

Restructuring Teacher Education

Adele Gordon

**Issues in Education Policy
Number 6**



Centre for Education Policy Development

Restructuring Teacher Education

Adele Gordon

Issues in Education Policy
Number 6



Centre for Education Policy Development



Published by the Centre for Education Policy Development
PO Box 31892
Braamfontein
Johannesburg 2017
Tel: +27 11 403-6131
Fax: +27 11 339-3455

Copyright © CEPD 2009

ISBN: 978-0-9814095-9-7

Series editor: John Pampallis
Design and layout by: Adam Rumball, Sharkbuoys Designs

Contents

| | |
|---|----|
| Preface | 5 |
| Abbreviations and Acronyms | 7 |
| Introduction | 9 |
| Restructuring Higher Education | 10 |
| A Divided System: Teacher Education before 1994 | 13 |
| The Seeds of Change: The 1980s and Early 1990s | 14 |
| NEPI | 14 |
| The CEPD | 15 |
| The Yellow Book | 15 |
| Transforming Teacher Education: 1994 and After | 16 |
| The Teacher Audit: determining future needs | 16 |
| The constitutional and legislative basis for restructuring | 18 |
| Steps in restructuring teacher education | 19 |
| The development of a more democratic system | 20 |
| The reshaping of teacher education: mergers and incorporations | 20 |
| What did restructuring mean for teacher education institutions? | 22 |
| An imperfect process? | 23 |
| New opportunities: learnerships | 25 |
| The Teacher Education System Today: Some Challenges | 27 |
| Teacher supply and demand | 27 |
| Teacher attrition | 28 |
| The effect of restructuring on enrolment: the closure of the colleges of education | 29 |
| Teacher education enrolments and graduates (IPET and CPTD), 1995–2005 | 32 |
| Increasing enrolments through a dedicated bursary scheme | 33 |
| Other challenges | 34 |
| Key Areas of Policy Debate | 35 |
| An overview | 35 |
| Systemic changes: planning for equity and manageability | 36 |
| The value of bursary funds | 36 |
| A new institutional type? | 37 |
| Increasing access through different modes of provision | 40 |
| Conclusion | 41 |
| Further Reading | 45 |
| Titles in the <i>Issues in Education Policy Series</i> | 47 |

Preface

The series *Issues in Education Policy* consists of a number of booklets on key issues in education and training policy in South Africa. Each booklet deals with one such issue and aims to give the reader, in plain English, an overview of the topic and its implications for various stakeholders.

The intended readership includes a wide range of people with an interest in the education and training system – members of Parliament or of provincial legislatures, teachers, trade unionists, employers, student and community activists, education department officials, journalists, governors of educational institutions, members of local or provincial education and training councils, and interested members of the general public.

Each booklet gives an outline of the issue that it deals with, explains its importance and why it is contentious or divisive (where that is the case). It summarises current policy and its development – for example, why certain policies were made in the first place and under what circumstances, what the experience of implementing the policies has been, what their supporters and detractors have to say about them, and the main findings of research and policy evaluations. There is also a list of further reading.

After having read this booklet, readers should have a basic understanding of the topic. They should be able to understand more complex material on the issue, participate in public debates and assess new policy initiatives.

Abbreviations and Acronyms

| | |
|--------|--|
| AIDS | Acquired Immune Deficiency Syndrome |
| ANC | African National Congress |
| BEd | Bachelor of Education |
| CEPD | Centre for Education Policy Development |
| CHE | Council on Higher Education |
| CPTD | Continuing Professional Teacher Development |
| DET | Department of Education and Training |
| DoE | Department of Education |
| ELRC | Education Labour Relations Council |
| ETDP | Education, training and development practices |
| FET | Further Education and Training |
| GEAR | Growth, Employment and Redistribution [strategy] |
| GET | General Education and Training |
| HDI | Historically disadvantaged institution |
| HEI | Higher education institution |
| HIV | Human Immunodeficiency Virus |
| HSRC | Human Sciences Research Council |
| ICT | Information and Communication Technology |
| IPET | Initial Professional Education of Teachers |
| JCE | Johannesburg College of Education |
| MCTE | Ministerial Committee on Teacher Education |
| MUSTER | Multi-Site Teacher Education Research [project] |
| NECC | National Education Co-ordinating Committee |
| NEPI | National Education Policy Initiative |
| NCS | National Curriculum Statement |

| | |
|--------|---|
| NPFTED | National Policy Framework for Teacher Education and Development |
| NGO | Non-governmental organisation |
| NQF | National Qualifications Framework |
| NSFAS | National Student Financial Aid Scheme |
| PGCE | Postgraduate Certificate in Education |
| SACE | South African Council for Educators |
| SACOL | South African College for Open Learning |
| SACTE | South African College for Teacher Education |
| SADTU | South African Democratic Teachers Union |
| SAQA | South African Qualifications Authority |
| SETA | Sector Education and Training Authority |

Introduction

The African National Congress (ANC) national conference in Polokwane in December 2007 raised the issue of teacher training policies. Specifically, it questioned whether or not colleges of education – some closed in the late 1980s and others incorporated into universities in the early 2000s – should be re-opened. This has led to a vigorous debate on the impact of teacher training policies introduced after 1994.

Policies implemented from 1996 onwards intended to transform the teacher education system so that it could meet the democratic and equity ideals of the new South Africa. Policy recommendations by the democratic movement and the guidelines of the new Constitution meant that teacher education became part of the tertiary sector – that is, education that takes place after secondary school. A single national teacher education system was achieved through two interrelated, and extremely complex, processes. In the 1990s many colleges of education were closed; from 2001, the remainder were incorporated into the faculties, schools and departments of education at universities. Teacher education was also affected by the massive restructuring of the university sector through a complicated process of mergers and incorporations that took place from 2002 to 2005. The result was not only a transformed tertiary sector but also a significant reduction in the number of institutions offering teacher education programmes.

The intent of this booklet is to outline what has been done to improve the quality of teacher education since the end of apartheid, and the challenges that remain in building a teaching corps that delivers quality education at

all levels. It begins by looking briefly at how the tertiary sector as a whole was restructured; this serves as a background to the material presented in the rest of the booklet. The booklet goes on to summarise how teacher education was organised in apartheid South Africa. It then examines the policies and legislation that were put in place after the 1994 election to restructure the teacher education system. It analyses how these new policies have affected access to programmes for the initial professional education of teachers (IPET) and for continuing professional teacher development (CPTD).¹ The analysis considers how and why enrolment trends have changed and whether the state's current responses are sustainable. It discusses the possibility of introducing new teacher education institutions, and of offering new types of training that could expand access. The booklet concludes with a discussion on current proposals relating to access to teacher education. At the end of the booklet, there is a list of Further Reading for those who want to expand their knowledge in the area of teacher education policy.

This booklet does not discuss private institutions because it is overwhelmingly the public higher education institutions (HEIs) that are the providers of teacher education in South Africa at this time.

Restructuring Higher Education

In the 2007 Solomon Mahlangu Education Lecture, sponsored by the Centre for Education Policy Development (CEPD), Professor Saleem Badat pointed out that since 1994 virtually no part of higher education has been left untouched. The changes that took place aimed to reshape the social, political and economic inequalities of the race, gender and class system inherited by the new government. Although this booklet is about restructuring teacher education, the process of restructuring higher education as a whole also has to be understood because the two processes are so closely related. In this section, I will give a very short summary of

¹ IPET programmes train new teachers. CPTD programmes develop the skills of teachers who are already working in the profession.

higher education restructuring, in order to give the reader the context for the restructuring of teacher education.

In 1994, the South African higher education system consisted of 36 public higher education institutions – 21 universities and 15 technikons. The universities were generally seen to be responsible for “pure” academic studies and professional training of, for example, doctors and engineers; the technikons offered technical training at tertiary level but with a more practical orientation than the universities. Both were structured along racial and ethnic lines. Each was the responsibility of a government department or one of the apartheid Bantustans, depending on the racial or ethnic group it catered for. In addition to the universities and technikons, there were many colleges for training teachers, nurses, the police and the military; these colleges were also administered along racial and ethnic lines by provincial administrations and by various “separate development” political structures. A very small private higher education sector was also present.

White Paper 3 on higher education – *A Programme for the Transformation of Higher Education* – was published by the Department of Education in 1997. It proposed the general principles and values for change in the tertiary sector. A government review of macro-economic policy led to the introduction of the Growth, Employment and Redistribution (GEAR) strategy and its tight fiscal framework. This had a direct bearing on the tertiary sector. There was also uncertainty about funding arrangements for subsidising students, and this made it difficult for tertiary institutions to plan their budgets. By 2000, the viability of a number of universities and technikons was threatened; few were financially healthy, due to weak management, inefficient administration and declining enrolments experienced from 1998 to 2000.

To deal with this, the Department of Education (DoE), in partnership with the Council on Higher Education (CHE), continued the restructuring of the sector. The aim was to enhance institutional capacity to produce quality education.

In 2000, the CHE presented its report – *The Shape and Size of the Higher Education System* – to the Department of Education. It confirmed the serious plight of many institutions, particularly historically disadvantaged institutions (HDIs). This led to the passing of the National Plan for Higher Education in South Africa in 2001, which provided for the restructuring of the higher education sector. Basically, this reduced the number of institutions in an attempt to improve the efficiency of the system. A new higher education funding framework followed in 2003, which placed teacher education in the lowest subsidy category. This resulted in teacher education being regarded as somehow less important than other university faculties.

These changes radically transformed the higher education landscape. As of 1 January 2005, the public higher education sector consists of 23 higher education institutions. There are now three types of institutions:

- eleven “traditional” research-focused universities;
- six universities of technology (formerly technikons); and
- six new “comprehensive” universities that combine academic and vocationally oriented education, and that are aimed at enhancing student access and expanding research opportunities and market responsiveness.

The national plan for Higher Education of 2001 provided for the establishment of national institutes in the two provinces that had lacked provision for higher education, the Northern Cape and Mpumalanga. These institutes were established in 2003 and 2006 respectively. They serve as the administrative and governance hubs for higher education programmes provided in their provinces by higher education institutions which are based in one of the other seven provinces.

Of course, this process has had an enormous impact, not only on tertiary education as a whole, but also specifically on the education of teachers. The impact on teacher education will be discussed below.

A Divided System: Teacher Education before 1994

Before 1994, teacher education policy and programmes in South Africa were linked to colonial and apartheid laws. They have been racially determined from the time of mission schools and the establishment of the first teacher training colleges. According to the 1910 Constitution, national and provincial departments shared responsibility for teacher training. Most Africans who wanted to teach were trained as primary school teachers. Provision for African teachers at secondary level was very limited, as the only teacher training they were able to obtain was at some of the better missionary schools like Lovedale.

After the election of the Nationalist Party in 1948 and the subsequent strengthening of apartheid policies in the 1950s, the racially divided teacher education system became entrenched. By the end of the apartheid era, there were 19 different departments responsible for teacher education in South Africa. Thirty-six partially autonomous universities and technikons provided teacher education. They were structured along racial and ethnic lines, and were administered by various national and provincial authorities: White teacher education was in provincial hands (i.e. in the colleges) for primary school teacher training, and in the hands of the universities and technikons for high school teacher training. Teacher education for coloureds and Indians was left to coloured and Indian colleges of education for primary school teachers, to the University of the Western Cape for coloured high school teachers, and to the University of Durban-Westville for Indian high school teachers. The training of African teachers was more complex because of the emergence of the Bantustans. Colleges overseen by the Department of Education and Training (DET) and Bantustan departments of education were responsible for training African primary school teachers. Many teacher education colleges were established in the Bantustans – a total of about 120 by 1994. African secondary school teachers were mainly trained in the Bantustan-based universities.

Teacher training colleges had less autonomy than universities or technikons. A council for each institution dealt with administrative, financial and

academic matters, and was directly responsible to a government ministry of education. Curriculum and examinations were controlled by provincial departments in white colleges, the House of Delegates for Indian students, the House of Representatives for coloured students, and by DET or homeland departments of education in the case of the colleges of education for black students. This control meant that many teacher education colleges for African student teachers operated essentially as secondary schools rather than as tertiary institutions.

The Seeds of Change: The 1980s and Early 1990s

NEPI

Even before apartheid ended, various stakeholder groups were already thinking about new education policies. These initiatives were the first steps in building an inspirational vision of post-apartheid South Africa's education and training system.

The National Education Policy Initiative (NEPI), a project carried out by the National Education Co-ordinating Committee (NECC) between 1990 and 1992, began a process of policy debate. NEPI critically examined policy options in all areas of education, based on the ideals of the broad democratic movement. There was consultation with all major stakeholders, including teacher organisations, organisations in the democratic movement, civic organisations and teacher educators. Working groups of education and training stakeholders developed discussion papers covering most areas of education. The working group on the teacher education system recommended that the colleges of education should play a central role in training teachers. Policy should take both urban and rural needs into account, and capacity-building measures should focus on rural black colleges. A suggestion to close poorly functioning colleges was rejected on the grounds that this would waste existing resources.

The CEPD

In 1993 the African National Congress established the Centre for Education Policy Development to prepare new education policies for a post-apartheid South Africa. There was overwhelming agreement within the ANC and among other sections of the liberation movement, including organisations of education stakeholders, on three issues:

- The inequalities created by apartheid were very deep, and equality could only come about through a completely transformed system of education and training.
- Transformation of education would take time because the education cycle is long and because the benefits of good education accumulate over a lifetime.
- As a matter of urgency, however, some immediate steps had to be taken to achieve redress.

The Yellow Book

The development of a broad vision for transforming education was spearheaded by the CEPD and captured in the ANC's publication, *A Policy Framework for Education and Training*. Published in January 1994, it was commonly known as the "Yellow Book" because of the colour of its cover. Policy details were elaborated in the *Implementation Plan for Education and Training*, also published in 1994.

In the Yellow Book, it was proposed that the national government would have central responsibility for the provision of higher education, and that the national system of higher education would consist of universities, technikons and teacher training colleges. Teacher education should ensure unity of purpose and standards across the sector. This would all be led by a national Ministry of Education and Training.² Higher education institutions

² Eventually, however, two separate ministries were created – Education and Labour.

and non-governmental organisations (NGOs) would deliver pre-service and in-service training. Disbanding colleges was not a policy option at this stage.

Transforming Teacher Education: 1994 and After

The Teacher Audit: determining future needs

The transformation of teacher education in South Africa following the election of the new democratic government in 1994 was an extremely complex process, which eventually led to the incorporation of teacher training institutions into universities.

The first White Paper on Education and Training, published by the Department of Education in 1995, recommended an investigation that came to be known as the Teacher Audit. The Audit set out to analyse teacher supply, demand and use in order to develop models for future needs. All teacher education institutions and programmes were assessed in terms of staffing, governance and the quality of their programmes.

The authors pointed out that the teacher training system was fragmented as there was no collaboration between the many different education systems responsible for teacher education. Common problems were inadequate governance and administrative systems, the poor quality of teaching and learning, and low output rates. Institutions located in geographically isolated rural areas were not cost effective because enrolments were low. Mary Metcalfe, chairperson of the Dean's Forum,³ commented in a *Sunday Times* article in 2008 on the quality of education that had been offered in colleges; the article was entitled "Stick to Realistic Solutions to Meet the Demand for Teachers". She pointed out the extreme unevenness of teaching

³ The Dean's Forum is made up of the Deans of all Education Faculties, Schools of Education and Departments of Education in South African universities.

and learning programmes. She maintained that, in many colleges, teachers were not taught to their full potential because curricula represented the worst of “Bantu Education” and did not extend subject knowledge beyond matric. However, she admitted, the system had some strengths – colleges had provided a network of sites that catered for both urban and rural teacher training needs due to their broad geographical locations; also, some colleges had demonstrated innovation and change.

A discussion document arising from the Teacher Audit argued for a thorough evaluation and transformation of teacher education based on the principles of Open Learning,⁴ with existing colleges becoming the contact nodes, or central points, within an open learning system. Quality rather than quantity, it said, should be at the heart of a teacher education system. The authors of the Audit agreed with recommendations in the Yellow Book that the college sector should remain one of the sectors responsible for teacher education.

Soon after the publication of the Audit, provinces announced plans to rationalise the teaching profession. They closed colleges, stopped awarding new bursaries to students studying at colleges and universities, and offered severance packages for “excess” teachers. It was hoped that teachers would be redistributed from areas of “over-supply” to “under-supply” – from white to black, and from urban to rural, peri-urban and informal settlement areas – by “rightsizing” schools on the basis of new national guidelines for pupil–teacher ratios. In an unpublished paper entitled “Teacher Supply and Demand: Research, Policy and Practice”, written in 2009, Linda Chisholm points out that this highly contested policy of laying off teachers did not work. It was excessively costly and did not improve equity through deploying teachers to areas of need.

⁴ Open Learning is an approach to learning which gives students flexibility and choice over what, where, when, at what pace and how they learn. It commonly uses distance education and the facilities of educational technology.

The constitutional and legislative basis for restructuring

The first milestone in the transformation of the higher education sector, including teacher education, was the passing of the country's new Constitution in 1996. The Constitution addressed the divided control between national and provincial departments by making tertiary education the responsibility of the national Department of Education. This set the stage for the teacher education colleges to be taken out of provincial control and to be considered a part of the higher education system. The Constitution resulted in the creation of one national and nine provincial education departments, and so rid South Africa of its many racially determined education departments.

New laws then created a number of statutory and non-statutory councils such as the Education Labour Relations Council (ELRC), the South African Qualifications Authority (SAQA) and the South African Council for Educators (SACE). They also outlined new principles and frameworks, reorganised the schooling system, set clear strategic objectives, and determined the roles and responsibilities of the national and provincial departments, school governing bodies and other stakeholders.

Post-apartheid, higher education faced enormous challenges. Foremost among these was the need to achieve greater equity, efficiency and effectiveness within institutions and across the system. At the institutional level, universities needed to improve access to students of all races, to help build a new democracy and to become more responsive to the new society's needs. They were required to develop curricula that were locally relevant but also geared towards an increasingly competitive, technological and knowledge-driven world. They had to produce scholars who were able to tackle South African problems, and to train the growing numbers of graduates essential to economic growth and development.

The 1996 Constitution and the 1997 Higher Education Act classified teacher education as part of the higher education system. This meant that the

responsibility for teacher education belonged to the national rather than the provincial level.

Steps in restructuring teacher education

The Teacher Audit began the post-1994 reorganisation of teacher education in South Africa. Further changes to teacher education arose from two different but interrelated sets of actions.

The first was to incorporate teacher education institutions into the tertiary system. This was a difficult and highly contested process as it meant closing a number of colleges and incorporating the remainder into university departments, schools and faculties of education. The process resulted in many teacher educators at the colleges leaving the profession or relocating to provincial departments and universities as administrators or academics.

At more or less the same time, the universities were being restructured (as was discussed earlier in this booklet). The complicated process of institutional mergers meant that teacher educators in the universities and technikons again became part of new institutional arrangements.

The introduction of GEAR and its far tighter fiscal framework had a direct bearing on teacher education. The new funding arrangements for subsidising students, aimed at improving the efficiency of the tertiary sector, placed teacher education at a disadvantage compared to other faculties. University restructuring and the incorporation of colleges into the universities took place during this period of financial austerity. This has had a negative effect on teaching programmes and staff allocations. It also affected the costs to students, as bursaries for student teachers became more difficult to access. This issue is dealt with in more detail below.

The second set of activities aimed to rationalise the system of teacher education through closures and mergers as a way to improve the quality and cost effectiveness of teacher training programmes. This process, which ran parallel to the mergers and incorporations of the tertiary institutions, was

lengthy and complex, with policy development and policy implementation not necessarily complementing each other. Also, there was a great deal of disagreement about the interpretation of the legal requirements and administrative processes, and this made it difficult to implement the policies.

The development of a more democratic system

At the heart of the post-1994 changes was the intention to develop a more democratic teacher education system to replace the authoritarian system that had operated before 1994. The new government democratised decision making by encouraging many representative bodies to debate and develop policy. These stakeholder groups came from various organisations that had an interest in higher education, or from bodies that represented six social partners – educational providers, labour, business, critical interest groups, school communities and the state.

The reshaping of teacher education: mergers and incorporations

After Education White Paper 3 – *A Programme for the Transformation of Higher Education* – was published in 1997, a task team was appointed and asked to recommend ways of locating teacher education within the higher education system. Their report – *The Incorporation of Colleges of Education into the Higher Education System: A Framework for Implementation* – was published by the Department of Education in 1998. It considered the possibility that some colleges of education might become autonomous, or independent, higher education institutions if they could achieve a minimum enrolment of 2 000 students. Others would become part of existing universities and technikons.

On the basis of this report, provinces began restructuring their colleges of education, and identifying those that were suitable for incorporation into higher education. The late Ben Parker was a member of the task team appointed in 1997 to consider the incorporation of colleges into the

tertiary sector. He said that one result of this process was a rapid decline in college enrolments due to strict quotas imposed by the provinces from 1997 due to the rationalisation of the college sector. This led to a very rapid decline in college enrolments from a high of 80 000 in 1994 to just 15 000 in 2000. Apart from the declining enrolments in colleges, universities and technikons, there were serious concerns about the quality and relevance of many teacher education programmes. It was generally assumed that a process of consolidation of students and staff into approximately 30 multi-campus colleges would create institutions that could meet the criteria to become part of the public higher education system.

The decision-making process regarding the incorporation of colleges began in 1999. In that year, a team from the Department of Education visited each province and met with provincial directors, colleges, universities and technikons to negotiate the terms under which each particular college would be incorporated. This incorporation was in some instances highly profitable for the universities, because they gained valuable land and capital assets. However, there were also many challenges, including the following:

- **the fate of personnel:** What would happen to existing college personnel employed by the province?
- **the fate of students:** Would the process financially and/or educationally disadvantage students?
- **curriculum issues:** Particularly, how would institutions cope with the diversity of curricula being studied by existing students when they transferred to a new institution?
- **funding concerns:** Particularly, how would the Higher Education Budget cover the costs of the “extra students”, the additional staff to teach them and new infrastructure costs?
- **legal steps:** What would be the best way to deal with the constitutional shift of function from provincial to national competence?

The process was often contested due to the many intricate details that had to be considered for each incorporation or merger.

On 15 December 2000, the Minister of Education published a declaration that made colleges of education subdivisions of universities and technikons. These incorporations, completed by 2005, reduced the number of institutions offering teacher education to the number of existing higher education institutions. At the beginning of 2000, a total of 82 institutions enrolled 110 000 teacher education students. Of these, 50 were colleges of education with approximately 15 000 students, already considerably reduced from 80 000 students in 1994. The number of colleges was cut to half during 2000 to 25 contact colleges with 10 000 students; these colleges were earmarked for incorporation into higher education. Another 5 000 college students were enrolled in two distance colleges: the South African College for Teacher Education (SACTE) and the South African College for Open Learning (SACOL).

What did restructuring mean for teacher education institutions?

The fate of Faculties, Schools and Departments of Education at various universities differed depending on the internal restructuring at each institution. Most became part of a larger Faculty, usually the Faculty of Humanities, to meet the drive for efficiency. The teacher training colleges were then incorporated into newly formed Schools or Departments of Education within the universities. New funding formulae placed education at a disadvantage within the institutions, because education students are subsidised in the lowest funding group. In contrast, funding for colleges had been fairly generous in the past, allowing lecturers to hold small-group practical sessions. After incorporation, former college staff had to comply with university criteria for staff-student ratios, give up their workshop teaching styles and cope with far larger classes. Since then there have been appeals for the national Department of Education to change the subsidy funding allocation so that funds recognise the specific demands of providing quality professional education and how this differs for distinct school phases, particularly the training of primary school teachers.

An imperfect process?

Ben Parker considered the process in hindsight. He said that by 2000 it had become clear that the conditions under which teacher education colleges operated meant that it was not feasible for any college of education to be incorporated into higher education as an autonomous institution. In fact, the only viable route was incorporation as a sub-division of an existing university or technikon. He added that it may have been the case that some colleges could have become autonomous higher education institutions if given sufficient funding and assistance to develop over a five-year period, but that this option was never publicly explored. There was not enough funding available to increase enrolments dramatically or to develop the capacity of college personnel. Furthermore, the expense to government of the colleges, the low enrolments in some rural colleges, under-qualified staff (that is, from the perspective of higher education) and lack of management capacity all argued against the independent survival of any of the colleges of education.

Parker's view differed from that of Francis Faller, a senior member of management at the Johannesburg College of Education (JCE), which was incorporated into the University of the Witwatersrand in 2001. In a presentation to the Kenton Education Conference held in Muldersdrift in November 2002 – *Water not under the Bridge: The Demise of the College of Education Sector* – he commented that the “one size fits all” approach and the lack of discussion – even between the institutions themselves – had left colleges with no bargaining power. They did not own the plant and other resources and so could not use these to bargain with in order to retain staff or any of their teaching programmes. In fact, the transfer of resources to the universities was seen in terms of financial gain to the university and not necessarily as extending the teaching function of the particular institutions. Faller claimed that colleges were effectively swallowed up by the universities and technikons, leaving them with little of their previous potential to act as contact nodes, as suggested in the Teacher Audit report. In his view, the process had led to uncertainty and demoralisation among staff.

In the *Sunday Times* article (27 April 2008) referred to above, Mary Metcalfe agreed that the processes followed to close colleges had been problematical. She felt that valuable experience and capacity had been lost, and that the sector had become somewhat unstable during the incorporation process. She also felt that there had been inadequate support from the Department of Education and from university managements.

Glenda Kruss, a researcher at the Human Sciences Research Council (HSRC) and author of a study on the restructuring of the tertiary sector, believed that the difficulties arose from the lack of an appropriate national plan to retain teacher education expertise. The figures given in the next section show how these decisions affected the supply of teachers. Kruss also questioned whether the incorporation of colleges undermined the training of primary school teachers. In the past, the focus of the teacher education colleges had been on training primary school teachers whereas university faculties tended to concentrate on secondary school teachers.

Kruss claims that decisions about the restructuring were strongly influenced by the interests of university managements (usually not their education Faculties or Schools), and by the ability of individual colleges to ensure their survival, which depended to some extent on the existence of valuable property and infrastructure. This meant that the responses of the various institutions to incorporation differed considerably in terms of governance, management and curriculum. The process of incorporation, and the range of teaching programmes that survived the incorporation, was affected by various factors: the level of disadvantage of the institutions being incorporated; the culture of the institutions; their political orientation during apartheid; and the effectiveness of their student bodies.

A further consequence has been a new relationship between the providers of teacher education (now located in universities) and the provincial departments of education (previously in control of teacher education). Provincial departments are the primary agents now in charge of bringing about in-service CPTD courses, while the national Department of Education

has responsibility for IPET in terms of the structure and quality assurance of programmes and qualifications.

The transfer of all teacher education programmes to universities has led to a change in emphasis from “teacher training” to “teacher education”. This in turn appears to have directed teaching away from practical, classroom issues towards academic concerns.

Another factor causing stress was changes that were made to the school curriculum while incorporations were taking place. Course content, teaching and learning have been affected by national policy. Teacher educators had to revamp the content, structure and scope of their programmes to take account of the Norms and Standards for Educators, published by the Department of Education in 2000, and the Revised National Curriculum Statement, which was finalised in 2005.

Continuing challenges in this sector led to the government appointing the Ministerial Committee on Teacher Education (MCTE) in 2003 to consider the entire fabric of teacher training. The Committee’s report – *A National Framework for Teacher Education in South Africa* – was released in 2005. It was followed in 2007 by *The National Policy Framework for Teacher Education and Development in South Africa: More Teachers, Better Teachers*.

New opportunities: learnerships

The National Qualifications Framework (NQF)⁵ has created a new entry point for teachers. In early 2001, a joint working committee of the Departments of Education and Labour developed a draft national human resource development strategy that placed a strong emphasis on the role of Sector Education and Training Authorities (SETAs). In 2000 the Education, Training and Development Practices (ETDP) SETA released its draft human

⁵ See The National Qualifications Framework, Booklet Number 1 in the “Issues in Education Policy” series, for details.

resources development plan for the whole of the ETDP sector, funded from the Skills Levy Fund. This and subsequent strategic plans support an integrated and inclusive approach to the quality assurance of educator providers, programmes and qualifications for the private and public sectors. The Department of Education has expressed its commitment to a strong working relationship with the ETDP SETA in the National Policy Framework for Teacher Education and Development.

A number of site-based “experiential” learning programmes have been given a boost by this collaboration with the Department of Labour through learnerships. Learnerships refer to a learning programme that consists of a structured learning component as well as practical work experience of a specified nature and duration. The ETDP SETA supports a number of “learner teachers”; the first group has already graduated. These learner teachers study through a university while being employed in a school; they are paid at rates determined by the Minister of Labour. This is a flexible and potentially cost-effective approach to teacher education, and can be used to address urgent needs. However, quality assuring this new mode of delivery requires that institutions engage regularly with schools to monitor and assess those student teachers based at the schools, and this may prove to be costly.

This process offers new opportunities to youths who are not employed and who wish to enter the teaching profession but do not have funds to do so. In his address at the launch of the learnership programme in 2001, former Minister of Education Professor Kader Asmal said:

The essence of learnerships is that the opportunities are infinite, since it is the operation of the economy that drives them [and that] through learnerships, [government] has created the platform to address the skills needed in the country.

This model recognises schools as both places of learning for teachers and as workplaces, and prepares student teachers to cope with practical learning experiences in schools. These work-based experiences should be supported

by Open Learning programmes which would be the responsibility of teacher education providers at universities.

In an attempt to support Foundation Phase teachers, the Western Cape Education Department has introduced training for teaching assistants who help in Foundation Phase classrooms (that is, Grades R to 3), and who work with families where literacy levels are poor so as to improve literacy levels in the homes of learners. After a two-year accredited further education and training (FET) college programme, these assistants could enrol for a Bachelor of Education degree, but the programme credits still need to be recognised by universities.

The Teacher Education System Today: Some Challenges

Forecasting supply and demand is difficult. In 2005, the report of the Ministerial Committee on Teacher Education pointed out that information about demand is either not available or is incomplete, unreliable and out of date. In some cases, provincial departments of education do not even have accurate data about the number of teachers who are presently employed in the system, their specialisation or their rate of attrition. Nevertheless, some recent studies have given valuable information on issues relating to the supply of educators and attrition from the system. Some of this information is presented below.

Teacher supply and demand

Whether or not there are enough teachers to meet demand is a good measure of the health of the teacher education system. Attrition from the system – that is, teachers retiring, dying or leaving for jobs in other sectors – runs at about 5% per year. This means that South Africa needs between 20 000 and 30 000 new teachers every year over the next decade. However, as we illustrate later, the number of graduates from the initial teacher

education system is far lower. More is said about the reasons for shortages and government responses to these later in the booklet.

Gender equity is a further challenge. *The National Policy Framework for Teacher Education and Development in South Africa*, among other things, describes the gender profile of the country's teaching corps. Of all teachers employed by the Department of Education in 2006, two-thirds were women, but men were over-represented in promotion posts and school management positions. Approximately two in five principals were females, and just over one-half of the heads of department posts at schools were filled by women.

Teacher attrition

In recent years the rate of teachers leaving teaching because of retirement, medical incapacity and death has been increasing. One cause is the HIV and AIDS pandemic, where low socio-economic status and living in rural areas may mean an increased risk that teachers, and particularly women, become infected.

The Education Labour Relations Council commissioned a study that was carried out by the Human Sciences Research Council. The report of this study was titled *Educator Supply and Demand in the South African Public Education System*, and was published in 2005. The study established that roughly 13% of teachers are HIV-positive. This is in line with national data, with the highest prevalence (21%) among young (25-34 years) African teachers living in rural areas. Women have a higher HIV prevalence than men. The study found that Africans had a prevalence of 16%, compared to less than 1% among whites, coloureds and Indians. Provincial differences exist, with KwaZulu-Natal and Mpumalanga having the highest HIV prevalence rates among the provinces. The AIDS pandemic has increased mortality rates among teachers, and it is likely that infections lower capacity due to absenteeism.

Another reason for teachers leaving the profession is the conditions under which they work. Another ELRC study conducted by the HSRC and the Medical Research Council in 2005 – *Potential Attrition in Education: The Impact of Job Satisfaction, Morale, Workload and HIV/AIDS* – found that more than half of teachers considered leaving the profession because of inadequate pay, increased workload, poor relationships with the education department, lack of professional recognition, dissatisfaction with work policies and job insecurity. Schools in rural areas and in fast-growing urban settlements have the poorest resources, contributing to teachers' low morale.

In the next section of the booklet, we examine the underlying reasons for these shortages.

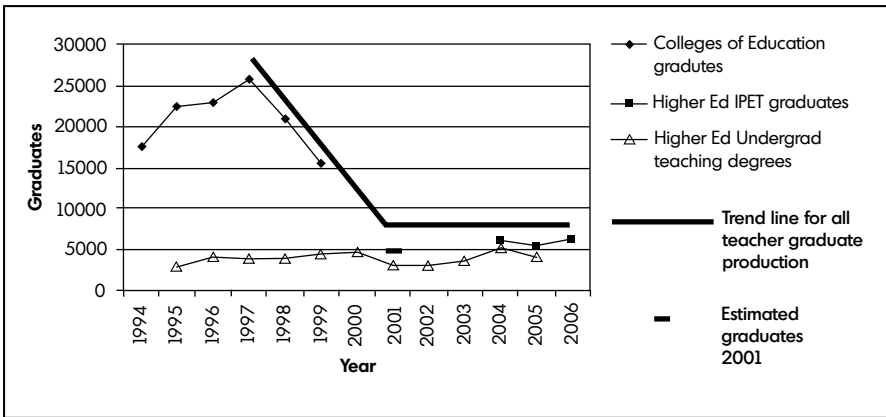
The effect of restructuring on enrolment: the closure of the colleges of education

Shortages of teachers are especially evident in the low enrolment of African student teachers. The situation is particularly serious in the Foundation Phase, where learners need teachers who can speak and teach in their mother tongue. The Department of Education reports that in 2006 new teacher graduates provided less than 10% of the number of teachers required to teach in African languages in the Foundation Phase. However, shortages in student enrolments are not uniform across the country. A recent report by Andrew Patterson and Fabian Arends is entitled *Who Are We Missing? Teacher Graduate Production in South Africa, 1995–2006*. Their findings show an alarming drop in student numbers from rural areas.

Patterson and Arends' analysis unravels different strands of a single story. They note that there is a significant decline in the numbers of young African women enrolling for IPET. It is also important to note the virtual absence of men enrolling for primary-level IPET programmes. This has been always been the case among South African student teachers and Foundation Phase educators, but of course it does not mean that in future male students should not be targeted to teach junior primary classes.

Figure 1 illustrates the trends in the numbers of teacher graduates from higher education and colleges of education from 1994 to 2006. The annual number of graduates from colleges of education reached a peak of over 25 000 in 1997. This was followed by a steep decline in enrolments and graduates. By the end of 2001 there were approximately 5 000 IPET student graduates that year.

Figure 1. Enrolment trends of IPET graduates, 1994–2006



Reproduced from Patterson and Arends, 2008:113.

There was a bottoming-out of graduate numbers in 2001, following the incorporation of colleges of education into higher education institutions. After that, numbers flatten out at a level that was, and still is, not much higher than higher education graduate production on its own. Patterson and Arends conclude that there was very little movement of enrolment from the colleges of education into universities after the colleges were closed.

In 1994 most students were 29 years or younger (78%), the majority were African (89%), and almost all of them in primary and junior primary courses were female (98%). Furthermore, approximately one-half were accommodated in residences. ... Were rural communities in the catchment areas of the former colleges left stranded once teacher education opportunities receded towards the towns? Why did the impetus of teacher training established in the hinterland

of over 90 colleges of education not generate a secondary wave of education students who pursued teacher education opportunities in numbers after the closure of the colleges? Is the propensity to study teaching very sensitive to the impact of distance and cost on households (Patterson and Arends, 2008:114)?

The researchers suggest that, given the dominant (urban) location of current teacher education facilities, young rural people, especially African females, were cut out of the graduate production process. In other words, with the closing of the colleges of education in rural areas, students (who happened to be mainly women) were not able to enrol at universities. To understand this, one must consider their profile – they are mainly poor, live in poverty-stricken areas and have a higher chance of becoming infected with and affected by HIV. This means they may be prevented from travelling to urban areas to pursue training options due to poverty, their illness or the illness of others in their households.

A further indication that the supply of teachers is of most concern in rural areas is the uneven drop in the numbers of students enrolled in the teacher training colleges. This drop – from 80 000 student teachers in 1994 to 10 000 in 2000 – was greatest in provinces that already had teacher shortages, and particularly in the predominantly rural provinces. The decrease in enrolment in Eastern Cape, KwaZulu-Natal and Northern Cape was over 90%.

Clearly, a consequence of the incorporation of colleges of education into higher education institutions is that the provision of teacher education has become more centralised, located predominantly in urban settings, and therefore less accessible to rural students. It has increased the costs to individuals to study to become teachers, because now they have to factor in travel, living expenses and accommodation costs. In short, IPET programmes have become too expensive for the majority of traditional teacher education students. As an additional disincentive, prospects of employment for newly qualified teachers decreased with the ending of contracts linked to the bursaries which had been available for student teachers in colleges and universities.

Teacher education enrolments and graduates (IPET and CPTD), 1995–2005

From 1995 to 2005, the Department of Education's emphasis on continuing professional teacher development, the desire of teachers to improve their own practice, and competition between institutions contributed to a healthy stream of teachers enrolling at universities and technikons in teacher education programmes for both IPET and CPTD programmes. This increase was not steady, as the number of enrolees decreased from 1996 to 1998, before increasing again and then reaching equilibrium.

From 1999, African enrolments in all education programmes – IPET and CPTD – were the highest (four in every five students), followed by white students (one in ten students) There were also gender differences, as most (seven in 10) students were female. In 2004, nearly 60% of graduates were female and African.

Even though more students of all race groups enrolled for IPET and CPTD education programmes at universities and technikons from 1995 to 2004, and this increase favours Africans, the proportion of young Africans in IPET programmes dropped considerably compared to other race groups.

It appears, however, that college closure is not the only reason for this. First, since the end of apartheid, opportunities for employment in many sectors have opened up to young Africans. This means that those who formerly may have enrolled for teacher education are choosing to pursue other careers. Second, service-linked provincial bursaries, which were stopped after the closure of the colleges of education, have only become available again since 2007 with the establishment of the Funza Lushaka bursaries (see next section). Third, the professional status given to teachers is low, working conditions are considered difficult and remuneration levels are poor, so there is diminishing interest in the profession.

Increasing enrolments through a dedicated bursary scheme

The report of the Ministerial Committee on Teacher Education highlights the need to reconsider the funding of IPET programmes – Bachelors of Education (BEd) and Post-graduate Certificates in Education (PGCE) – as well as CPTD programmes. This is because, the Committee claims, institutional capacity to provide quality IPET programmes is deteriorating rapidly.

After the report was issued, subsidy formulae for teacher education students remained the same, but the Department of Education put into place a dedicated bursary fund to target student teachers who are willing to teach in critical subject areas. The main student funding scheme, the National Student Financial Aid Scheme (NSFAS), provides financial aid through loans and bursaries for academically deserving and financially needy students to meet their own and South Africa's development needs. It seeks to make an impact on South Africa's racially skewed enrolment and graduate demographics. However, NSFAS funding did not allow sufficient access to teacher education students; the number of students gaining bursaries dropped from a high of 11% in 1996 to a low of 3.3% in 2001. This prompted the Department of Education to allocate ring-fenced NSFAS funding for teacher education. As a result there was an increase in the number of student teachers receiving NSFAS funding, but this was almost exclusively among students enrolled for training as secondary school teachers.

To avoid a critical shortage in the supply of teachers, the state then started a new bursary scheme, Funza Lushaka, administered by NSFAS. This scheme began in 2007, and is intended to continue for a period of three years. These full-cost bursaries allow students to complete a full teaching qualification in an area of national priority. On completion, they are required to teach in a provincial education department for the same number of years that they received the bursary. If they choose not to teach, they must repay the bursary. Bursaries are offered to train more Foundation Phase teachers,

more teachers to work in rural schools, and more Mathematics and Language teachers – the areas of critical shortage. The terms of the bursary ensure that most student teachers will remain in the profession, at least for the period required by the terms of their bursary – and hopefully for longer. In 2007 and 2008, a total of 9 289 bursaries were awarded. Provincial education departments have also provided bursaries in return for a service contract for an equivalent period.

Although a substantial number of bursaries have been awarded, it seems that there may still be a short supply of teachers, as calculated by the MCTE. Also, in 2007 only 5% of bursary recipients were training to become African-language Foundation Phase teachers. It may be that there is still a perception that teaching in the senior grades carries more status.

Other challenges

Transferring teacher education to the tertiary sector to streamline the system has been accomplished. However, at this time access to teacher education programmes and professional development opportunities is not equitable. The enrolment of female and male students from rural and urban areas is not equal, nor is the appointment of females and males across all teaching and management levels. In fact, the costs of pre-service teacher education at university level have become more and more difficult for potential student teachers from poorer families to afford. Some of them may have to choose other careers that provide better long-term returns for the “investment” made by students and their families. Some families cannot afford to lose the support of their children in daily household affairs. This is particularly the case for potential students from outside the main urban centres, and this has led to a clear urban bias in access to teacher education. These conditions led Patterson and Arends to conclude that after the closure of the colleges, and until the introduction of the Funza Lushaka bursaries, there has not been a policy or mechanism to ensure that school graduates from rural poor or urban unemployed households can enter the teaching profession.

Key Areas of Policy Debate

An overview

The first part of this booklet has dealt with the complex restructuring of the higher education landscape and its aftermath. The policy and planning issues explored in the rest of this booklet centre on three key issues:

- improving the efficiency of the teacher education system by ensuring consistency between the roles and responsibilities of the different parties, particularly the national and provincial departments of education, the higher education institutions and the South African Council for Educators;
- developing strategies to ensure that students from poor backgrounds who live in marginalised districts and provinces, particularly in rural areas, enrol in teacher education programmes and make themselves available for employment as teachers after graduation;
- considering how the current range of providers of IPET and CPTD can expand access by creating new institutional forms.

The Department of Education has already expressed its intention to address some of these concerns. Following a period of consultation and negotiation with key stakeholders after the publication of the report of the Ministerial Committee on Teacher Education, the Department published the National Policy Framework for Teacher Education and Development (NPFTEd) in 2007. The Framework recognised the importance of monitoring supply and demand, and introduced plans to establish a national electronic database and information service on teacher demand and supply in collaboration with provincial departments of education, universities and the Education Labour Relations Council. This database should be capable of tracking and predicting teacher attrition, staffing requirements and recruitment by learning area, subject, phase and location of teachers. Financial incentives will help to recruit and retain teachers in scarce skills areas, to reward top-performing teachers, and to retain teachers in rural areas. The NPFTEd

also covers issues concerning IPET qualification routes, and proposes to implement a process to cover the induction and mentoring of new teachers. Finally, SACE will be charged with overall responsibility for the implementation and management of CPTD programmes.

Systemic changes: planning for equity and manageability

The Ministerial Committee on Teacher Education pointed out that the division of responsibilities for teacher education between national and provincial departments of education has had a severe impact on funding arrangements for teacher education. The MCTE maintains that the work of the various bodies involved in teacher education – primarily the national and provincial departments of education, District Offices and SACE – needs to be harmonised in order to facilitate funding of various activities and to create effective lines of communication between different parties.

A case in point is continuing professional teacher development, which will be managed by SACE. However, it is clear that other stakeholders should be involved in decisions relating to CPTD – the national Department to provide general guidelines, the provincial departments to point out emerging skill shortages at schools and in their districts, and the higher education institutions which must have the capacity to produce quality courses in a relatively short timeframe to meet demand.

The value of bursary funds

Keith Lewin of the Multi-Site Teacher Education Research project (MUSTER) maintains that money spent on bursaries could be better spent if one wishes to enhance access. In other words, one must question the sustainability of bursaries as a viable, long-term policy option. Lewin believes that the costs are simply too high. If students are poor and from rural areas, they generally need full residential bursaries as well as funds to cover their training and learning materials.

A further point is whether universities that are located in urban centres have the capacity to give relevant worksite experience to students who will teach in rural schools. Can university teacher educators offer teaching experience in rural areas? Brian Ramadiro and Kimberley Porteus of the Nelson Mandela Institute for Rural Education at the University of Fort Hare say in a 2008 conference paper – *The University and Sustainable Rural Development* – that this is questionable. They comment that teacher educators do not really know how to manage large classrooms, hungry learners, multilingual language acquisition (with few appropriate print materials) and content knowledge in schools that are located in an environment which has few textbooks and little food.

This information indicates that the supply of new teachers will remain an issue of concern until we have been able to understand how the Funza Lushaka bursary scheme makes a difference to the number of teachers entering and staying in the system. At this point, however, it appears that the awarding of service-linked bursaries can only be one strategy of making sure that South Africa has enough well-trained and committed teachers to support quality education.

A new institutional type?

The discussion on new institutional forms must consider how IPET and CPTD programmes can be more easily accessed. It is particularly important to look at whether the current institutions offering teacher education have the capacity to offer pre-service and in-service programmes across South Africa's educational system. If they do not, what type of support system is needed to make sure they can do so?

By far the most contentious proposal made to tackle the shortage of teachers has been the resurrection of teacher training colleges. This was proposed at the annual conference of the African National Congress in Polokwane in December 2007. It attracted a great deal of interest in the media, where the debate re-opened the reasons for the college closures and the outcomes of this process.

The Department of Education's response was made by Minister Naledi Pandor. She pointed out in Parliament that policies addressing shortages could not compromise quality. She added that in addition to introducing Funza Lushaka, the bursary scheme described above, her Department was investigating options to establish dedicated units, colleges or institutions in each province in view of the teacher shortage. She also stated that the call to open the colleges was linked to the issue of whether or not primary school teachers need a university education.

Her announcement was welcomed by the South African Democratic Teachers Union (SADTU). However, John Lewis, media officer for SADTU, said that government also needed to put more effort into making teacher training arrangements in universities work better. In an article in *University World News* on 27 April 2008, Lewis said:

We don't see this as colleges versus universities. We think that a lot of the intellectual drive behind teacher training will continue to come from universities. But colleges have a role to play in teacher training outreach.

SADTU's pro-college argument has three main thrusts. First, Lewis said, when teacher training was transferred to universities, there was a very large reduction in the number of teachers being trained. Second, universities have focused on the high end of teaching – that is, on upgrading teachers at the postgraduate level rather than on training new teachers. Third, an advantage of colleges was that many were located in rural areas, so they were much more accessible to people in areas that most need teachers. The idea, he said, is to take teacher training to where it is most needed.

Professor Mary Metcalfe, in the 2008 article in the *Sunday Times*, said that strategies of expanding teacher training capacity, particularly in isolated areas, must be carried out on the base of what has been achieved during eight years of teacher training at universities. "What we need is for universities to create new models by establishing relationships with institutes," she said. She suggested that there was no point in re-opening discussions of what happened to the colleges, but rather that it was necessary to examine

why the call is being made at this time and then how the problems can be addressed. She tackled the question of the need for greater access through discussing appropriate institutional forms and modes of provision. Metcalfe underscored her argument with the point that any new arrangements must comply with the constitutional obligation that teacher education is a national competence:

The call to reopen Colleges is rooted in practical experiences of inadequate teacher supply and poor teacher quality. This is a basis for a different question: given current policy, what is the best institutional form to respond to the challenges identified? ... Different institutional arrangements may be possible within this umbrella. An 'institute' arrangement with more accessible sites of delivery and an increased use of excellent distance education models are possible (Mary Metcalfe, *Sunday Times*, 27 April 2008).

Her remarks point to at least two types of provision – autonomous institutions, and institutes that have campuses at more than one location. Either of these options could provide courses through different teaching modes, including distance education. (Note that this proposal is remarkably similar to the recommendations made by the authors of the Teacher Audit in 1996.)

Any new type of institution could offer an extended CPTD programme, but this would require co-ordination between provincial education departments (because they are aware of skill shortages at schools) and higher education institutions (who would have to respond to training requests).

There are some difficulties with implementing this recommendation. One concerns academic staff. Who would be available to work in the new institutions, whether they were autonomous or linked to universities? As discussed above, the college rationalisation process began during the 1980s and reached a peak towards the end of the 1990s, before the remaining colleges were incorporated into higher education institutions after 2000. This long span of time means that it is likely that most former staff members are now working in other jobs or have retired. If colleges re-open, new staff

would have to be trained, and they would have to be prepared to work in rural communities.

A second constraint is cost. The probable high cost of this endeavour reminds us of the comments made by Ben Parker, who said in 2000 that the cost of sustaining college-type programmes was too high and so could not be put into effect then. The costs of creating and running either autonomous or satellite institutions that offer a variety of Open Learning and contact programmes will have to be carefully calculated and compared with other strategies of countering the teacher shortage.

Increasing access through different modes of provision

As was mentioned earlier in this booklet, Open Learning is an instructional system in which many aspects of the learning process are under the control of the learner. It attempts to deliver learning opportunities where, when and how the learner needs them. It may include distance learning using various learning resources. Its strength is that it can break the barriers to providing education at a particular site by providing learning programmes using a range of suitable media, including information and communication technologies (ICTs).

Various possibilities for Open Learning have been tried out in South Africa, and have made it possible for urban-placed institutions to partner smaller (sometimes rural) institutions in the provision of teacher education, with the support of other stakeholders such as provincial education departments and NGOs. “Mixed mode” provision – that is, a flexible arrangement of learning that has both distance and contact tuition components – is considered essential to improve teaching and learning. One programme developed by Fort Hare University ran a mixed-mode programme with practising teachers, and this included classroom supervision. These projects could be used, as the Ministerial Committee on Teacher Education suggested, by teacher educators in universities to think more imaginatively about their modes of delivery in IPET programmes.

Following the MCTE recommendations, the National Policy Framework for Teacher Education and Development opens up more possibilities for Bachelor of Education study at a distance, which will be available in five modes of delivery – full-time or part-time contact study, learnerships, and combinations of distance learning and mentored school-based practice for student teachers employed by provincial departments of educations.

Conclusion

Keith Lewin, the Head of the MUSTER project, said that the capacity for change in the teacher education sector in South Africa may have been tested beyond reasonable limits. Institutions have been expected to respond to major policy changes while at the same time going through extremely difficult processes of institutional restructuring.

The discussion in this booklet has shown that problems have emerged, despite the achievement of a more streamlined and manageable system. In particular, it is now clear that more attention should have been paid to providing access to teacher education in various South African contexts when implementing these changes. South Africa's educational landscape has remained uneven, and this implies that a "one size fits all" strategy of teacher education provision is unlikely to succeed in meeting equity goals across the sector.

A great deal of uncertainty remains concerning the implementation of ways to improve access to IPET and CPTD. At first, policies opted for quality improvements by placing teacher education programmes at universities. With hindsight, it appears that this approach did not foresee emerging gaps in provision relating to access to IPET programmes for rural students wanting to teach junior classes, which had been the bedrock of college training programmes. Financial problems arising from the overall restructuring of the higher education sector have led to further barriers to quality teaching and learning. Indeed, the analysis presented in this booklet

has shown how difficult it is to reconcile goals of financial efficiency with democratic ideas of equity and mass provision.

The question arising from this analysis is what policy mix can ensure that there are sufficient resources to allow school graduates from marginalised communities to enrol in teacher education programmes while retaining the quality of those programmes. One possible solution is to create new institutions to service rural areas.

Recently the government has begun an expensive and far-reaching process of service-linked bursaries, similar to those offered before 1994, to allow rural and poor students to enter teacher education programmes – the Funza Lushaka programme. This has increased enrolments, but it is possible that the scheme will be too costly to be sustainable and so will end up as a short-term response to current shortages in supply.

Another popular recommendation made by many groups, including government, is to boost the number of Open Learning IPET and CPTD programmes. This is also a costly option as substantial institutional support will be required to meet the needs of students who study at a distance in South Africa's rural areas. This is especially so given the inadequate infrastructure of many rural educational institutions and the shortage of academic and administrative personnel to support these initiatives.

The ANC and other parties have called for the re-opening of the colleges, or institutions similar to the former colleges, that would now be the responsibility of the national Department of Education. This would open up access to disadvantaged students who cannot afford to attend universities because of limited funds, the effect of HIV and AIDS in their communities, and their responsibilities to their families which keep them at home. Clearly additional institutional support in rural locations would facilitate worksite experiences for IPET students and for those in learnerships. It would also allow practising teachers to attend CPTD programmes near their schools. Again the issue of finding adequately trained staff will have to be addressed.

An option which blends two proposals – Open Learning and establishing a new form of institution – is to establish a streamlined system in which universities remain the hubs of teacher education provision and newly created institutions become satellite campuses.

Whatever option is accepted, the higher education providers will be central in supporting teacher education. To do this, they will require additional funding, as current subsidy arrangements already make it difficult to meet students' learning needs.

It appears that three central challenges must be addressed when considering the issues affecting the supply and demand of teachers if we are to fulfil our constitutional mandate concerning the right to basic education. The first is to stabilise the teacher education system so that it recovers from the massive, disruptive changes it went through and develops the capacity to provide quality teacher education for all new student teachers and practising teachers. The second is to make sure that school graduates from all corners of South Africa are equally able to enter teacher education programmes by putting strategies in place that improve access to youths living in rural communities. The third is to improve the status of teachers and conditions of service so that we rekindle youths' interest in becoming teachers and remaining in the profession. . Even though teacher education is now a national competence, changes in institutional forms may be needed that allow for a spread of providers, possibly linked through common administrative and governance systems, and making creative use of a range of teaching modes suited to varied contexts.

Undoubtedly, South Africa tackled the many challenges facing the education system in 1994 with great vigour, fundamentally altering its foundational values, its structure and what is taught in classrooms. However, the continuing poor performance of students in the General Education and Training and Further Education and Training bands show how these good intentions have failed to translate into performance. South African learners continue to lag behind their peers in other countries, even those studying

in the poorest countries on the African continent. Teacher education is central to changing this situation, and to creating an education system that meets the country's needs.

Further Reading

General reading about teacher education

African National Congress (ANC). 1994 (2003). *A Policy Framework for Education and Training*. Johannesburg: CEPD.

Chisholm, L. 2009. Teacher Supply and Demand: Research, Policy and Practice. Unpublished paper, 5 February.

Council on Higher Education (CHE). 2000. *The Shape and Size of the Higher Education System*. Pretoria: CHE.

Hall, E. with M. Altman, N. Nkomo, K. Peltzer and K. Zuma. 2005. Potential Attrition in Education. The Impact of Job Satisfaction, Morale, Workload and HIV/AIDS. Report presented to the Education Labour Relations Council, prepared by a research consortium comprising the Human Sciences Research Council and the Medical Research Council of South Africa.

Kruss G. 2007 Trajectories of Restructuring: The Changing Context for Initial Teacher Education in South Africa. Paper presented at the conference on Teacher Development and Institutional Change in an Evolving Education Context. Kopanong, Johannesburg, 28 and 29 May.

Lewin, K., M. Samuel and Y. Sayed (eds.). 2003. *Changing Patterns of Teacher Education in South Africa*. Policy, Practice and Prospects. South Africa: Heinemann.

MacGregor, K. 2008. Discussion on the Re-opening of Colleges. Online. Available url: <http://www.universityworldnews.com/article.php?story=20080427091640134>. Accessed on 28 April 2009.

Paterson, A. and F. Arends. 2008. *Who Are We Missing? Teacher Graduate Production in South Africa, 1995-2006*. Pretoria: HSRC.

Peltzer, K., O. Shisana, E. Udjo, D. Wilson, T. Rehle, C. Connolly, K. Zuma, L. Letlape, J. Louw, L. Simbayi, N. Zungu-Dirwayi, S. Ramlagan, K. Magome, E. Hall and M. Phurutse. 2005. *Educator Supply and Demand in the South African Public Education System*. Integrated Report. Cape Town: HSRC.

Ramadiro B. and K. Porteus. 2008. The University and Sustainable Rural Development. In *Universities in Southern Africa as Catalysts for Sustainable Rural Development*, edited by Centre for Education Policy Development. Johannesburg: CEPD.

Legislation and government documents

Department of Education. 1997. *A Programme for the Transformation of Higher Education. Education White Paper 3*. Government Gazette No. 18207. Pretoria: DoE.

Department of Education. 1998. *The Incorporation of Colleges of Education into the Higher Education Sector: A Framework for Implementation*. Pretoria: DoE.

Department of Education. 2002. *Transformation and Restructuring: A New Institutional Landscape for Higher Education*. Government Gazette No. 23549. Pretoria: DoE.

Department of Education. 2005. *A National Framework for Teacher Education in South Africa. Report of the Ministerial Committee on Teacher Education*. Pretoria: DoE.

Department of Education. 2007. *The National Policy Framework for Teacher Education and Development in South Africa: More Teachers Better Teachers*. Pretoria: DoE.

Websites

| | |
|---|--|
| Centre for Education Policy Development | www.cepd.org.za |
| Council on Higher Education | www.che.ac.za |
| Department of Education | www.doe.gov.za |
| Human Sciences Research Council | www.hsrc.ac.za |
| South African Council for Educators | www.sace.org.za |

Titles in the *Issues in Education Policy Series*

- Number 1 *The National Qualifications Framework*, by Richard Jewison
Number 2 *School Governance*, by Tsakani Chaka
Number 3 *School Fees*, by John Pampallis
Number 4 *Education in Rural Areas*, by Michael Gardiner
Number 5 *Quality Assurance in Education*, by Stephanie Matseleng Allais
Number 6 *Restructuring Teacher Education*, by Adele Gordon

These titles are available in hard copy from the Centre for Education Policy Development, and in electronic format on the CEPD website (www.cepd.org.za).

Other titles on various education policy issues are in preparation, and will be published from time to time.

This is one of a series of booklets on key issues in education and training policy in South Africa. Each booklet deals with one such issue and aims to give the reader, in plain English, an informed overview of the topic and its implications for various stakeholders.

The intended readership includes a wide range of people with an interest in the education and training system – members of Parliament or of provincial legislatures, teachers, trade unionists, employers, student and community activists, education department officials, journalists, governors of educational institutions, members of local or provincial education and training councils, and interested members of the general public.

Issues in Education Policy, Number 6 Restructuring Teacher Education

After 1994, changes were made to many aspects of education, including the system of training and upgrading teachers. These changes were aimed at developing a more democratic teacher education system to replace the racist, authoritarian and unequal system that had operated under apartheid.

This booklet describes how teacher education was organised in apartheid South Africa, and then examines the policies and legislation that were put in place after 1994 to restructure the system. It analyses how these new policies have affected access to teacher education programmes and evaluates whether the state's responses are sustainable. The booklet discusses the challenges that remain in building a teaching corps that delivers quality education at all levels, and examines some of the emerging proposals for achieving this.



ISBN 978-0-9814095-9-7

