as career pathing over time.
- We need a dedicated summit to consider multi-grade teaching. We must consider: How is teacher development going to happen for this context?
- We need a teacher tracking system to monitor over- and under-supply.
- Service contracts are linked to bursaries. Presently the Funza Lushaka system does not cover the whole system. We cannot ‘force’ graduates to go to particular areas or schools.

LONG TERM:
We need to consider: What is our understanding of a competent teacher for our times?

We need a policy position on appropriately deploying teachers to teach in areas for which they are suitably qualified. But who decides where teachers should be placed? For example, it might be necessary to legislate that teachers go to rural areas. Poor quality learning will be a negative consequence of unqualified teachers in rural areas.

TOPIC: Teachers want to teach in the phase, subjects or learning areas for which they are best equipped.

GROUP E

What is the situation now?
MICRO:
Why do teachers function out of their fields and teaching subjects/phases (i.e. inappropriately qualified)?
- Because of teachers’ pragmatism: some want to find a job irrespective of their specialisations or qualifications; or because some teachers believe they can teach a new area if they receive a 5-day workshop on it.
- Because of school pragmatism, as there is a need for somebody to fill an learning area or because poor school management does not allocate effective teaching loads.
- Because some teachers were originally misplaced, especially in the Foundation Phase.
- Because teachers want to move higher in the phases, to gain status in the community.
Because the electronic database system is not up to date: it has become faulty and does not keep pace with supply and demand due to improper use at school or district level. Users do not utilise and update the system.

Because of the apartheid legacy of multi-grade and multi-phase teaching in remote rural places, which is problematic to redress today because few teachers want to go to these difficult-to-reach places and because no IPET or CPTD training is targeted at multi-grade teaching.

Because collegiality is rare among teachers. The existence of individual incentives aggravates the situation by making teachers compete with one another. Perhaps if the incentives were school based, teachers would be more willing to collaborate.

MESO:
There is not enough effective training and support from districts to assist teachers out of their fields. Districts should prioritise which teachers to support most and identify priority areas such as remedial teaching, and teaching of reading in the Foundation Phase (but also in the Intermediate and Senior Phases, as these teachers are faced with semi-literate learners).

MACRO:
- We need CPTD provision to enable teachers to move into teaching different phases and subjects/learning areas.
- The DoE is planning and strategising around these CPTD issues and such plans are about to be finalised. However, many asked why nobody at district and school levels knows about these important CPTD national developments.
- There are problems of communication between the DoE, PEDs, districts and schools. Communication lines exist but are not effectively utilised to disseminate information downwards, especially to remote areas with no access to the Internet. There is poor communication within government and poor communication with other stakeholders such as unions.

What changes would we like to see?
MICRO:
- Teachers should be able to change subject and phase if it is an opportunity for teachers’ career change or reskilling.
- We need to promote collegiality among teachers. We could start through school leadership, school planning, teamwork at subject level, talks about exams and other team-building exercises.
- School leadership needs to listen to and affirm their teachers for their values, collegiality and good practices where these occur.
- School leadership needs to allocate teaching workloads more efficiently and rationally.
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MESO:
- Districts should develop guidelines to assist schools to allocate teaching load.
- Districts should prioritise training in remedial teaching. PEDs and districts need to look for best practices for remedial teaching from other countries (such as Cuba) and disseminate those to schools, as remedial teaching is a major problem.
- Districts should prioritise professional development in literacy and numeracy in the Foundation Phase, but also in other phases, because all teachers need to know how to teach for improvement of reading and numeracy.
- Districts should use a more holistic approach to teacher development, and respond to problems faced by teachers. For example, teacher development needs to include how to work with learners faced with poor family backgrounds and poor health (e.g. parents with HIV/AIDS). Also there is a need for personal development for teachers.

MACRO:
- A comprehensive audit of teachers in their phases/subjects should be done and kept up to date.
- We need a cleaning up process to get a better data profile of the gaps, and inform teacher training providers.
- We need to prioritise future needs and development at IPET and CPTD levels.
- The Personnel and Salary System (PERSAL) should capture which subjects teachers teach and in which phase.
  - Although an audit has existed since 1994, it needs to be more comprehensive, linked to Statistics South Africa, and conducted with the assistance of demographers to get a better idea of teacher supply and demand. This is necessary to develop a CPTD plan and prioritise certain professional development programmes.
- The post provisioning and redeployment system should be improved and strengthened (and, in fact, a new system is already being looked at by the DoE).
- We need to balance teacher specialisation and generalisation in teacher development at IPET and CPTD levels (and, in fact, the DoE Teacher Development is working on a revision of policy on this).
- Strengthened communication lines are a priority among all stakeholders to develop synergy. The Internet and intranets could be used for more effective information dissemination at district and school levels.
- In the long term, multi-grade teaching should be phased out.
- The Summit should at least develop principles around professional development, which will then be operationalised at a later date.
POINT OF AGREEMENT:
What is the situation now?
- Free-standing community centres are not treated the same as the (public school) mainstream. There are no links between what happens in Grade R and in the mainstream. The free-standing centres are not given enough support.
- Qualification recognition within the sector is a problem.
- The model of stipend payment is not assisting to draw skilled people into the sector.
- Labelling of practitioners is demotivating.
- The level of support across the district personnel is affecting the service delivery within the sector. There is fragmentation in the ECD sector.
- The NPDE is not a relevant vehicle for upskilling/upgrading the practitioners.

What changes would we like to see?
- There should be synergy of qualifications within the sector.
- Clarity should be given on the location of ECD.
- Adequate resources should be allocated to all ECD providers.
- ECD practitioners must be involved in their own development. There must be a plan/programme that targets practitioners currently in service.
- The Grade R curriculum must be spelled out (i.e. clarified.)
- HEIs are inaccessible to ECD practitioners.
- Teacher trainers should be properly qualified.
- In educating and training teachers, contextual factors must be taken into account, such as where these teachers are going to practise and the environment in which they are going to teach.
- Schools should be promoted as centres for community involvement.
- We need to improve on the leadership capacity of SMTs through specific, targeted programmes.

How do we get there?
- Avoid separation of Grade R from ECD.
- There should be national guidelines and norms for remuneration of practitioners.
- National Qualifications Framework (NQF) Levels 4 and 5 should be recognised as a feeder for the formal educator framework, to create a concrete pathway.
The sector must be formalised.

- We should have focused institutions (colleges) to deliver on teacher education, and these should be centrally controlled.
- Teachers and schools/centres must be well resourced and linked to relevant skills development of the implementers.
- The lowest quintiles must be prioritised.
- Grade R classes must be attached to the mainstream and fully serviced by the DoE.
- Monitoring for support should be strengthened.
- The DoE and all stakeholders should further deal with this in the bargaining councils.
- The bursary scheme must be strengthened.
- Intensify advocacy on the support of the Quality Learning and Teaching Campaign (QLTC) (i.e. stakeholders).

RESIDUAL ISSUES:

- The money given does not even qualify to be called a stipend; reference to salary is out of the question. The breakaway group felt disempowered because they could not speak with authority on the topic. There is different payment of practitioners per province.
- We need to consider: Do we need a 2-tier qualification landscape (diploma versus degree)? This relates to reopening of colleges of education. Colleges produced better and ready-to-teach teachers than the HEIs do.
- Learners’ rights are taking precedence over those of teachers, and this hampers what teachers can do.
- Policies should provide an enabling environment to turn the situation around for teachers.
TOPIC: Teachers are the authors of their own professional development and develop best in their school environment.

GROUP A:

POINTS OF AGREEMENT:
What is the situation now?
Teachers are not currently the authors of their own professional development, for a range of reasons:
- Underqualified teachers are forced to qualify through qualifications.
- There are no suitable courses to meet needs.
- Teachers are judged by matric results/results of systemic testing.

What changes would we like to see?
- We need to de-link remuneration from teacher development (but this is not straightforward).
- We need to coordinate teacher development in provinces, under Workplace Skills Plans.
- We need better instruments for self-evaluation by teachers, and for determining teacher development needs.
- There needs to be collaborative provision of teacher development.

DISCUSSION:
What is the situation now?
- Teachers are not currently the authors of own professional development, e.g. underqualified teachers are forced to do another qualification (NPDE, Advanced Certificate in Education – ACE).
- Linking upgrading with remuneration leads to irrelevant teacher development. However, the one-off payment for higher degrees also is demotivating.
- Classroom support is essential, but extremely costly.
- Some professional development areas are predetermined – e.g. NCS. Teachers have to learn about this, but the depth needs to be attended to.
- Most teachers want to improve themselves, but the programmes are not in place to help them. HEIs do not have relevant ACE programmes.
- Targeted teacher development needs to be more accessible.
- Study leave is no longer in place.
- There is unreliable information in SIPs, which is contradictory to Whole School Evaluation (WSE) data.
- HEIs offer irrelevant teacher development – however, there are Quality Assurance (QA) mechanisms for HEIs. It’s about getting involved in these processes.
- Communication between HEIs and PEDs has improved enormously.
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However, capacity of HEIs is not adequate.
We need recognition for qualifications, irrelevant as they may be.
Teachers have been over-politicised (they have to produce results or they lose their jobs) so cannot concentrate on development.

DISCUSSION:
What changes would we like to see?
- Recognition of Prior Learning (RPL) processes must be looked at in a lot more detail.
- Delinking remuneration from teacher development is important.
- We need to explore mentoring structures for support.
- We need to help teachers think outside their current context (e.g. learn about technology even if they do not have access to it).
- Teachers should identify their needs and this should be linked to the SIP in each case.
- Teacher development needs to be at school level, for purposes of access.
- We need to improve methods of gathering information about needs for teacher development.
- We need to make use of teacher organisations, NGOs and collaboration among providers for relevant teacher development.
- The DoE should stop judging the capacity of teachers by the matric results – if the foundation is weak, there is nothing a Grade 12 teacher can do.
- SACE needs to deliver on their professional teacher development function.
- We must allow teachers to deliver without pressure.
- Streamlining of evaluation systems is necessary.
- We must put in place systems for dealing with literacy and numeracy problems – rather than simply testing more.

How do we get there?
- Employers need to put in place programmes linked to need.
- Time is needed for development – reintroduce study leave.
- All training needs should be brought together in the WSP.
- Funding should come from one directorate, rather than across directorates.
- Develop a body of experts in particular subject areas (see the NAPTOSA process) – a developing database.
- We need an instrument for self-evaluation by teachers.
- We need statistical analysis of learner results so that we can identify needs (not only at Grade 12 level, but all the way along).
- We need a database of who is receiving what in terms of teacher development, so that duplication is avoided.
- We need standards for short courses, generated and applied across the country.
- We need internal QA systems in providers.
- We need external QA systems in providers.
- SACE should speed up the endorsement process for an effective CPTD course.
- We need universal ECD provision, and proper training for ECD practitioners.

**TOPIC:** Teachers are the authors of their own professional development and develop best in their school environment.

**GROUP D:**

**POINTS OF AGREEMENT:**
What is the situation now?
*We must not have an either/or approach to an 'inside-out' and 'outside-in' approach to teacher development. Some professional needs are driven by systemic needs, some by professional needs. This should not be oppositional.*

We need to strengthen the policies that combine teachers as authors of own development, in collaboration with others.

Teachers’ ownership of what is happening in their classrooms becomes a driving force for their development.

What changes would we like to see?
We need to identify models of teacher development that promote deep learning.

**RESIDUAL ISSUES:**
What do we use as a yardstick for successful teaching? We need to recognise the influence of different factors on performance.

**DISCUSSION:**
What is the situation now?

**MICRO:**
- The cultural, social and political context includes the socio-economic context.
- It is a different argument to say that teachers must be the only authors of their development. You don’t always know what you don’t know. From the departmental perspective, you see what teachers don’t know. We need a mixture of inside-out and outside-in processes to identify teacher professional needs.
- IQMS was an attempt to make teachers authors of their own development, in collaboration with others.
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MESO:
There are varying socio-economic contexts within which learning takes place. These have a determining role in terms of the performance of learners.

MACRO:
Professional development is also determined by the needs of the system.

DISCUSSION:
How do we get there?
SHORT TERM:
In terms of teacher professional development, we need a mixture of what you identify yourself and what others know you need to know.

MEDIUM TERM:
- Learner performance should have an influence on teachers’ professional development. However, this is a controversial statement: are the learner results those of the teacher, the school, or the parent/s?
- We need to strengthen the policies that combine teachers as authors of their own development, in collaboration with others.
- The system must be able to sustain those educators who are trained, e.g. Maths teachers are trained in Maths but not retained in that subject.
TOPIC: Teachers are the authors of their own professional development and develop best in their school environment.

GROUP E:

What is the situation now and what should happen?

MICRO:
Teachers should be the authors of their own development, but this should not mean that the education departments can abdicate their responsibility regarding professional development – it is the responsibility of many different stakeholders:

- the individual and the school;
- unions and other providers, including HEIs;
- education departments and the district, which should take the largest responsibility for professional development.

In terms of individual and school responsibility:

- There needs to be a mindset change among teachers as well as among schools and communities with regard to the importance of professional development.
- Teachers should play the bigger role in identifying their development needs as they are best positioned to do so, but they should not be left as the only authors. They should be assisted in prioritising their development needs by the department, which should be responsible for effecting this professional development and ensuring it is relevant.
- School-based development does not mean that it must be done by schools but rather that interventions from outside or inside occur at the school site. Also, school-based development should not be the only mode, as it can be limiting for broader professional growth.
- Key in the provision of school-based development is the provision of an enabling environment supported by schools and districts.

In terms of schools:

- Some school leadership fails to lead or allow others in the school to lead the development of teachers in their schools.
- Some school leadership does not care about orientation and induction of new teachers, let alone about encouraging and budgeting for professional development.
- There are often micro-politics and conflicts in schools that militate against school-based professional development.
There is not enough time and space in schools for professional development, or if there is, it is ineffectively used. Some SDTs have at times managed to put ‘professional development’ periods in the school timetable.

When schools identify for themselves what they know are interesting providers from outside (parents, local businesses or professional associations) to address or work with schools for a period of time, there is often a positive professional development experience, but too often insufficient funds are earmarked for professional development and the schools have to depend on voluntary work.

MESO:
Districts are also responsible for school-based professional development:
- School clustering by districts is an effective mechanism for school-based professional development.
- Twinning of schools of similar resources is also an effective strategy to share different practices.

However:
- It is not easy to sustain school inter-relationships, because schools are complex institutions that compete and are not necessarily keen on clustering or partnerships.
- Some PEDs do not allow professional development to take place before 12h00, yet have no objection to closing down the school for a whole day for a sports competition.
- There is not enough time for districts to do professional development, which can only be done during holidays. Too often, unions oppose and actively disturb after-school professional development training.

What changes would we like to see?
MICRO:
- Team building is essential and can help to counter problematic school leadership.
- School leadership should privilege professional development and induction in schools. It should plan with teachers how to use the 80 hours more productively.
- We need to work on the community’s attitudes regarding the importance of professional development, to explain how it is needed and how it will benefit learners.
- There is a need for motivation and promotion among teachers of a culture of self-growth.
- Teachers should be authors of their own professional development needs, and schools in consultation with districts should call outside providers to work with teachers for a week or so at a time.
- We need to work towards the development of a professional community of practice, with people inside and outside schools reflecting on how to improve their practices.

MESO:
- Appointment of stronger district leadership is needed.
- The education department should provide standards and guidelines for school leadership on how to lead professional development (including induction and orientation of teachers).
• Districts should assist schools in creating enabling environments for professional development (and help with the resolution of school micro-politics).
• Districts should group schools intelligently (not schools with widely different resources but rather with similar resources) to share best practices.
• Districts should provide follow-up support, to ensure that these shared best practices are implemented and sustained.

MACRO:
• PEDs should take a leading role in professional development and improve their training capacity and expertise.
• HEIs do not have sufficient professional development capacity and do not often offer short courses on specific topics, which are needed by teachers.
• The Summit needs to agree on the principle of using a school-based model of teacher development.

FUTURE RESEARCH:
We need to understand why the relationships between some schools are not good.

RESIDUAL ISSUES:
• IQMS: The relationship between teacher development and learner achievement is tenuous, and development appraisal and evaluation for remuneration should be delinked. This should not prevent rewarding in some way or other those teachers who work hard at their own professional development.
• We need to avoid labelling schools, as it is demoralising and does not tell the full story, especially as learners are often responsible for poor performance.
• Policies of WSE, SIP and District Improvement Plan (DIP) should be streamlined.
• We need to understand why evaluation for remuneration is that much stronger than evaluation for support.
3.5 REPORT OF BREAKAWAY 3
CREATING A SUPPORTIVE POLICY ENVIRONMENT

These are records prepared by the rapporteurs for use by Dr Yusuf Sayed in preparing the synthesis of breakaway discussions.

Introduction

The topic ‘creating a supportive policy environment’ is included because there is a need to ensure that policy gets it right. Five relevant articles are included in the Resource Pack.

Policy enables function, but it is blunt, ambiguous and limited in that, on its own, it cannot make people or organisations change their practices. Policy is a general text that must be interpreted and mediated by implementers in specific implementation contexts. Implementers must understand that policy has to be interpreted in a way that becomes enabling. They need to be capacitated and know how to implement policy in different contexts to ensure that its intentions are achieved. If a policy is problematic, the implementers must feed back to the authors that adjustment is needed. Districts and schools should not be pushed to implement policy in a rush and beyond what they can do at any time. Otherwise, they will be over-extended, demoralised and negative about these policies.

The first article (A Critical Review of Teacher-Related Development Policies and Provisions) explains how teacher-related policies have developed and that they are all in line with the 2000 Norms and Standards document, which is about to be revised. The Norms and Standards document is based on a vision of teachers’ seven roles and three broad competences that few teachers can assume. A sound theory of change, including effective support and some pressure, is needed now to ensure that all teachers become true professionals.

IQMS has problematic features. It combines appraisal for development and for performance management, and collapses in the same instrument different appraisal functions that should be managed and implemented separately. It focuses more on bureaucratic, administrative issues than on what is crucial for better teaching and learning. It tries to combine pressure and support on teachers but assumes that an effective capacity to support teachers exists across the system. As a result, it continues to be viewed with distrust by teachers. What is urgently needed before IQMS can effectively appraise teachers is a system-wide professional development plan, which is backed up by better resources, by capacity and above all by better curriculum and instructional materials.
The article *NPFTED Implementation Report* summarises what the National Policy Framework for Teacher Education and Development (NPFTED) (2007) has led to, in terms of a DoE implementation report and future implementation strategies.

The NPFTED has led to a very effective bursary scheme, Funza Lushaka, for which more funds are allocated every year. Government is also embarking on a teacher recruitment campaign, as well as putting a QA system and a database in place. CPTD has been refined through a better management system. The DoE and SACE are busy developing a CPTD point system, which will be based on a 3-year cycle. SACE is responsible for coordinating, managing and quality assuring the CPTD system. Research has been conducted to study the implementation of such a system.

A third article (*Teacher Qualifications*), is included, and describes in great detail the current and proposed teacher qualifications requirements, and the related challenges. There is a useful comparison of revisions to the qualifications framework, and the implications these would have for teachers and teaching qualifications. The article includes interesting details on QA, and the responsibilities of the various parties in terms of standard setting and quality of delivery for teacher development programmes.

A fourth article on the time dedicated for professional development (*Finding Time for Professional Development*) has been included, mentioning an international experience of this issue. An important principle is that this time for professional development should not take teachers further away from their teaching responsibilities. What is necessary is for districts and school leadership to create a context that is supportive of professional development activity.

Finally, the article by Andy Hargreaves and Dennis Shirley (*The Coming Age of Post-Standardization*) deals with damage that has been done to the teaching profession by the obsession with standardised testing, and shows that it is based on a largely ineffective theory of change, which fails to think of how to work on real partnerships. According to this article, the USA is now on the verge of a post-standardised era, having recognised the need to build positive relationship between teachers and the departments. Standardisation must not be thrown away, but should be used carefully and in a calibrated manner.

The point overall in this session is that we must all ensure that policy is made to be enabling and not taxing.
RAPPORTEURS’ REPORTS: BREAKAWAY 3: CREATING A SUPPORTIVE POLICY ENVIRONMENT

TOPIC: Teachers are overloaded by policy and collective agreement requirements (NPFTED, IQMS, CPTD, NEEDU etc).

GROUP A

What is the situation now?
- Policies are developed without an overview of how they inter-relate.
- While it is good to tie up issues into collective agreements/policies, often provincial circulars contradict policies and agreements. Also, often the DoE undermines this with the provision of additional instruments that are not agreed upon.
- Policy communication is the function of the employer, and is not currently successful across all provinces.
- Monitoring of policy is very weak.
- The role of the SMT in teacher development in the school environment needs strengthening.
- Support and guidance is needed from the department.

In terms of IQMS:
- Policies should enable teachers in a free environment to determine their needs for professional development.
- As an instrument, the IQMS tool/process assists in evaluation for development. The problem comes with implementation, which is time-consuming, resulting in the cycle not being followed.
- A problem is that the process is personnel heavy.
- Some participants argued that the focus needs to be on teacher effectiveness in the classroom, linked to learner performance. Other participants argued that learner performance was a key problem in the signing of the collective agreement, which doesn’t take into account the lack of equity in the schooling system.
- Job descriptions have not changed since 1998, but the jobs have changed radically. Personnel need legal protection.

What changes would we like to see?
- There needs to be work on the collective agreement process for policy formulation and communication, as it is better than policy or circulars, which are seen as instructions.
Collective agreements must be implemented timeously, as intended.
The DIP must be mediated.
The SIP must be implemented.

In terms of IQMS:
- Delink remuneration from evaluation, for identification of teacher development needs.
- Use the IQMS document for assessment for developmental purposes.
- The 2006 revised job descriptions should be implemented as part of Personnel Administration Measures (PAM).

How do we get there?
- The process for communication/policy advocacy needs a great deal of development.
- The support role of the SMT and the department needs to be defined and insisted upon.
- Departmental officials and other teacher development providers need development to support schools.

In terms of IQMS:
- Work on one coordinated document for development purposes only.

GROUP B

What aspects of policy should change? Why?
In terms of IQMS:
- All teachers need development, and to achieve that teachers need to be supported within schools through the IQMS system.
- We need to separate remuneration from appraisal for development (the focus has shifted to evaluation for pay progression purposes, and development has been forgotten). The question is: Do I need assistance or do I need more money?
- Thus IQMS needs more time to be implemented and a unified approach to implementation needs to be adopted.
- Finalise the moderation tool nationally.
- Support the structures within the system.
- Build in accountability.
- Combine the Development Appraisal System (DAS) and WSE under a single directorate.
- Improve advocacy.
- Resuscitate the national monitoring team.
- Strengthen recourse/oversight.
- IQMS implementation must be properly resourced.
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- IQMS should not lead to pay progression, but should rather provide guidelines for CPTD, which ultimately should lead to pay progression.
- Align SiPs and DiPs with CPTD, in order to ensure that both legs of IQMS can be properly implemented.

There was consensus in the group that linking IQMS with pay progression has distorted its developmental purpose and value.

FURTHER RESEARCH NEEDED:
Note: The proposal for research is due to disagreement regarding delinking IQMS processes with pay progression.

The ELRC must establish what instrument is to be used to determine the pay progression issue. Performance management and appraisal need to be suspended for now to allow the ELRC to conduct its research:
- What aspects of policy are acceptable, which implementation must improve?
- Are there any best practices to go to scale, system wide?
- What actions are necessary to make this happen?
TOPIC: The collective agreement to devote 80 hours of out of school time to teacher development is problematic.

GROUP A

What is the situation now?
- 80 hours is outside of the formal teaching programme, but often does not follow procedures as outlined in the collective agreement.
- Notices for workshops are not given timeously, even though the collective agreement requires a term’s notice for teacher development workshops.
- There is competition between managers – with some teacher development undertaken not based on need but to further the reputations of managers.
- Assistant teachers are needed to help with marking – teachers are overloaded.
- The WSP should be ready by June of the previous year. Each directorate within the employer is meant to give priorities, so it should not be problematic to submit the plan.
- Often bursaries are awarded to teachers without organising substitutes, and sometimes the same teachers keep on going to workshops.
- Is the allocated 80 hours only for departmental training? Or is it also for training offered at school level/internally? We should look at how the 80 hours are viewed.
- A CPTD system is being piloted from July 2009, and this will effectively be asking teachers to take ownership of their own professional development.
- However, people might deal with CPTD in different ways – if linked to salary-linked IQMS, this will be a problem.

What changes would we like to see?
- Make use of provincial chambers to facilitate communication with regard to a teacher development timetable.
- A prioritised plan for teacher development must be in place by October of each year for the following year. ‘Crack the whip and allow delivery to be there’.
- We need to look at a flexible understanding (some internal, some external) of the 80 hours – dependent on the school context.
- Rather than considering teacher assistants, hire more teachers.

How do we get there?
- For this to be possible, we need to do budgets and detailed planning for prioritised CPTD by October of the previous year.
• We must also reduce duplication by submission of plans from districts to head office (based on the WSP).
• The CPTD pilot project must investigate the unintended consequences of IQMS-linked CPTD.

TOPIC: Education departments and teachers’ unions have invested heavily in IQMS but the outcomes have not yet justified the effort.

GROUP C

POINTS OF AGREEMENT:
The group supported the breakaway topic statement and discussed the following reasons for doing so. We probably expect too much in a short space of time especially with the number of policies that schools are bombarded with. The department expects all policies to be implemented immediately and it is not possible to implement thoroughly. The integration of three issues in one policy makes implementation challenging; however, there has been very little development, no credible and valid scores, and no accountability. IQMS cannot be seen in isolation; other policies need to be read in conjunction with IQMS. It requires a massive injection of resources and personnel, as it addresses many issues.

What is the situation now?
• There are currently still many challenges and inconsistencies with respect to the implementation of the instrument.
• There is too much bureaucratic control.
• A glaring problem is not having systems and structures in place. Some districts have as many as 400 schools in one district, with one person managing it. Different aspects of the system are not centrally managed. IQMS is not expected to be successful because structures and systems are not in place.
• IQMS is not needs driven.
• There is no motivation at schools to use learner achievement results as a basis for identifying strengths and weaknesses.
• Teachers are acting as advisors and monitors, and there are no systems in place to monitor the implementation of IQMS. The way it is implemented is the problem, as the evaluator is both referee and player.
• IQMS is failing because of the linking of pay to evaluation; it is not an honest process because it is linked to pay.
• PGPs are not reliable.
What changes would we like to see? Why?
Remove salary progression from the evaluation aspect of IQMS.
- Teachers should not be monitor and advisor at the same time.
- Balance accountability and support.
- Reduce the amount of paperwork.
- Move from the current lukewarm approach to a ‘hit the ground running’ approach in terms of implementation.

How do we get there?
- Develop and implement a monitoring and evaluation tool.
- Evaluation for improvement depends on large-scale support interventions at both school and department levels.
- Implementers need to have a thorough understanding of the policy before implementation commences.
- Reduce the number of performance standards, which will reduce the amount of paperwork.
- Remove WSE from IQMS.
- Consider removing school self-evaluation from IQMS.
- Prioritise and strengthen evaluation of principals.
- Strengthen moderation by providing guidelines.
- We need guidelines for district directors to come up with good DIPs.
- There needs to be a change of attitude by both departmental and school personnel.

SUMMARY:
Since many teachers are interested in the salary progression, there is no sincere attempt to identify areas for development and weaknesses. Far too many teachers manipulate the system to score highly so as to qualify for the remuneration, thereby rendering IQMS invalid, unreliable and not a true reflection of the teachers’ worth. Lack of coordination and support at departmental level adds to frustration at school level, which also contributes to poor quality implementation. Evaluators at school level are simultaneously the referee and the player, in terms of evaluating and also providing support. To make IQMS work there is a need to separate the evaluation of teachers for pay progression from the evaluation of teachers for development. There is an urgent need to de-link teacher evaluation from rewards and incentives. We need to balance accountability and support; develop and implement a monitoring and evaluation tool; and reduce the amount of paperwork. Implementers need to have a thorough understanding of the policy before implementation commences. Policies are implemented hurriedly; and before the policy catches on, the department embarks on reviewing it, which confuses the teachers. The upshot is: very little development, no credible and valid scores, and no accountability.
TOPIC: The skills development system is one and the same as professional teacher development.

GROUP D

POINTS OF AGREEMENT:
What is the situation now?
- The Sector Education and Training Authority (SETA) mandate is to develop skills in the workplace, so the general purpose is the same as the purpose of teacher development (on-site learning while being employed).
- Skills development is a subset of teacher professional development. One form of teacher professional development includes development of 'skills' but professional development is much broader that that.

What changes would we like to see, and how do we get there?
- The SETA could play a more important role in teacher development – it would be necessary to work out the nitty-gritty. For example, there is the suggestion to register a BEd with the SETA as a learnership, as an example of school-based teacher education.
- We have a system of tools to identify skills shortages and training needs. Are these tools filtering down from a training plan to the implementation? How are we monitoring this?
- QA mechanisms exist through a variety of reporting mechanisms. We need to make sure that teachers get what they deserve. This might not be the case presently. We need to maximise the benefit of the available funding. IQMS should be feeding into the WSP and resourcing of needs.
- A chain of planning and implementation is in place: we may need to strengthen the various levels. There are some capacity blockages, e.g. financial accountability in some provinces. In particular, how do we strengthen the potential of the school-based skills facilitators?

It was noted that a lot of policy information needed to be shared in the session. Policy developers need to be more cognisant of how policy developments are communicated more broadly.
DISCUSSION:
What is the situation now?

MICRO:
Currently there are three routes:

- **Formal schooling**, which feeds into the higher education route.
- **The vocational route**:
  - the General Education and Training Certificate (GETC) and Adult Basic Education and Training (ABET);
  - the FET colleges’ National Certificate (Vocational) (NCV) – Levels 2–4; and
  - the NCV specialisation includes educator development, which includes ECD.
- **The occupational route**, having **five qualifications** to facilitate skills development, feeding into the **educator framework**:
  - ECD at Levels 4 and 5 (birth–9 years);
  - ABET practice;
  - ETDP SETA qualification – used to assist FET college lecturers;
  - inclusive education at Levels 4 and 5; and
  - environmental education.

MACRO:
Teacher development is not the legislated domain of the SETA, which rather focuses on areas not catered for e.g. ECD, ABET.

In terms of QA councils, there are the following:

- Higher Education Quality Committee (HEQC);
- Umalusi; and
- Quality Council for Trades and Occupations (QCTO) (SETAs): this is looking at redefining the scope of the SETAs; providing QA for Levels 1–10; and recognises different forms of training. The QCTO is considering workplace type qualifications for which you do not need to go to an HEI.

A question to consider is: Who coordinates all of this?

**What is working?**
*What impact has the skills development framework had on development?* Have the resources been effectively used?

There has been the establishment of skills development committees provincially. Annual training reports are provided on implementation of WSPs. Perhaps more could be done. This would be done to identify gaps through skills development committees. It might be necessary to build the capacity of these committees to activate the WSP.
The process should start with identifying the needs. We need to strengthen the system at school level to identify development needs.

Of the 1% of salary bill earmarked for skills development, 90% is located in the provinces for implementation of their skills plans. It is necessary to measure the impact at the level of skills development committees: How has the province responded to identified needs? Have these needs been addressed? Provinces will need to do the impact assessment.

The skills development system is working closely with the provinces to fund identified needs. Dialogue between provinces and the SETA defines the needs to be funded. For example, in Gauteng funding was provided for bursaries for new teachers.

What changes would we like to see?
MACRO:
The suggestion was made to register the BEd with the SETA to get the benefit of a learnership, where the focus is on the practical, work-based aspect of the qualification. This would be an example of a school-based teacher qualification.

SHORT TERM:
We need to make sure that teachers get what they deserve, which might not be the case presently. We need to maximise the benefit of the available funding. How can we ensure that we achieve the goals?

For example: in the Northern Cape, there is a capacitated skills development committee at school level to understand roles and responsibilities, which are in turn presented to a provincial skills development committee, and subsequently identified in the WSP, and are consequently prioritised.
TOPIC: The 2007 National Policy Framework for Teacher Education and Development (NPFTED) states that there will be only two routes to becoming professionally qualified.

GROUP D

POINTS OF AGREEMENT:
The unique ECD issue must be addressed, i.e. the likelihood of practitioners meeting the M+4 (matric plus four years of training) requirement. We need to develop a clear articulation between the ETDP teacher qualifications for ECD and higher education.

The bulk of teachers currently do not meet the M+4 requirement. One sample indicated about 40 per cent meeting this requirement. The NPFTED does not talk directly to how to address this. We need a system to bridge this gap that recognises professional expertise and experience.

SACE encourages moving teachers to a 4-year qualification; a system is being developed to do so.

Funding for teacher education that previously went to colleges was not redirected to the HEIs when the colleges were incorporated. This has created insufficient capacity in HEIs to provide for the required numbers of teachers. We will need additional staff and physical capacity to meet the needs of the country across more geographical regions.

HEIs do not currently have the capacity to accommodate the numbers that might wish to enrol for further qualifications.

Most of the unqualified teachers are teaching in Grade R. The qualifications framework for ECD and Grade R needs to be thoroughly discussed so that a concerted plan can be developed. Should we have a different set of criteria for training at this level? We must not lose the intentions of access and redress in this debate, including those teachers who have done the NPDE but who will still not have reached M+4 status. This includes not undermining the morale of those teachers who are not yet M+4.

- How do we translate competence into qualifications? And how do we translate qualifications into competence?
- We need reliable, countrywide statistics on the current status of teacher qualifications.
- Teacher professional development is still important for those who are considered ‘professionally qualified’. The point of teacher professional development must not be seen as reaching M+4.
Scarce skills are attracted to the private sector rather than teaching; thus, we may need to incentivise these posts.

**DISCUSSION:**

**What is the situation now?**
- The SACE view of the meaning of a ‘professionally qualified teacher’ is one with a 4-year qualification.
- There is a shortage of technical subject teachers.
- Grade R teachers can teach with Level 4 qualifications. Sometimes such teachers are used as Foundation Phase teachers.
- SACE says that M+4 is required as entry, but the SETA is allowing entry to Grade R with Level 4. This creates a disjuncture.
- The difficulty lies with the current large number of teachers who don’t meet the M+4 requirement. Will these people be considered not professionally qualified? What is the system to bridge this gap?
- Fly-by-night ECD training schools present a challenge.
- Not all schools have a Grade R class.
- We are moving to a graduate profession.

**What changes would we like to see?**

**MACRO:**
Funding for teacher education that previously went to colleges was not redirected to HEIs when the colleges were incorporated. This has created insufficient capacity in HEIs to provide for the required numbers of teachers. We need additional staff and physical capacity to meet the needs of the country across more geographical regions.
TOPIC: Appraisal of teachers for remuneration purposes should be separated from development processes.

TOPIC: Teachers should be appropriately evaluated to determine their development needs.

GROUP E

What is the situation now?
IQMS problems at the moment are as follows:
- It is limited and heavy to handle, and the instruments with criteria are differently interpreted: it is too detailed, and does not encourage collaboration.
- It encourage compliance, and manipulation to beat the system and get increases.
- It demoralises teachers of poor schools because of its standardisation.

The following is good about appraisal:
- It is key to appraising teachers effectively, whether for development or for performance pay purposes.
- It is key to informing teacher development (but this part should not have salary implications).
- PGP and SIP are good concepts.

What changes would we like to see?
IQMS policy could be improved:
- Separation of appraisal for professional development and for remuneration is needed as it is creating serious problems and leads teachers to consider IQMS for its salary implications only.
- Appraisal for professional development and for remuneration collapse two functions in one and these should be delinked. IQMS should learn from the best of the past (merit system every year and separate professional support).
- Appraisal areas should be broadly phrased, to allow for differing contexts.
- There are huge implementation challenges, because no development or support is forthcoming.

What is not working and should be strengthened?
At the school level:
- Performance areas are too cumbersome and wide ranging; they need to be simpler, more userfriendly, broad enough to be translatable into different school contexts and more focused on classroom practices.
There is not enough training to ensure the quality of PGPs and SIPs; we need to make these clearer and more specific. There is not enough meaningful school development, or support from the department. SIPs get diluted when aggregated upwards by districts and provinces and, as a result, the development that follows is no longer appropriate.

At the district level:
- Districts are not consistent with their priorities and do not appear serious about IQMS implementation.
- Districts do not have the commitment and capacity to support schools with what they need.
- PEDs and districts continue with their own professional development workshops, which have little to do with the collected PGPs/SIP.
- Districts continue to visit schools to monitor them but not to support them.

At the macro level:
- IQMS is handled by the department as if it is budget driven: it needs to be development driven.
- There are too many policy documents about development and evaluation: we need to consolidate and align all policy documents.

How do we get there?
We need a paradigm shift, which can be facilitated by change in the following:
- Development appraisal should be used to promote teacher reflection on what works and does not work in teaching. Incentives in kind could be used here.
- If teachers are authors of their own professional development, they should be given more voice in the appraisal for development, which should consist mainly of their portfolios as evidence of their work. An example is the US certificate boards, which require teacher portfolios with peer assistance, and classroom evidence regarding impact on learners.
- Those in charge of teacher development for improvement of teachers’ practice cannot be the same people who are in charge of appraisal for remuneration.
- The monitoring needed for teacher development should be lighter.
- The performance appraisal should be left for negotiations at the ELRC. There is a need to distinguish performance appraisal for automatic pay progression and for extra notches.
- We need to pilot a modified appraisal instrument and criteria before they are introduced.
POINTS OF AGREEMENT:
IQMS is not effective as things stand, and will need renegotiation through the ELRC. We need review of the following:

- Delinking development appraisal and performance appraisal.
- All appraisal instruments should be linked to the context of classroom practices, and be simpler and more user friendly. Their performance areas should be broad so as to allow for contextualisation.
- Commitment, funding and capacity to support and plan support from districts need to be strengthened but should remain realistic.
- Negotiations of a nitty-gritty nature about salary progression and extra notches should be left with the ELRC.
TOPIC: Appraisal of teachers for remuneration purposes should be separated from development processes.

GROUP F

What is the situation now?
- IQMS in its current form and implementation makes teachers focus on the remuneration part because of the link with 1% progression.
- The timetabling of the evaluation period creates problems of classes left unattended by teachers.
- The advocacy was run as a separate exercise from the training.
- There is monitoring and support from within the school and outside (internal and external monitoring).
- The responsibility of the district personnel is too broad.
- The instrument is reliable but not implemented correctly.

What needs decision?
- The de-linking of progression from development.
- Is the instrument good for new entrants (new teachers) or do we need a separate instrument?
- Should the principals teach or not?
- Keeping performance standards 1–4 only, with the focus on classroom teaching.
- Discontinuation of the default payment clause.

What could work?
- Streamlining of the instrument.
- Intensive training for SMTs and SDTs.
- The instrument to take into account different contexts.

What action is required?
- Further research should be conducted into the implementation of IQMS.
- Advocacy and training are needed to ensure clear understanding of the policy documents.
- There must be development of clear criteria for monitoring and support.
- There needs to be training on the use, development and collation of PGPs and SIPs.

RESIDUAL ISSUES:
- Use the model of systemic evaluation: one teacher representing the school, and the result applies to all.
3.6 REPORT OF BREAKAWAY 4
RESOURCING AND SUPPORTING TEACHER DEVELOPMENT

These are records prepared by the rapporteurs for use by Dr Yusuf Sayed in preparing the synthesis of breakaway discussions.

Introduction

RESOURCING T/D

- What is currently in place?
- Who are responsible for resourcing TD?
- How is TD resourced?
- What are the gaps and how is this summit proposing to close them?- short, medium and long-term strategies

COMPETENT TEACHERS

- Hattie (2003) in OECD, 2004, p.91, drawing on extensive review of research, identify five major dimensions that distinguish highly competent teachers. Expert teachers are those who can:
  - Identify essential representations of their subject, based on how they organize and use their content knowledge
  - Guide learning through classroom interactions by creating optimal classroom environments
  - Monitor student learning and provide feedback
  - Promote effective outcomes through the manner in which they treat students, and their passion for teaching and learning, and
  - Influence student outcomes by engaging students, providing challenging tasks and goals, enhancing deep learning or understanding.
Teachers perceived as recipients and consumers of knowledge.
- Teachers viewed as transmitters of knowledge
- Philosophy of Fundamental Pedagogics
- Disparities

Democratic policies vs teacher resourcing
- Relevant capacity building
- Issues of supply and demand - how do we close the gaps?

Is there a need for support mechanisms?
- Who is providing support?
- How relevant is the provision of support?

"Certainly the disease of our age is lack of purpose, lack of meaning, lack of commitment on the part of individuals" (Rogers, 1947:271)
- Commitment applies to the individual, "I am someone; I am someone worth being; I am committed to being myself" that change becomes possible (p.272).
The implications – for learners – of teachers not receiving the relevant kind of support must be considered. Such possible implications were illustrated by presentation of slides used by Professor Sipho Seepe for a KwaZulu-Natal (KZN) NAPTOSA conference. The challenge was made to think about and reflect on the type of citizens we are ultimately producing by supporting or not supporting the teachers who teach them.
Land area map

- The land area of each territory is shown here.
- The total land area of these 200 territories is 13,056 million hectares. Divided up equally that would be 2.1 hectares for each person. A hectare is 100 metres by 100 metres.
- However, population is not evenly spread: Australia's land area is 21 times bigger than Japan's, but Japan's population is more than six times bigger than Australia's.

Primary Education

- "Everyone has the right to education", according to the Universal Declaration of Human Rights. The second Millennium Development Goal is to achieve universal primary education. In 2002, 5 out of 6 eligible children were enrolled in primary education worldwide. However, enrolment does not guarantee attendance, or completion.
- If primary education continues beyond the expected years, enrolment rates can exceed 100%. In Argentina there is an impressive 108% enrolment. On the other side of the Atlantic Ocean 30% of children in Angola are enrolled in primary school.
Secondary Education

- Worldwide approximately 73 million children are enrolled in each year of secondary education out of a possible 122 million children. That is only 60% getting a secondary education.
- In China on average 89% get a secondary education, but in India it is only 49%. Figures in Africa are even lower: 45% in Northern Africa, 25% in Southeastern Africa and 13% in Central Africa. The lowest is 5% in Niger. What is compulsory in some territories is a rarity in others.

Tertiary Education

- The highest percentage of the student aged population enrolled is in Finland. Finland is 3.6 times the world average, with 140 times the chance of a tertiary education than in Mozambique.
Science Research

• Scientific papers cover physics, biology, chemistry, mathematics, clinical medicine, biomedical research, engineering, technology, and earth and space sciences.
• The number of scientific papers published by researchers in the United States was more than three times as many as were published by the second highest-publishing population, Japan.
• There is more scientific research, or publication of results, in richer territories. This locational bias is such that roughly three times more scientific papers per person living there are published in Western Europe, North America, and Japan, than in any other region.

Research and Development expenditure

• Research and development is what scientific and technological and medical companies engage in to find new designs. This can be an expensive pursuit, given the costs of materials, machines and skilled specialists. Yet the development of a new design can bring financial rewards, as well as the benefits of developing a new medicine, gadget or piece of software.
• In 2002, US$289 billion was spent on research and development in the United States; in the same year there was practically no research and development spending in Angola.
New Patents

• In 2002, 312 thousand patents were granted around the world. More than a third of these were granted in Japan. Just under a third were granted in the United States.

• A patent is supposed to protect the ideas and inventions that people have. Patenting something will then allow the owner of the patent to charge others for the usage of an idea or invention. The aim is to reward the creator for their hard work or intelligence. But patents can prevent people from using good ideas because they cannot afford to do so.

Telephone lines

• In 2002 there were just over a billion mainline telephones worldwide. This is almost double the number in 1990. The six territories with the most mainlines were located in different regions; they were: China, the United States, Japan, Germany, India and Brazil. The fewest mainlines were in Andorra and Niue.

• As in 1990, by 2002 the regions where the most mainlines per person were found were North America, Western Europe and Japan. The largest increase in mainlines per person, however, was in Eastern Asia. There were roughly ten times more mainlines (in total and per person) in Eastern Asia in 2002 than in 1990.
Books borrowed

- This map shows books borrowed from public libraries - which lend books to members for free or for a nominal charge. Libraries share books, making it unnecessary for us to buy books that we will read only once or twice.
- The most books borrowed were in the Russian Federation. There were high rates of borrowing in Western Europe, Japan and Eastern Europe. In these regions most territories reported some book borrowing.
- In other regions reported book borrowing was lower, and many territories reported very little borrowing. Where many people cannot afford books, it appears they often cannot borrow them either.

Tuberculosis

- The World Health Organisation reports that someone with open tuberculosis would infect 10 to 15 people a year. So when a certain number of people are infected it is very hard to stop it spreading further. Tuberculosis bacilli are spread through the air when someone sneezes or coughs.
- In the past 50 years drugs have been developed to treat tuberculosis. The disease has since developed strains that are resistant to those drugs.
HIV Prevalence

- This map shows the number of people aged 15-49 years old living with HIV.
- In 2003, the highest HIV prevalence was Swaziland, where 38%, or almost 4 in every 10 people aged 15 to 49 years, were HIV positive.
- All ten territories with the highest prevalence of HIV are in Central and Southeastern Africa.

Malaria cases

- Of all the people living with malaria, 92% live in African territories. Parts of Mediterranean Africa have very low numbers of malaria cases. In contrast, almost half the people living in Uganda suffer from malaria. Uganda also has the most cases of malaria in the world. Most territories are barely visible due to the low number of malaria cases found there.
RAPPORTEURS’ REPORTS: BREAKAWAY 4: RESOURCING AND SUPPORTING TEACHER DEVELOPMENT

TOPIC: Teachers are entitled to support from school leadership teams in their professional development.

GROUP A

Note to readers: Please look mainly at the Summary (below).

SUMMARY:
1. There are three or four different schooling systems in our country. SMTs in very small, particularly multi-grade, schools are unable to attend to teacher support in all learning areas or phases. This must be recognised.
   - It requires national intervention, perhaps reviewing the post provisioning system.
   - Structures exist (SDTs, clusters etc.) but they are not being implemented. We need to look at why they are not working.
   - Support personnel need to be selected and placed appropriately – currently these are often people appointed for the wrong reasons rather than merit and competence for the job (we need to consider selection criteria for a particular post).
   - Support personnel must be inducted, trained and supported. However, people do need to take responsibility for their own professional development as well.
   - We need to develop norms for subject advisors.
   - Perhaps teachers also need to lobby for qualified personnel to support teachers.

2. ETDP SETA: there will not be certificates of attendance any more but rather accredited/assessed courses. Teacher representation in chambers needs to be consistent.

3. HEI teacher development programmes are generally not relevant. Relevant HEI modules need to be identified.

4. Assessment: we must turn learning area committees into development exercises, with examiners and teachers in conversation.

5. Study leave for teacher development is only two days – this should be reviewed.
6 Special measures are required for therapists (see further detail below).

What is the situation now?
- Leaders (HoDs) and district personnel are not groomed or trained for their responsibilities and duties. This is especially problematic in multi-subject learning areas.
- If there is only one HoD in a small school, that person cannot be expected to give support in all learning areas.
- There is a problem with recruitment of teacher support personnel – it is not informed by the needs of teachers (interview selection is not enough).
- HEIs do not have the required competence to develop teachers – much of what they offer is irrelevant.
- In terms of learning area specialists and HoDs, it is not clear what the difference in function is.
- With the introduction of the NCS, we have inherited HoDs and teachers that are not relevant to the situation; also the SMTs have been left behind.
- SMTs are not being supported by the district. But there are no norms for subject advisors – only one per district, for all the teachers there.
- Teachers are not expected to meet the examiners, but rather just go and mark.
- Teacher development programmes are not intensive enough – particularly in re-skilling for new subjects/learning areas.
- The ETDP SETA is doing away with certificates of attendance.
- Representation of teachers in chambers or in governance is inconsistent – there is no follow through, so the voices of teachers are not sufficiently strong.
- According to post provisioning norms, there is one HoD for all three phases, with one principal and no deputy. They have no time to support the teachers.
- PED organograms are not conducive to supporting teaching and learning in the classroom.
- What is support? It is a ‘fluffy’ concept. Is it: talking to teachers? Training? Giving feedback? Follow up?
- Structures and systems exist but have not been actualised:
  - The SDT should not only do the IQMS arrangements; they should also be responsible for the school professional development – engaging with the SMT.
  - We need to conceptualise teacher support in a cluster, as well as collegial work among teachers.
- With regard to Human Resources management criteria for assessment of principals: the principal/SMT needs to set up the structures.
- We need to consider: Why are these structures not being implemented?
- The OSD has impacted on IQMS – e.g. we need to review IQMS evaluation for senior teaching and learning specialists.
- The PAM document needs to be revised.
- The multi-grade system punishes teachers when it comes to IQMS and there is no proper support.
- There is corruption in the system of education, with people employed because of union affiliation, not skills. In some cases one finds the HoD doing the principal’s and deputy principal’s work.
• Educator therapists at special schools are required to do professional development to actually practise as therapists.

**What changes would we like to see?**
• Adequate training and proper placement of leaders and district personnel in teacher support are crucial.
• More work needs to be done on recruitment of support personnel.
• Teacher/senior teacher/master teacher positions should be implemented by the province.
• We need to lobby for qualified personnel to support teachers.
• Relevant HEI modules need to be identified.
• NCS compliant SMT manuals in some provinces should be shared nationally.
• We need to develop norms for subject advisors.
• We need to discuss the whole curriculum in the learning area committee with the examiners.
• We would prefer NQF accredited courses.
• Ideally we need one HoD per learning area and phase. Provisioning of promotion posts needs to change. But, we need to ask: How practical is this? However, we cannot escalate the salary bill, as there would be no money for anything else. There are already structures and policies in existence; implement the policies that are already there. It is necessary to organise the people that are currently employed.
• Categorise support – and include ways of supporting multi-grade teachers. Experts should come to rural areas.
• SMTs must give support to teachers in carrying out teacher development.
• SMTs must be inducted for their teacher development functions.
• Support is needed from PEDs to increase the allocated time for professional development (two days, as per leave measures) to at least a week, as these courses are usually held during term time.
• Some of the professional development courses are held in institution closure periods; therapists need to be recognised by the employer for this time spent.
• Managers in special schools should be apprised of the new leave regulations, to assist.

**How do we get there?**
• Senior teachers should be assisting the SMT to perform teacher development functions.
TOPIC: District offices are essential elements in the support structure for teacher development.

TOPIC: Appropriate placement, induction and mentoring of new teachers in schools is vital.

GROUP B: Breakaway sessions 4 and 5

Group B submitted one report for Breakaways 4 and 5, and did not specify the topics being addressed.

SUMMARY:
- There is a richness of activities already taking place in various provinces but which are not reported and not always coordinated.
- Delivery must arise out of proper needs identification processes at school and district levels.
- HEIs must collaborate rather than competing, and support at national ministry level is important.
- There need to be conversations about what makes for quality IPET.

In terms of a teacher development model:
- The aim is to provide on-site/off-site training in schools or at district level, depending on purpose.
- Serious unit costs analysis is required.
- Transaction costs.
- Teacher Development Centres (TDCs) must be district based, with HEIs participating as providers.
- We must have residential TDCs where teachers spend a week to four weeks, for thorough engagement.
- Geographical reach is important for access purposes.
- TDCs must be available for HEIs, teacher unions and NGOs as providers, and must be staffed by the PEDs.

Examples of this idea have already been started in a number of provinces (KZN, Mpumalanga, North West and Limpopo).

In terms of education centres models:
KZN:
- 43 centres are located in districts and have been established from scratch by the PED.
- These centres are fully equipped with IT and other facilities and work in partnership with HEIs.
The centres are run by the PED, with PED paid staff; the centres operate even on weekends.

Limpopo: The province has established teacher centres located in circuits.

NW: The province has established teacher centres linked to school clusters.

TOPIC: In education departments the responsibility for teacher development is divided and uncoordinated.

GROUP C

POINT OF AGREEMENT:
The breakaway session proposition/topic is strongly supported. Responsibility for teacher development is divided and this may be the case in all provinces. If training and development are uncoordinated, this results in ‘organised chaos’.

What is the situation now?
- Responsibility for training and development is divided and uncoordinated.
- People work in silos in the education departments.
- Each unit is provided with its own budget, which undertakes training and development.
- There is no coordination of training and development.
- There is no monitoring and support.
- Officials don’t have the skills with regard to monitoring and evaluation.
- The same educators are targeted for a number of different training programmes and sometimes the programmes clash.
- Training programmes are not linked to a proper needs analysis.
What changes would we like to see? Why?

- The responsibility for training and development needs to be located in one specialised unit with skilled officials.
- A skills audit needs to be conducted.
- There should be a thorough needs analysis.
- The training and development budget needs to be placed in one unit.
- The training and development roster needs to be compiled with inputs from all relevant units, to avoid clashes and targeting the same teachers.
- Motivate individuals to take responsibility for their own development.

How do we get there?

- Create opportunities for development.
- Encourage formal and informal development processes.
- Locate training and development in one specialised unit.
- Ensure that proper planning and preparation take place.

SUMMARY:
The teachers’ professional authority creates a learning environment and this will only happen if teachers are provided with coordinated development programmes. Teachers can make a difference to transformation and inequality and this will come about if teachers are well developed. Improving the quality of teaching and learning is key, and teacher development strategies need to impact on quality. If the responsibility for teacher development is uncoordinated and divided, then the goal of improving the skills for sustainable growth will not materialise. Quality education requires skilled teachers and officials, functional schools and quality teaching. The responsibility for training and development is located in several directorates and this leads to ‘organised chaos’. Each unit has its own budget for training and development and in many cases this budget is not optimally used. Training and development are not based on the actual needs of teachers and this contributes to people losing faith in the programmes that get organised. Individuals must also take responsibility for their own development. If training is not coordinated then it leads to wastage of funds and demotivates the recipients of training and development.
TOPIC: The CPTD system to be managed by SACE is not a provision system but a support, endorsement and information system.

GROUP D

POINTS OF AGREEMENT:
The group agreed with the breakaway session proposition/topic.

The professional development points system is aimed at encouraging professional growth. It creates a wider framework for recognising such professional growth and goes beyond the one-size-fits-all approach. It also acts as a watchdog for what is going on under the name of professional development.

The CPTD system is intended to link with the OSD, IQMS and so on, and build on these. It is also intended to simplify the landscape. If it does not do this, it will have to be revisited. Through the OSD, the system is linked with the system of career pathing to retain good teachers in the system.

Quality, relevance and real professional growth must be part of the endorsement process. Monitoring and evaluation is an important part of this. QA must be coordinated with other bodies that are already quality assuring some of the activities.

The key message must be that this is a system that simplifies and organises professional development better than in the past.

There are some ongoing critical areas that must be constantly considered: capacity at all levels; time; QA; roles and responsibilities; and the relationship between the different accreditation and QA bodies involved in professional development.

The system does not deal directly with the labour implications of incompetent or non-performing teachers. This is a different route.

We need to consider how points are allocated to individual professional development activities, like reading in your discipline.
Many questions were asked about the implementation of the professional development points system. It is clear that there needs to be a much more concerted effort at information-sharing if the CPTD points system is to be successfully rolled out. This must be very sensitive to any concerns that are expressed by teachers.

**DISCUSSION:**

**What is the situation now?**

Many questions of clarification were asked:
- How will the points system recognise collaborative work at schools, as opposed to individual activities?
- How will the system acknowledge non-formal and informal programmes?
- The activity is endorsed according to its contribution to enhancing professional growth. Any teacher who engages with the activity will earn the professional development points. Teamwork and school-driven activities will be included in this.
- What are the sanction mechanisms in relation to non-compliance?
- How would we measure improvement of schooling as an outcome of this?
- How do we regulate the providers?
- Will this be linked to remuneration?
- Will this become the ‘flavour of the month’? Will teachers focus on this when the problem might be within the teachers themselves?
- Will this create a threat whereby teachers who develop themselves end up leaving the profession?
- Is the endorsement process only time-bound, or is it also linked to quality and relevance? Who screens the endorsement?
- Do we have the capacity for this?
- Is there a role for SGBs? Is there buy-in at local level?
- Where and when will activities happen?
- How do we deal with teachers who are just not delivering?
- Who will pay for this?
- How will this be sensitive to different contexts of the country?
- How will lifelong learners who use personal activities like reading be fitted into this system?
- Are there restrictions on the choice of activities?
- Does this include all teachers, or only school-based teachers?
- We must not give simplistic answers to the possible negative consequences.
TOPIC: Employers and the ETDP SETA are responsible for setting priorities for teacher development and providing adequate resources for it.

GROUP E:

There are three issues, to be discussed separately:

A. Priority setting of professional development programmes should be shared between:
   - teachers and schools, since they are authors of their own development; and
   - employers, who need to ensure that priorities reflect national mandates.

   But there are problems and flaws at the moment in the prioritisation of professional development needs:
   - There are not always clear and transparent criteria in deciding on the priorities.
   - SIPs are not always clear and specific.
   - There are insufficient links between the SETA and WSPs, and a lot of red tape before teachers are given relevant professional development programmes.
   - District task teams for skills development do not always function well and do not always feed their DIP effectively into the provincial Skills Development Plan.

There is not always effective synergy within the DoE (IQMS/WSE and the Education Management Information System – EMIS) and between the Department of Labour and the DoE. We need better coordination between the DoE and the SETA, as well as more backward and forward communication and interaction between teachers and national/provincial departments about priority needs.

Also:
   - Resources from the DoE and SETA appear plentiful but seem poorly utilised because of the poor planning at district, provincial and national levels. We need proper district/provincial/national planning linked to the financial year to ensure that training money is available for the beginning of the year and that it is spent evenly throughout the year (at the moment the training money is often only released in the fourth term).

B. Resource allocation from the SETA:
   - The Skills Development Act is clear about processes and procedures to be followed around fund distribution; SETA money is to be allocated for training of all employees but only 50 per cent seems available for professional development activities for teachers.
But:

- Processes are abused or mismanaged at times. We need better monitoring by Skills Development Committees of how WSPs are implemented by providers on their programmes.

Two systems are in place:

- Mandatory funds are released to provinces on the basis of the business plan and WSP, and provinces spend the funds as they like, because not all is spent on professional development.
- Discretionary funds for professional development stay with the SETA, which decides on their prioritisation according to the provinces, and the requests of professional development providers, including the unions.

But why can’t providers also access the SETA mandatory funds, thereby ensuring that the provinces spend these funds on professional development activities?

C. The new SACE/DoE CPTD point system is not known by many participants (as there seems no information or advocacy on this). Yet, a CPTD system is badly needed for the following:

- Regulation is needed to accredit and QA professional development programmes. It is important to take into account access and higher costs for rural remote areas and to ensure that all professional development programmes have specific LOs and not attendance certificates.
- Regulation is needed for costs of professional development programmes from unions and other providers, taking account of access and high costs of programmes delivered in remote rural areas.
- Sharing and dissemination of best professional development programmes practices is needed at district level.
- Unions should also be recognised because they are often not funded by the SETA for their own professional development programmes that they organise for their members.

POINTS OF AGREEMENT:

There was strong agreement on the following:

- Effective professional development programmes must be funded, and there must be monitoring of whether these funds are well utilised and managed.
- We need better coordination/synergy between the SETA and national and provincial education departments.
- We need to look at all different acts, policies and agreements that relate to teacher development and ensure that they are aligned. We must also consolidate some of them to avoid duplication, which burdens teachers and schools with more administrative work.
TOPIC: HEIs, departments of education and other teacher development providers are responsible for meeting teachers’ development needs (using various modes of delivery).

GROUP F

POINTS OF AGREEMENT:
- Good and regular contact between HEIs and the DoE is needed.
- Teachers are the primary source of their own development needs, through IQMS (PGPs) or summits.
- HEIs (most of them) are not playing enough of a role in development programmes – lecturers use their own discretion in terms of content for development programmes.
- Unions also play (and have played) a role in the development of their members (teachers).
- The DoE is not pushing hard enough in making sure that all teachers attend the development workshops – KZN was quoted as an example – with most teachers not attending, and no action taken.
- Although teachers can be the primary source of needs, there are areas that need outside capacity/intervention from paid service providers.
- Although NGOs try to help, one of the problems experienced is that teachers themselves don’t commit to the programmes.
- Professional development should be regulated to avoid substandard providers.
- There is no data available to indicate if all the efforts at professional development by the numerous providers are fruitful or not.
### 3.7 REPORT OF BREAKAWAY 5
**PROFESSIONAL GROWTH – FROM RECRUITMENT TO RETIREMENT**

These are records prepared by the rapporteurs for use by Dr Yusuf Sayed in preparing the synthesis of breakaway discussions.

### What about Teacher Qualifications?

<table>
<thead>
<tr>
<th>Existing NSE qualification, including NPDE/ACE route</th>
<th>NPFTED (once HEQF is fully implemented)</th>
<th>Additional possibilities?</th>
</tr>
</thead>
<tbody>
<tr>
<td>480 credit B Ed NQF 6 120 credit ACE NQF 6</td>
<td>480 credit B Ed NQF 7 120 credit Advanced Diploma NQF 7</td>
<td>360 credit Diploma NQF 6</td>
</tr>
<tr>
<td>360 credit NPDE NQF 5 with entry M+2, M+1 Or M+0</td>
<td></td>
<td>120 credit Advanced Certificate NQF 6</td>
</tr>
<tr>
<td></td>
<td></td>
<td>120 credit Higher Certificate NQF 5</td>
</tr>
</tbody>
</table>
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What about teacher upgrading?

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
<th>Current upgrading qualification</th>
<th>Age/ experience profile</th>
<th>Estimated number in country</th>
</tr>
</thead>
<tbody>
<tr>
<td>Category 1</td>
<td>Professionally unqualified teachers at REQV 10</td>
<td>NPDE (full 360 credits)</td>
<td>Mainly young and inexperienced. 54% of them are Grade R teachers.</td>
<td>10 000</td>
</tr>
<tr>
<td>Category 2</td>
<td>Professionally unqualified but academically qualified REQV 12 – 15</td>
<td>PGCE</td>
<td>Many with considerable experience</td>
<td>20 000</td>
</tr>
<tr>
<td>Category 3</td>
<td>Professionally under-qualified teachers at REQV 11 and 12</td>
<td>NPDE (last 120 credits)</td>
<td>Most are older with considerable experience</td>
<td>15 000</td>
</tr>
<tr>
<td>Category 4</td>
<td>Professionally qualified teachers REQV 13</td>
<td>ACE</td>
<td>Mainly mature teachers well into their careers</td>
<td>100 000</td>
</tr>
</tbody>
</table>

What do the supply and demand studies tell us? What are the questions?

- Employment: Un(der) qualified Upgrading?
- Re-training?
- New role/pathway Retention
- Further Flexible? Quality? Need?
- IPET Quality? Access? Afford-Ability?
- Induction Mentors? Good Schools?
- CPTD Quality? Access? Need?
- Recruitment Appointment
New ideas

1. For strengthening the system
2. For collaborative production of high quality courses
3. Innovative models of CPTD
4. Lessons from NGOs about how to make CPTD effective and sustainable
The topics for discussion during the breakaway, and their relationship to the readings, were indicated. Key words in the topics are:

- Recruitment.
- Initial teacher education.
- Placement, induction and mentoring.
- Teachers not qualified.
- Teachers not qualified for the subjects they are teaching.
- Upgrading.
- RPL.
- Models.

A table summarising existing qualifications was presented, with the qualifications route as laid down in the National Policy Framework for Teacher Education and Development. The column on the right raises additional qualifications that are on the Higher Education Qualifications Framework (HEQF) that could also be used for the purpose of teacher education and development. The table indicates that current qualifications are at variable levels; for example, the ACE, even though at NQF Level 6, is not at degree level.

None of the qualifications are at the required new qualification level, so cannot automatically be converted to new qualifications. Instead there must be a process of re-evaluation in order to meet the new levels.

An interesting suggestion – particularly for grade R in public schools – is that instead of requiring teachers to go straight into the BEd, perhaps a diploma should be set up, because many may not be eligible for entry into the BEd.

Teacher upgrading is dealt with in Reading 9 in the Resource Documents. A summary was presented of research into teacher upgrading that was done for the DoE, where un- and underqualified teachers were divided into four categories according to the current qualification that is appropriate for them. Of these, two categories are particularly interesting.

Category 1 is interesting and difficult, consisting of professionally unqualified teachers at REQV 10. The NPDE is used as the route for their qualification, even though as young and inexperienced teachers they should rather be using the BEd route.

Category 4 is the other interesting category, consisting of professionally qualified teachers at REQV13. As a result of the OSD, they are regarded as not quite qualified, and the particular complication is that there are enormous numbers of people in this category. For this reason, the expense of their upgrading would be significant. What has been proposed is that they do not do the ACE, but instead receive targeted professional inputs, and be deemed – for salary purposes – to be REQV 14, perhaps combined with
assessment of job competence. Task Team 5 of the OSD should assess the situation and decide how to deal with it. (See the reading for a more comprehensive discussion.)

A diagram was presented that summarises the issues related to supply and demand, and refers to Reading 14. What is required is progress (as indicated in the diagram by arrows from left to right) from recruitment to retention, but problems in the system force us to go backwards; for example, deploying teachers out of phase or out of field forces retraining.

The reasons for these problems are partly administrative, but partly a problem of supply. While a shortage of teachers in absolute terms may be disputed, there is no dispute that there is a shortage of Foundation Phase teachers and Grade R teachers. Further, recent research indicates that 50 per cent of schools have shortages in Mathematics, Mathematics Literacy and Science teachers.

Although there has been improvement through the Funza Lushaka bursary scheme, this does not meet the demand. An aggravating issue is that schools avoid employing newly qualified teachers, especially in more outlying areas. Bursary students do not find their way into schools. As a consequence the benefit of the improved standard is not being felt.

The Department is taking steps to correct this, with talk of requiring schools to allocate specified numbers of posts to those who are newly qualified.

In addition, it is found that with a proper induction teachers tend to stay in the schools; otherwise they tend to drop out. Teachers also want to update continually with quality CPTD, and to access further qualifications for new roles and career pathways.

Some new ideas that are being discussed or piloted were presented, and are referred to in Reading 16. In particular, a national system for teacher education and development is proposed, decentralising higher education through the development of remote campuses. These will be the sites for IPET, but could also be used for CPTD purposes.

Teachers would do their teaching practice at the associated schools. Later they would do their practicals in professionally developed schools with specially designated practising teachers, so that good models are available. The schools would be supported by Teacher Development Centres (TDCs) providing advisory services.

These would be aligned to a virtual institute, drawing together the best people in a particular subject to design appropriate CPTD. Courses would be available electronically, and could eventually be done through e-learning, or teachers could access assessment on those courses. For example, a person could self-
assess in a particular subject area to help them decide whether they should take a course or could do their own development.

Some additional examples were presented in the form of Ikhwezi and the CTLI, as provided in Readings 17 and 18 respectively.

**RAPPORTEURS’ REPORTS: BREAKAWAY 5: PROFESSIONAL GROWTH – FROM RECRUITMENT TO RETIREMENT**

**TOPIC:** Effective recruitment and initial teacher education are the foundations of teacher development.

**GROUP A**

**What is the situation now?**

In terms of recruitment:

- The system of deployment of excess teachers blocks the employment of new teachers (research is needed in this area).
- People who have retired, become ill and so on, don’t ‘exist’ in the system, but their posts still exist, and new teachers cannot be employed.
- The present practice of taking low achievers for the teaching profession is not working.
- If we have effective placement of newly qualified teachers, then we will have effective recruitment, (people want to go into a profession where one can get a job).
- In some cases, Funza Lushaka bursary recipients have been taken to rural schools, but have refused to teach there. Placement of bursary recipients is a provincial competence. Processes are in place to do this, but some are more effective than others. Only nine bursary recipients have contested placement. They must go where they are told.
- We need to present teaching as an attractive profession.
- The entire process of recruitment is not good.
- Methods of retention also need to be attended to.
- Salaries and conditions of work are the main reasons for attrition.
- Recruitment of minority groups is also important.
In terms of initial teacher education:
- HEIs don’t have the capacity for the numbers required.
- The quality of HEI programmes is very variable. HEIs don’t give the PEDs the product that is required.
- We should think of HEIs not only in terms of the UCTs of this world; we also need to think about the Universities of Limpopo, Zululand, Venda, North West and so on.

What changes would we like to see?
- Increase entry requirements for teaching.
- Organise road shows to market teaching.
- Teachers in the profession need to become positive role models.
- The department must put a positive message into the media before more negative messages are selected.
- We need to attend to discipline and safety in schools – so that new teachers are not put off.
- The system needs to be stabilised so that people know how to train as teachers – there are too many changes.
- We need to incentivise rural teachers – e.g. through the provision of housing.
- There needs to be clear Human Resources planning and proper advertisement of particular posts.
- There must be induction.
- Local communities should feed in candidates to become teachers for Funza Lushaka bursaries.
- One college of education per province needs to be opened or we need to increase the capacity of existing institutions.
- Quality needs to be regulated.
- Resources must be properly used for primary education.

How do we get there?
- We need intensive research on supply and demand.
- We need further research into countries where teaching is perceived as a desirable field to enter.
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TOPIC: Appropriate placement, induction and mentoring of new teachers is vital.

Group B submitted one report for Breakaways 4 and 5 (see their report under Breakaway 4).

TOPIC: Customised teacher development programmes are needed to help teachers who are employed to teach subjects/learning areas/phases for which they are not qualified.

GROUP C

The group agreed with the breakaway session proposition/topic.

What is the situation now?
- In many cases the department led programmes focus on policy advocacy rather than having a strong focus on skills development.
- There is a lack of proper needs analysis.
- There are very few customised teacher development programmes.
- The competence of trainers is questionable.
- Programmes generally are of short duration and infrequent.
- Interventions fail to involve teachers.
- There is duplication of programmes.

What changes would we like to see? Why?
- We need to customise development programmes.
- We need support from competent departmental officials.
- Proper needs analysis is required.
- There must be optimal utilisation of skills levy funds.
- There should be a mix of customised and generic programmes.
How do we get there?
- We need a change of attitude towards provision of development programmes.
- We need provision of customised development programmes.
- We need proper planning and preparation of development programmes based on actual needs.
- The impact of development programmes must be monitored.
- We need proper data on teacher supply and demand.
- We should come up with a coordinated system.

SUMMARY:
Many of the programmes offered by the departments of education are generally not customised. The programmes offered are in the form of short courses, and usually delivered by providers who do not have any understanding of the needs of teachers and the conditions under which they work. Departmentally organised programmes do not focus on skills development based on teachers’ actual needs but rather focus on policy promotion. The programmes are usually of short duration and do not meet the actual needs of the teachers. There is generally no follow-up support for teachers after programmes that are provided. Capacity of districts is lacking and as a result programmes are offered for the sake of spending the funds that have been allocated. Current practices employed by the education departments do not instil confidence in the teachers who are employed to teach subjects for which they are not qualified. This has a negative impact on the quality of teaching and learning and our learners are being disadvantaged.
TOPIC: Recruitment and professional development of ECD practitioners and Foundation Phase teachers is a major priority.

GROUP D

POINTS OF AGREEMENT:

- Training for 0-4 years (ECD) and for Grade R is important for building foundations.
- There is a wide variety of players in ECD and Grade R provision. Conditions of employment depend on who the employer is.
- There is a need to clarify who is really responsible for ECD training, planning, regulation and quality assurance.
- ECD is an interdisciplinary field of study that may not fit neatly into the ‘education’ field.
- Not all ECD practitioners want to become teachers in formal schooling; but there must be a route for those who want to move into formal schooling.
- The articulation route between the Level 4 and 5 ECD qualifications and higher education must be clarified. Currently articulation is into the NPDE. What will happen if the NPDE is phased out? Many ECD Level 4 and 5 people do not meet entry requirements to a BEd.
- Access routes for ECD/Grade R teachers to higher education must be developed.
- Long-term learning pathways for Grade R teachers must be established and planned for. Due to lack of planning, post provisioning for Grade R has been curtailed in some provinces. This includes provision for special schools. It is urgent that there be planning for the provision of Grade R teachers in both special schools and ordinary schools.
- There must be better articulation of the different systems for Grade R. Planning is there but implementation is not sufficiently synchronised.
- The suggestion was made that Grade R teachers be required to do a 3-year diploma as a minimum qualification. This would enhance access and increase provision to meet the need as well as formalise their status as fully-fledged teachers. Mechanisms would be built in for those who wanted to proceed to the BEd.

The suggested model of teacher provision (p. 178 in the Reader) was supported in principle. It would enhance the involvement of master teachers, encourage dialogue between HEIs and schools, create schools of excellence, provide opportunities for hands-on training, increase facilities for teacher professional development, create centres for policy dissemination and discussion, extend the geographical reach of HEIs, and encourage collaboration between various partners in areas like materials development. There are, however, risks of implementation and functionality that would need to be carefully considered. Lessons from existing models must be looked at in the development of this model.
What is the situation now?
- The curriculum of ECD is designed by the DoE. But the employer is usually the Department of Social Development. Most are private centres, but there are different employers. The DoE is responsible for those in formal schools. SGBs are usually paying the salaries. Different provinces operate differently regarding post allocations.
- There is a difference in conceptualisation between an ECD practitioner and a teacher. There is a Level 4 and 5 Further Education and Training Certificate (FETC) qualification for ECD with core and electives. Grade R is not part of the core.

What requires further work?
- There are currently insufficient classrooms to even offer Grade R at each school.
- We need to clarify who the employer is of ECD and Grade R teachers.
- The articulation between the Level 4 and 5 ECD qualifications and higher education must be clarified. Currently articulation is into the NPDE, but what will happen if the NPDE is phased out? Many people do not qualify to enter the BEd.

MACRO:
- The benchmark for ECD teachers has been raised. This has led to many being considered ‘underqualified’. Currently Grade R training is included in most Foundation Phase BEd programmes; 10 years down the line every Grade R teacher should have a 3- or 4-year qualification.
- The FET qualifications were developed for access and redress. But now there are anomalies regarding articulation to higher education for Level 4 and 5 practitioners.

What changes would we like to see?
MACRO:
Regarding professional development: If Grade R teachers are seen as fully-fledged teachers, the same route for CPTD as for other teachers would need to be followed.
TOPIC: Upgrading of all teachers to REQV 14 as envisaged in the OSD is a remuneration matter not a teacher development issue.

Decisions around upgrading of educator qualifications and Recognition of Prior Learning (RPL) are not yet finalised.

GROUP E

On REQV 14:
The question to be asked: Is it a remuneration and/or a teacher development issue?

Decisions about upgrading and RPLing:
- It is a promulgated policy that all teachers by 2013 should be at REQV 14, as teaching is a profession, and that new entrants into the teaching profession should have REQV 14.
- Teacher qualifications are being raised.
- It is not an OSD matter only and the Summit must give input.

Thus:
- It is both about performance and about pay as the two issues are intertwined, although there are no automatic tight links between competences and qualifications. Thus, salary could be given to teachers without REQV 14.
Strategies:
It is important not to victimise teachers for a situation that is not of their own making:

1) There is a need to categorise all these teachers and find an appropriate multi-pronged approach to assist and get them to REQV 14.
   - Many of these teachers are in their 50s (living and working in remote areas, or having failed their NPDE) and tend to concentrate in Grade R, ABET and FET schools: we need to fast-track them to REQV 14 through a series of short CPTD courses or RPL, given their long experience, or through a more accessible NPDE.
   - Many are younger teachers employed without proper qualification because of scarcity: with their posts reserved they need to be sent back, with a set medium-term deadline, to formal training such as an NPDE, which should be expanded to reach REQV 10.

2) A feasibility study is needed, to enable us to know exactly how many teachers in which category need what support.

3) We need to develop a solid RPL system to allow HEIs to identify different RPL teacher experience.

4) We need to develop solid and differentiated upgrading programmes, which preferably are school based, and a relevant NPDE to get to REQV 14.

5) Funding from the SETA is a priority for these teachers but may not be sufficient.

6) Capacity needs to be built, especially at HEIs but also at TDCs.

RECOMMENDATION:
The Summit should say that REQV 14 is ideally needed, to ensure that teachers have minimum professional qualifications. The Summit will make further recommendations that will have to be incorporated by the OSD Task Team 5 report (not yet finalised) and this report should be presented to the ELRC.

However, in reality REQV 10 to 13 will continue to remain because of the scarcity of teachers and the need to have teachers in front of classes. In 1998 PERSAL estimated 130000 not fully qualified teachers, and today 33 per cent are without REQV 14; but research also shows that REQV is not an indicator of quality.
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TOPIC: South Africa has excellent models of teacher development, which should be generalised.

GROUP F

What is working?
The following can be said to be working:
- A model of the Matthew Goniwe school of leadership (and such a model should be replicated throughout the country and in funded institutes).
- Partnerships with the HEIs.
- Mandatory participation and enrolment of school managers in management programmes.
- Continual, sustainable motivational sessions and team-building programmes.
- The National College for School Leadership model.
- Linking schools and teachers to HEIs.
- Networking and partnerships across the sector.

What needs decision?
- Phase HoDs or learning area HoDs.
- Refinement of the stipulations of the PAM and related resolutions.
- Expansion of rural incentives to cover all subjects/learning areas.

What requires further work?
- Development of dedicated training programmes for SMTs.
- Induction programmes for all personnel covering policy matters and legislation.
- Criteria for appointment of HoDs especially in primary/secondary schools.
- Appointment of competent personnel.
- Improved conditions of service for teachers.
- Refinement of the post provisioning model and reduction of workloads.
- A funding model for school developmental programmes.
- Access to HEIs especially for the deaf and the blind (LSEN).
- Documentation of examples of good and excellent practice for circulation across the system.
- Development of a comprehensive incentive scheme for all categories of educators.