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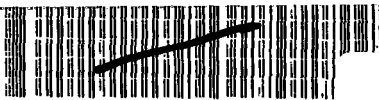
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Prof. J.P. de Lange
Chairman of the Main Committee
HSRC Investigation into Education

**REPORT OF THE WORK COMMITTEE:
RECRUITMENT AND TRAINING OF TEACHERS**

As Chairman I take pleasure in submitting the report of the Work Committee: Recruitment and training of teachers to the Main Committee for consideration. The final chapter contains a summary of the report.

N.T. van Loggerenberg

**PROF. N.T. VAN LOGGERENBERG
CHAIRMAN**

STATEMENT

This report has been prepared by the Work Committee: Recruitment and training of teachers instituted by the HSRC Main Committee for the Investigation into Education.

This report reflects the findings, opinions and recommendations of the Work Committee: Recruitment and training of teachers and, where applicable, those of groups or individuals in the work committee with regard to matters about which there are differences of opinion. The findings, opinions and recommendations contained in this report do not necessarily reflect the point of view of either the HSRC or the HSRC Main Committee for the Investigation into Education.

This report is regarded by the HSRC Main Committee for the Investigation into Education as a submission of the Work Committee: Recruitment and training of teachers to the Main Committee. The point of view and recommendations of the HSRC Main Committee will be contained in its final report that will be submitted to the Cabinet.

Human Sciences Research Council

Investigation into Education

Report of the Work Committee:

**Recruitment and training
of teachers**

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HSRC INVESTIGATION INTO EDUCATION

REPORT OF THE WORK COMMITTEE:

RECRUITMENT AND TRAINING OF TEACHERS

| INDEX | PAGE |
|--|------|
| ORIENTATION | iv |
| 1. INTRODUCTION | 1 |
| 1.1 The aim of the investigation | 1 |
| 1.2 Field of investigation | 1 |
| 1.3 The division of the investigation into sub-committees | 2 |
| 1.4 Method of investigation | 3 |
| 2. THE IMPORTANCE OF THE INVESTIGATION | 5 |
| 2.1 Teaching and education | 5 |
| 2.2 The relation between the school system and the needs of the community | 6 |
| 2.3 The quality of teacher training | 7 |
| 2.4 Continuing training of teachers | 7 |
| 2.5 Recruitment and selection of education students | 8 |
| 2.6 Working conditions and conditions of service of teachers | 10 |
| 2.7 The principle of professional control | 11 |
| 2.8 The state of professional control of education in the RSA | 13 |
| 2.8.1 Act 116 of 1976 | 13 |
| 2.8.2 The powers of the General Teaching Council for Scotland in respect of training matters. | 14 |
| 2.8.3 Parties interested in the activities of a professional controlling body for teachers | 15 |
| 2.9 A summary of problem areas identified | 16 |
| 2.9.1 The provision of teachers: quality and quantity | 16 |
| 2.9.2 The professional status of teachers | 25 |
| 2.9.3 Recruitment and selection of teachers | 26 |
| 2.9.4 The provision made for the training of teachers | 27 |
| 3. THE IMPLICATIONS OF THE PRINCIPLES FOR THE PROVISION OF EDUCATION IN THE RSA FOR THE RECRUITMENT AND TRAINING OF TEACHERS | 31 |
| 4. THE STATE OF TEACHER TRAINING IN THE RSA | 42 |
| 4.1 Introduction | 42 |
| 4.2 The provision of teachers for the Black community | 44 |
| 4.2.1 Recruitment and selection | 44 |

| | | |
|-------|---|-----|
| 4.2.2 | Training | 48 |
| 4.2.3 | Continuing teacher training | 52 |
| 4.3 | The provision of teachers for the White community | 53 |
| 4.3.1 | Recruitment and selection | 53 |
| 4.3.2 | Training | 54 |
| 4.3.3 | Continuing teacher training | 65 |
| 4.4 | The provision of teachers for the Indian community | 67 |
| 4.4.1 | Recruitment and selection | 67 |
| 4.4.2 | Training | 69 |
| 4.4.3 | Continuing teacher training | 73 |
| 4.5 | The provision of teachers for the Coloured community | 74 |
| 4.5.1 | Recruitment and selection | 74 |
| 4.5.2 | Training | 76 |
| 4.5.3 | Continuing teacher training | 83 |
| 4.6 | Conditions of service and working conditions of teachers | 84 |
| 4.6.1 | The recognition of the teacher as a professional person | 84 |
| 4.6.2 | Conditions of service and working conditions of the teacher | 85 |
| 4.6.3 | Conditions of service and professional demands | 87 |
| 4.6.4 | Differentiated conditions of service | 89 |
| 4.6.5 | Promotion opportunities | 92 |
| 4.6.6 | Teaching as an employed profession | 93 |
| 4.6.7 | Members of free professions | 94 |
| 4.6.8 | Members of employed professions | 95 |
| 4.6.9 | A professional negotiation mechanism | 95 |
| 5. | CONCLUSIONS, SUMMARY AND RECOMMENDATIONS | 98 |
| 5.1 | General orientation | 98 |
| 5.2 | Summary of the principles for the provision of education | 99 |
| 5.3 | Recruitment and selection of education students | 102 |
| 5.4 | The training of teachers | 104 |
| 5.5 | The responsibility for a policy with regard to teacher training | 106 |
| 5.6 | Continuing teacher training | 114 |
| 5.7 | Conditions of service and working conditions of teachers | 122 |
| 5.8 | Co-operation among universities, colleges of education and technikons | 125 |

BIBLIOGRAPHY A

BIBLIOGRAPHIES A1 TO A6

ORIENTATION

THE REQUEST

In June 1980 the Cabinet requested the Human Sciences Research Council to conduct an in-depth investigation into all facets of education in the RSA. The request to the HSRC read as follows:

"Your Council, in co-operation with all interested parties, must conduct a scientific and co-ordinated investigation and within 12 months make recommendations to the Cabinet on:

- (a) guiding principles for a feasible education policy in the RSA in order to
 - (i) allow for the realization of the inhabitants' potential,
 - (ii) promote economic growth in the RSA, and
 - (iii) improve the quality of life of all the inhabitants in the country,
- (b) the organization and control structure and financing of education,
- (c) machinery for consultation and decision-making in education,
- (d) an education infrastructure to provide for the manpower requirements of the RSA and the self-realization of its inhabitants, and
- (e) a programme for making available education of the same quality for all population groups.

The investigation must be conducted in the light of, among other things, the present educational situation, the population composition in South African society and the means that can be made available for education in the national economy. The investigation must cover all levels of education, i.e. pre-primary, primary, secondary and tertiary."

In accordance with the South African Plan for Research into the Human Sciences, the following plan of action was decided on:

- (a) Prof. J.P. de Lange, Rector of the Rand Afrikaans University would be appointed as research leader.
- (b) After the necessary consultation a high-level co-ordinating committee would be appointed to guide and co-ordinate the investigation and guarantee its scientific character. Members of the committee would include representatives of interested government departments, the private sector as well as eminent scientists from all the disciplines able to make a contribution to the development of education.
- (c) Representatives of education institutions would be invited to serve on the subcommittees and work groups of the investigation.
- (d) All population groups would be involved in the co-ordinated conduct of the investigation.
- (e) The investigation would be conducted in a spirit of positive co-ordination, i.e. the available research manpower both within and outside the HSRC and all research activities which had either already been concluded or were still going on, would be included in the investigation on a basis of voluntary co-operation.
- (f) The HSRC would undertake parts of the investigation itself, but would above all make its research structure available for the investigation.
- (g) Priority would be given to the most pressing problem areas so that the investigation could be expedited and interim

reports submitted to the Cabinet in good time.

- (h) Where applicable, alternative solutions for problems in education would be submitted.

THE MAIN COMMITTEE

The Main Committee of the Investigation into Education, whose members were appointed by the Council of the HSRC, was as follows:

| | |
|----------------------------------|--|
| Prof J.P. de Lange (Chairman) | Rector, Rand Afrikaanse University |
| Prof. A.N. Boyce | Rector, Johannesburg College of Education |
| Dr. S.S. Brand | Head, Financial Policy, Dept. of Finance |
| Dr R.R.M. Cingo | Inspector of Schools, Kroonstad East Circuit, Dept of Education and Training |
| Dr. J.G. Garbers | President, Human Sciences Research Council |
| Mr. J.B. Haasbroek | Director, SA Institute for Educational Research, HSRC |
| Dr. K.B. Hartshorne | Centre of Continuing Education, University of Witwatersrand |
| Prof. J.H. Jooste | Director, Transvaal Education Department |
| Prof. S.R. Maharaj | Dean, Faculty of Education, University of Durban-Westville |
| Dr P.R.T. Nel | Former Director, Natal Dept of Education; Dept of Indian Education |
| Prof. A.C. Nkabinde | Principal, University of Zululand |
| Mr. R.D. Nobin | Inspector of Education, Dept of Internal Affairs (Indian Affairs) |

| | |
|-----------------------------|--|
| Mr. M.C. O'Dowd | Anglo-American Corporation of SA Ltd |
| Mr. A. Pittendrigh | Director, Natal Technikon |
| Miss C.C. Regnart | Westerford High School |
| Dr. P. Smit | Vice-President, HSRC |
| Mr F.A. Sonn | Director, Peninsula Technikon, President, Union of Teachers' Associations of SA |
| Mr J.F. Steyn | Chief Secretary, Tvl. Onderwysersvereniging; Secretary, Federal Council of Teachers' Associations |
| Prof. N.J. Swart | Vice-Rector, Potchefstroom University for Christian Higher Education |
| Mr L.M. Taunyane | President, Transvaal United African Teachers' Association |
| Dr. P.J. van der Merwe | Deputy Director-General, Dept for Man- power |
| Prof. R.E. van der Ross | Principal, University of the Western Cape |
| Prof. F. van der Stoep | Dean, Faculty of Education, University of Pretoria |
| Prof. N.T. van Loggerenberg | Dean, Faculty of Education, University of the OFS; Chairman, SA Teachers' Council for Whites |
| Dr. R.H. Venter | Director, Univ. Affairs, Dept of National Education |
| Prof. W.B. Vosloo | Head, Dept of Political Science and Public Administration, University of Stellenbosch |

After the investigation had been in progress for some months, a request was received from the Department of National Education of South West Africa that it be granted observer status on the Main Committee - this was approved.

From the fifth meeting of the Main Committee Mr J.A. de Jager, Secretary of the Department, therefore also attended meetings of the Main

Committee.

At the beginning of the investigation Dr S.W.H. Engelbrecht was appointed secretary and Dr F.P. Groenewald co-ordinator of the investigation. In due course the secretariat was expanded with the appointment of Dr D.J. van den Berg, after which the above-mentioned three persons acted as secretary-co-ordinators. Mr C.P. Serfontein was later appointed assistant co-ordinator. During the last phase of the investigation the secretariat was further expanded when Prof. J. McG.Niven of the University of Natal was seconded to the HSRC for three months, from February to May 1981. The administrative staff consisted of Mrs I.S. Samuel, Mrs A. van der Lingen, Miss J.M.M. Botha, Mrs S. van der Walt and other temporary staff.

OPERATIONALIZATION OF THE RESEARCH REQUEST

The operationalization of the research request resulted in the establishment of 18 work committees each being responsible for a different aspect of education. Although all the work committees were not identified at the first meeting, the following work committees were eventually established. (For each work committee the name of the Chairman is given who in all cases had to be a member of the Main Committee. The chairman of the Main Committee is ex officio member of all the work committees.)

| | |
|---|------------------------|
| Educational principles and policy | Prof. F. van der Stoep |
| Educational management | Dr K.B. Hartshorne |
| Education financing | Dr S.S. Brand |
| Education system planning | Mr J.B. Haasbroek |
| Curriculum development | Prof. F. van der Stoep |
| Guidance | Miss C.C. Regnard |
| Education for children with special educational needs | Dr J.G. Garbers |
| Building services | Mr F.A. Sonn |

| | |
|--|-----------------------------|
| Health, medical and paramedical services | Mr R.D. Nobin |
| Demography, education and manpower | Dr P.J. van der Merwe |
| Teaching of the natural sciences, Mathematics and technical subjects | Mr J.B. Haasbroek |
| Recruitment and training of teachers | Prof. N.T. van Loggerenberg |
| Innovation strategies in education | Prof. W.B. Vosloo |
| A programme for education of equal quality | Prof. R.E. van der Ross |
| Legal matters | Mr M.C. O'Dowd |
| Educational technology | Mr A. Pittendrigh |
| Languages and language instruction | Dr P.R.T. Nel |
| Education bibliography | |

Only in the case of the last work committee was a chairman not appointed from the Main Committee. Miss H.J. Otto of the HSRC library compiled the bibliography for each of the work committees.

During the last stages of the investigation a synthesis committee was appointed to consolidate especially the work of three work committees, namely Education management, Education system planning and Education financing. The Chairman of the Main Committee of the Investigation into Education was appointed chairman of the synthesis committee.

THE FIELD OF THIS REPORT AND THE COMPOSITION OF THE WORK COMMITTEE

This report deals with the recruitment and training of teachers and was undertaken by the Work Committee: Recruitment and training of teachers. The first meeting of the work committee was held on 16 September 1980 and five more meetings of the full work committee followed before the final report was ready for submission to the Main Committee.

Prof. N.T. van Loggerenberg was appointed by the Main Committee as chairman of the work committee and the following persons were appointed as members:

| | |
|--|---|
| Prof. N.I. van Loggerenberg (Chairman) | - Member of the Main Committee |
| Prof. A.N. Boyce | - Member of the Main Committee |
| Dr R.R.M. Cingo | - Member of the Main Committee |
| Mr A. Desai | - Hewat Training College, Crawford |
| Dr C. Hannah | - South African Teachers' Council for Whites (SATC) |
| Prof. I. de V. Heyns | - Faculty of Education, University of Cape Town |
| Prof. N. Katiya | - Faculty of Education, University of Fort Hare |
| Mr R.D. Nobin | - Member of the Main Committee |
| Mr J.F. Steyn | - Member of the Main Committee |
| Mr J.D.V. Terblanche | - Transvaal Education Department |
| Dr F.P. Groenewald | - Secretary Co-ordinator |
| Mrs S. Gillam | - Minuting secretary |

The following persons were co-opted as co-workers to the work committee:

| | |
|----------------------|--|
| Dr P.H. Bredenkamp | - Transvaal Education Department |
| Mr I.J. Marais | - Natal Education Department |
| Mr R.J.J. van Vuuren | - South African Teachers' Council for Whites |

The work committee met on the following dates:

- 16 September 1980
- 17 October 1980
- 18 November 1980 (subcommittee of the work committee)
- 16 January 1981
- 19 February 1981 (subcommittee of the work committee)
- 6 March 1981
- 1 April 1981

8 April (subcommittee of the work committee)
9 April (subcommittee of the work committee)
22 April 1981
26 May 1981

RESEARCH AND RESEARCH ASSISTANCE

The research was conducted under four themes, viz. recruitment, training, in-service training and conditions and circumstances of service.

- (i) Recruitment and selection: Mr I.J. Marais, Chief Education Planner, Natal Education Department, assisted by some of his staff wrote a report on this theme
- (ii) Training: Dr C. Hannah of the SATC wrote this report
- (iii) In-service training: The report on this theme was written by Dr P.H. Bredenkamp of the Transvaal Education Department
- (iv) Conditions and circumstances of service: The report on this theme was written by Mr R.J.J. van Vuuren of the SATC. It was thought that although aspects of this matter were being dealt with in the project of the Department of National Education concerning the status of the educator in the South African society, it most assuredly also had to receive attention in the HSRC's Report on the Investigation into Education
- (v) At the request of the work committee dr C. Hannah prepared a memorandum on the problems relating on ideal training structure for teachers.
- (vi) At the request of the work committee a memorandum on teaching as a profession was made available by prof. A.N. Boyce.
- (vii) Miss H.J. Otto of the HSRC library made available to the work committee a bibliography on the theme: "Recruitment and training of teachers." She also gave further assistance in connection with bibliographic enquiries.

- (viii) Dr C. Hannah, (SATC) wrote the draft report of the work committee which was submitted at the meeting on 1 April 1981.

- (ix) A committee was formed to edit the report for final submission. This committee consisted of
 - Dr C. Hannah (Convenor)
 - Prof. A.N. Boyce
 - Dr P.H. Bredenkamp
 - Mr I.J. Marais
 - Mr R.J.J. van Vuuren

- (x) The report was finalized during the meeting on 26 May 1981.

- (xi) The language editing of the Afrikaans text was undertaken by the Language Services Section of the HSRC. Prof. I. de V. Heyns (member of the work committee) Prof. J.E. Hart (University of Cape Town) and Mr J.L. Beckman (SATC) translated the report into English

ACKNOWLEDGEMENT

A special word of thanks is due to all the persons who, despite the tight time schedule, undertook research and rendered auxiliary services and made the reports available to the work committee at the set times.

1. INTRODUCTION

1.1 THE AIM OF THE INVESTIGATION

The Cabinet initially requested the HSRC to undertake a co-ordinated scientific investigation into education in the RSA and subsequently to make recommendations regarding principle guidelines to provide for a practicable education policy in the RSA in order to -

- . realize the potential of the inhabitants;
- . promote the economic growth of the RSA;
- . improve the quality of life of all its inhabitants, and
- . achieve education of equal standard for all the population groups.

When the investigation is conducted, cognizance must be taken inter alia of the existing educational situation, the composition of the population of South African society and the means which can be provided within the context of the economic dispensation. Furthermore, the investigation must be directed at all levels of education, i.e. pre-primary, primary, secondary and tertiary education.

Apart from factors such as financial provision for education, an ideal school system based on the needs and demands of the South African society, curriculum construction, etc., which will influence the attainment of the abovementioned aims either jointly or severally, the training and provision of suitable teaching staff is of decisive importance in planning and providing educational services. The establishment and functioning of the Work Committee: Recruitment and training* of teachers, must be seen against the background of the request as explained in the above paragraphs.

1.2 FIELD OF INVESTIGATION

It is the opinion of the work committee that the following themes merit investigation: Recruitment, selection and training of education students

* The term "training" is used in this report to include the wider concept of "training and education".

and the in-service training as well as the conditions of service and working conditions of teachers. The fields of investigation therefore involve aspects related to the professional training and rendering of service of the teacher, and factors which hamper the provision of educational service of a high quality to all members of the South African society. The operationalized terms of reference of the work committee were sent to the following institutions which were requested to comment on the fields of investigation to make relevant literature available and to state any relevant study already undertaken in this field, and to indicate which research contributions they were prepared to make:

- (i) Faculties of education at all the universities;
- (ii) departments of education and their education bureaux;
- (iii) colleges of education.

Various contributions were received and put at the disposal of the investigators who were responsible for the different investigations. Information supplied in these contributions is included in the reports from which this consolidated report was compiled.

1.3 THE DIVISION OF THE INVESTIGATION INTO SUB-COMMITTEES

In order to investigate all the identified themes mentioned in Paragraph 1.2 thoroughly, the investigation of the committee was divided into four sub-projects under the direction of the following investigators:

- 1.3.1 The training of teachers - Dr C. Hannah of the SATC.
- 1.3.2 The recruitment and selection of teachers - Mr I.J. Marais of the Natal Education Department.
- 1.3.3 The continuing training of teachers - Dr P.H. Bredenkamp of the Transvaal Education Department.
- 1.3.4 Working conditions and conditions of service of teachers - Mr R.J.J. van Vuuren of the SATC.

Prof. A.N. Boyce, Rector of the Johannesburg College of Education, was also requested to prepare a memorandum for the committee on "Teaching as a profession". The reports of all the sub-committees as well as the memorandum prepared by Prof. Boyce and a memorandum on the problems relating to an ideal training structure for teachers by Dr C. Hannah appear as annexures under consulted Bibliography A. References to literature consulted by the various investigators in preparing and finalizing the abovementioned sub-projects, appear under Bibliographies A1 to A6. The investigations undertaken sketch the present dispensation regarding every population group in the RSA with regard to each sub-theme and take cognizance of the factors leading to present policy and control. This was done to identify problems which, in view of the available evidence, merit closer attention with a view to making recommendations regarding a program to achieve education of equal standard for all the population groups of the RSA.

One of the most important obstacles in the way of providing education of a high quality to South African society is the provision of enough teachers who are professionally competent to render service according to the demands of the present school system. If this problem is not solved satisfactorily and guidelines to effect a significant improvement in this regard are not devised and laid down, it is difficult to see how the investigation can comply with the request of the Cabinet, to the HSRC as set out in Paragraph 1.1.

1.4 METHOD OF INVESTIGATION

An investigation into education in the RSA implies the involvement of all parties at present responsible for the provision of education. In the present dispensation it means that the various provincial departments of education, the Department of Internal Affairs (Indian Affairs and Coloured Affairs), the Department of National Education and the Department of Education and Training, which are all concerned with teacher education, are all directly involved in an investigation planned and carried out by this committee. For this reason, questionnaires, which were drawn up and had to be completed, and personal interviews which were conducted, included all interested parties or their representatives to ensure that all the possible problem areas were identi-

fied. In carrying out their assignments, investigators not only had to communicate with the parties concerned by post and telephone, but also often had to travel to conduct personal interviews.

Apart from the method of work already described, an intensive study of the literature was undertaken to identify overseas tendencies and to draw parallels for comparable local problems. The sub-committees compiled reports from data gathered in this way and these reports served as guidelines for this co-ordinated report and recommendation.

2. THE IMPORTANCE OF THE INVESTIGATION

2.1 TEACHING AND EDUCATION

The most important or eventual aim of all education is to enable children to attain responsible maturity. Every child possesses certain powers and abilities that can be used in order to attain his own place in life and eventually to have the responsibility to determine his own destiny. In order to achieve this aim, the child must be helped to get to know and understand reality as well as the demands made by and the opportunities offered by his own community. If the child is not adequately instructed in these matters, life outside his immediate family circle will be strange and inaccessible to him and he will never be able to meet the demands of reality. Such a child never really matures. It is the role of education to ensure that the potential of every child is fully developed, not only for his own sake but also for the good of the country. The general standard of living and the way in which each citizen meets his responsibilities, are directly dependent upon the success achieved by organized education to realize the potential of all the inhabitants of a country. The task of the school can therefore be summarized as follows: The school must, while taking cognizance of what has happened and is still taking place in the child's home, introduce the child to and help him in a systematic manner to master and adequately control the cultural content and the learning material of his own living world to which he, being immature, is inevitably on his way and to help him relate the content to the real-life situations and recognize and consider the associated norms.

Attending school is therefore an important part of a child's education, because it offers him opportunities to get to know the reality structures he does not yet know in a formal and systematic way and to plan his own future. If the child's natural educators (his parents) cannot fulfil their responsibility completely, their task is continued by professional teachers who therefore act as supplementary parents. If the systems on which the society functions become complicated and sophisticated, the parent is compelled to rely on the school which is then expected to continue the education begun in family context. The most important consequence of this is that a distinction between teaching and education fails to recognize the essential task and function of the

school and reduces the task of a teacher to that of one who merely imparts knowledge. The task of the school is further elucidated by Section 3(1)(e) of the Transvaal Education Ordinance (1953) which reads: "The Director may from time to time prescribe, for primary and secondary education, a programme of education and tuition whereby pupils will effectively acquire the basic skills of education, gain the necessary specific and general knowledge, develop the necessary interests and attitudes and be prepared for full and responsible participation in adult life." These lofty ideals can only be attained if teachers who can accompany and inspire pupils to fully realize their potential, are available.

This investigation is mainly concerned with recommendations and principal guidelines for an education policy which will facilitate the attainment of the aims set out in Paragraph 1; for this reason the provision of staff should be the starting point for innovation in educational provision and planning.

2.2 THE RELATION BETWEEN THE SCHOOL SYSTEM AND THE NEEDS OF THE COMMUNITY

To teach means to confront children with certain aspects of reality in a planned, consecutive series of situations. These aspects of reality are selected units of reality which should, according to the judgement of the educators, provide fixed points by which children can orientate themselves in respect of reality. It has been pointed out that the school is confronted with the task of helping the child to arrange the realities of life and to make them accessible to him. The school therefore acts as intermediary between the child's family life and his adult life, and the school can be expected to be true to life and close to reality. A school system which does not function as intermediary, is separated from the community it serves and it disrupts the continuity between family and community - a disruption which leads to frustration and to confused individuals who cannot find a place anywhere in society (A4, p. 9).

A country such as the RSA is to a large extent still in a phase of cultural transition from a traditional to a modern culture. A view that more and more pure academic schooling inevitably leads to better

prepared school-leavers, loses sight of reality because the basic skills with which a child should be provided during his school career and by means of which he has to acquire a place within the economically active community, are not necessarily based upon academic proficiency. Various overseas countries already have to cope with an increasing number of unemployed school-leavers who are in actual fact the victims of an "academic" school system which does not prepare young people for an adult life in a technological society.

2.3 THE QUALITY OF TEACHER TRAINING

Professional training and preparation of teachers are meant to qualify people for successful task performance in education. Since effective teaching implies much more than mastery of a specific subject, a scientific approach to teacher training should be adopted. It is generally accepted today that training courses for teachers should include academic, professional and practical components but the question is whether these components are integrated in such a way that courses are balanced units aimed at mastering specific knowledge, skills and techniques which make a teacher a unique person, occupying an exceptional position in society.

The co-ordination of courses and standards of training merits close attention because the quality of the service rendered is directly related to the quality of training.

2.4 THE CONTINUING TRAINING OF TEACHERS

The generally accepted view that a teacher's initial training is sufficient to enable him to practise his profession successfully for the whole of his professional life, is gradually disappearing. Hollins, as quoted by Bredenkamp (A3, p. 1), voices a new conviction among educationists: "In teaching, initial training is seen as inefficient in preparing students for the classroom, however good it may be as a general education. In the last ten years educationists, have come to agree that in-service training is the answer."

This line of thought is confirmed by the view that a profession such as education can only be practised successfully by persons who are always prepared to improve their qualifications. Boyce (A5, p. 3) refers to Evans who contends "The education of teachers is a process of progressive professional development; there must be a commitment to self-improvement and continuous professional growth. The hallmark of a profession is keeping up to date: there must be a steady development of knowledge, skills and attitudes."

The unprecedented scientific and technological development gave rise to the realization that further training is essential and further training is currently regarded as an integral part of teacher training by an increasing number of educationists. The establishment and extension of facilities for the in-service training of teachers and the structuring of courses for the further training of teachers desiring to improve their qualifications, must be attributed to this tendency. The aim of such training is to assist teachers in qualifying themselves more adequately in order to successfully perform their difficult and complex task.

In the RSA, where definite backlogs regarding the provision of teachers for certain teaching communities* have developed, the employment of insufficiently trained staff certainly creates problems which may be solved by applying the principle of continuing training. It is again evident that the professional effectiveness of the teacher to a large extent determines the quality of education and that inadequate professional training of the teacher hampers the general level of development of the teaching community concerned.

2.5 RECRUITMENT AND SELECTION OF EDUCATION STUDENTS

The recruitment and selection of education students should not only be seen as an attempt to obtain enough teachers to fill all the vacancies for teachers but also as an attempt to interest suitable potential teachers in a teaching career. If teaching were an activity merely directed at the intellectual abilities of the pupil, thus recognizing the child only as a cognitive being, the teacher's task would be reduced

* In this report the term "teaching communities" refers to the White, Indian, Coloured and Black communities in the RSA.

to that of a distributor of knowledge who is not concerned with the development of the child into an adult. This idea is not in accordance with the view that the teacher is primarily an educationist who, as the child's escort has the task of accompanying the child to responsible maturity.

This fact has far-reaching implications for the recruitment and selection of education students. Academic proficiency and achievements, however important a criterion they might be in the selection of education students, can never be the exclusive yardstick for judging and evaluating students. The aim must always be to attract to the profession teachers who project an image with which the child wishes to identify. Apart from academic qualifications, personal characteristics are also important in the selection of teaching staff especially if cognizance is taken of the teacher's task as supplementary parent. The recruitment and selection of education students must, however, be considered in conjunction with career opportunities and career satisfaction.

The training of teachers, employment and general professional recognition through attractive conditions of service and working conditions are closely related to the question of recruitment and training. It must be ensured, particularly in times of economic prosperity, when lucrative careers in the private sector are available, that the teaching profession is sufficiently competitive to recruit competent and talented persons. Satisfied teachers enjoying sufficient professional recognition and security still remain the most effective means for projecting a positive image necessary for the successful recruitment and selection of education students.

In the previous paragraphs the role and importance of teachers in the general education of children were sketched. This was done to indicate that recommendations regarding principal guidelines for a feasible education policy in the RSA which will help to realize the potential of its inhabitants, promote the economic growth of the RSA and improve the quality of life of all its inhabitants, will be futile if the decisive role of the teacher in education is under-estimated. The co-operation and effectiveness of teachers will largely determine the attainment of the abovementioned aims, irrespective of which education system is.

regarded as most suitable for the RSA in the end, since the effect of tuition and learning is directly dependent upon the effectiveness of the way in which teachers acquit themselves of their tasks. Problems and problem areas which may result preventing the achievement of education of equal standard for all the population groups of the RSA, are mentioned in Paragraphs 4 and 5.

2.6 WORKING CONDITIONS AND CONDITIONS OF SERVICE OF TEACHERS

A profession projects a certain image in the community which it serves. This image plays a very important role in the recruitment of new members for the profession. A profession that projects a positive, happy and successful image advances and promotes itself.

In recent years the image of the teaching profession has been damaged in more respects than one and various factors have contributed to this.

This matter needs rectification. To ensure this, it is important that the confidence of the community in the teaching profession be restored. Even more, it is of prime importance that the teacher's belief in himself and in his profession be restored. He must again acquire confidence his own worth, in his competence and training, and in the service which he can offer as a member of a distinctive profession. Furthermore, he must be reassured of the trust of the community in and its loyalty towards this key profession.

The practice of a profession demands a professional atmosphere. In other words, the conditions under which the professional person must offer his services must be so favourable as to ensure a happy body of teachers and successful performance of their services. The atmosphere within the profession determines not only the success of the teaching but also the image projected by the profession to the child, the parent and the entire community.

To perpetuate and expand this image and to ensure the necessary self-respect and respect for one's own culture, attention must therefore be given to -

- (i) the development of, and recognition of teaching as a mature profession, and
- (ii) the recognition of the teacher as a professional person and how this recognition should be given practical expression in his working conditions and conditions of service.

2.7 THE PRINCIPLE OF PROFESSIONAL CONTROL

Professional control over the recognized professions has become accepted practice in our society and is based on a philosophy which amounts to the following: The community allows the monopolizing of the profession by a group of persons in the sense that leaders from the ranks of the profession form a professional council who decides who should be admitted to the profession, how and where prospective entrants to the profession should be trained and the professional conduct towards members of the profession and other members of the community. On the other hand the community expects the profession to guarantee, in exchange for the recognition, authority and privileges granted to the profession that services will be rendered and controlled on a scientifically justified basis.

An analysis of the actual functions and powers of professional controlling bodies reveals that professional councils focus mainly on the practitioners. It involves an organized attempt to create an effective mechanism to render a specific, necessary service to the community in a manner that will comply with certain minimum norms and standards. Professional control includes inter alia the following*:

- (i) The claim to sole possession and expert application of certain knowledge and related techniques.
- (ii) Control over the admission of members to training for and practising the profession.

* Manpower 2000 Information Series

- (iii) Supervision of training by means of control over the contents of syllabuses and the quality of teaching
- (iv) The conviction of the community that only an approved professional school or training institution may award professional titles and permit qualified persons to perform certain activities
- (v) Supervision by the profession itself of the quality and control over professional services.

To summarize: It means that the profession should obtain powers regarding the following aspects:

- (i) Admission to the profession (registration)
- (ii) Participation in deciding the curriculum for the training of teachers
- (iii) Control over the conduct of members of the profession.

Hannah (A4, p. 5) cites Van Wyk de Vries regarding training: According to the "Main Report of the Committee of Enquiry into Universities" the training of various professional persons, such as the following, is controlled by professional councils: Doctors and dentists, architects and quantity surveyors, engineers, pharmacists, accountants, lawyers, surveyors and nurses. In his summary regarding the liaison of universities with a number of professions, Van Wyk de Vries comes to the following conclusion: "In each profession the professional council is the highest authority. One of the functions of the professional council is to determine the training of candidates who wish to enter the profession and to set the standard which must be achieved. In other words, the professional council prescribes the curriculum and lays down qualifications, including academic qualifications, for admission to the profession."

It is noticeable that complete jurisdiction is granted to professional councils with regard to training matters.

From the powers granted to professional councils in respect of training matters, it can be inferred that the various professions are gaining an increasing hold on the universities and that they are in a very favourable position to prescribe to the universities. "The Commission understands, however, that in practice there is a good relationship between the university and the professional councils and that, with regard to training, there is a spirit of co-operation which can be described as partnership," as stated in the Van Wyk de Vries Report.

There is no reason why a professional council for teachers and training institutions cannot likewise co-operate provided that the professional council is constituted in such a way that ample provision is also made for representation of all parties interested in teacher training (including training institutions) as in other professions. The composition of the professional council must therefore guarantee the necessary expertise regarding training, so that all training institutions may rely on the professional council for leadership.

2.8 THE STATE OF PROFESSIONAL CONTROL OF EDUCATION IN THE RSA

2.8.1 Act 116 of 1976

The South African Teachers' Council for Whites was established in terms of Section 2 of Act 116, 1976 with the aim of maintaining and promoting esteem for education and the teaching profession and those engaged in the teaching profession. Under subsection 18(d) the SATC can advise the CHE regarding the requirements for the training of persons to teach at schools and the requirements for admission to such a training course. Subsection 18(g) of the said act further determines that the SATC can co-operate with the other councils or establishments whose intentions and aims are similar to those of the Council.

Besides legal provision for the establishment of a professional controlling body for White teachers, the Minister (of Education and Training) may under subsection 31(1) of the Education and Training Act, 1979 -

"at the request of an association of teachers recognized by the Minister as representative of Black teachers attached to schools provided for in this Act, establish a corporate body to be known as the Teachers' Council for Education and Training."

In respect of Coloured and Indian teachers provision has not yet been made for professional controlling bodies, but these population groups have either legislative power regarding education (in the case of Coloureds) or executive power in respect of education (in the case of Indians).

For all the population groups in the RSA there is a marked lack of power and authority in the profession concerning matters of training. In the case of the only existing professional controlling body (the one for White teachers), it is restricted to advisory power to another statutory body without any further statutory liaison with training institutions or the Minister who administers the Act.

2.8.2 The powers of the General Teaching Council for Scotland in respect of training matters

At present the only existing comparable professional controlling body for education is the General Teaching Council (GTC) for Scotland and the powers of this Council with regard to training matters are briefly described.

In this regard the business of the GTC is performed by the Council's Education Committee which attends to all matters related to the education and training of education students and the further education of in-service teachers. This committee, for example, considers admission requirements for teacher training, new teaching qualifications, the duration of training, new training courses, etc. Government bodies are represented on this important committee in the form of so-called assessors and recommendations of the Council in this regard are made directly to the Secretary of State. He is compelled by law to attend to the recommendations of the Council, and if he does not agree with them, he must present reasons for not agreeing. When new courses are planned, the Council's opinion has an important influence on those who are responsible for the training of student teachers.

Furthermore, the so-called Visitation Committee liaises closely with training institutions and gathers and evaluates information concerning curricula and facilities. The Council may direct comments to individual institutions and may make recommendations to the Secretary of State.

2.8.3 Parties interested in the activities of a professional controlling body for teachers

- (i) Since practising teachers (principals of schools as well as other staff members) are literally in the front line of teaching and daily have to contend with the demands and requirements for successful teaching, representatives from their ranks can make a valuable contribution to the activities of a professional council. They are also directly concerned with decision-making that affects each practising teacher directly.
- (ii) Employers, i.e. the respective departments of education and other controlling bodies of schools are directly concerned with the registration, training and professional conduct of teachers and can therefore not be excluded from the body that has to decide on these matters and that has to ensure that a sound education service is rendered to the community.
- (iii) Teacher trainers, i.e. the persons who have to implement the policy with regard to training, must of necessity have a say when decisions about the matters basic to their practice are taken.
- (iv) Other interested persons. Research into any profession not only invigorates the profession but also keeps it vigorous and stimulated. Research institutions such as the Human Sciences Research Council should be involved in co-ordinated efforts to introduce scientifically based innovations in education in order to prevent it from displaying a static, inherited character in the midst of a dynamic and changing society. Experts in the field of manpower utilization and economists involved in the economic development and planning of the country can also make stimulating contributions when the training of teachers, who have to be prepared for a certain school system and who will have to fit in with both the broader short term and long term programmes, has to be planned. Parents, as lay members of the professional council, can effect the necessary liaison between the council and the people who are dependent on the professional services.

2.9 A SUMMARY OF PROBLEM AREAS IDENTIFIED

The four problem areas are interrelated.

2.9.1 The provision of teachers: quality and quantity

- (i) When considering the provision of teachers both the quality and the quantity of teachers should be taken into account. The efforts to provide sufficient teachers should not result in quality being sacrificed for quantity; however, a balance between quantity and quality of teachers is necessary to ensure that a basic education is provided for the increasing numbers of children of school-going age in the RSA.

- (ii) A critical shortage of professionally competent teachers is one of the most urgent problems which will have to be solved if the Cabinet's mandate to the HSRC is to be executed. The mandate requires that guidelines be provided for a feasible education policy which will -
 - . realize the potential of the inhabitants
 - . promote the economic growth of the RSA
 - . improve the quality of life of all its inhabitants
 - . achieve equality of educational opportunity for all the population groups.

- (iii) The most critical shortage of teachers, both in terms of quantity and quality, is to be found in the schools of the Black and Coloured peoples.

This has been shown in the report of the Work Committee: Demography, education and manpower, Appendix V.

TABLE 2.1

THE NUMBER OF TEACHERS NEEDED TO MAINTAIN A GIVEN PUPIL DENSITY*

| YEAR | WHITES | | | COLOURED | | | ASIANS | | | BLACKS | | |
|------|---------------|--------------------|----------------------|---------------|--------------------|----------------------|---------------|--------------------|----------------------|---------------|--------------------|----------------------|
| | Pupil density | Number of teachers | Growth rate per year | Pupil density | Number of teachers | Growth rate per year | Pupil density | Number of teachers | Growth rate per year | Pupil density | Number of teachers | Growth rate per year |
| 1980 | 20 | 48 722 | 0,09 | 29,07 | 25 420 | 1,19 | 26,87 | 8 079 | 2,35 | 47,11 | 96 474 | 4,94 |
| 85 | 20 | 48 938 | -0,87 | 27,93 | 26 973 | 1,19 | 26,01 | 9 076 | 1,39 | 43,72 | 122 776 | 4,41 |
| 90 | 20 | 46 854 | -1,44 | 26,80 | 28 620 | 1,76 | 25,15 | 9 725 | 0,12 | 40,34 | 152 364 | 3,72 |
| 95 | 20 | 43 574 | -0,84 | 25,67 | 31 229 | 1,56 | 24,29 | 9 784 | 0,42 | 36,95 | 182 871 | 3,24 |
| 2000 | 20 | 41 774 | -0,48 | 24,53 | 33 749 | 0,56 | 23,43 | 9 994 | 0,32 | 33,56 | 214 490 | 2,83 |
| 05 | 20 | 40 790 | -0,21 | 23,40 | 34 701 | -0,19 | 22,58 | 10 153 | 0,08 | 30,17 | 246 574 | 2,67 |
| 10 | 20 | 40 369 | -0,56 | 22,27 | 34 374 | -0,45 | 21,72 | 10 195 | 0,12 | 26,78 | 281 353 | 2,68 |
| 15 | 20 | 39 256 | -0,93 | 21,13 | 33 612 | 0,27 | 20,86 | 10 257 | 0,36 | 23,39 | 321 102 | 2,77 |
| 20 | 20 | 37 471 | | 20,00 | 34 062 | | 20,00 | 10 446 | | 20,00 | 368 107 | |

* See the report of the Work Committee: Demography, education and manpower, Appendix V

- (iv) The Urban Foundation, in its submission of March 1981, provides a table giving similar statistical data in respect of Black schools.

TABLE 2.2

THE NUMBER OF TEACHERS REQUIRED IN BLACK SCHOOLS TO MAINTAIN A GIVEN PUPIL DENSITY (1980 - 2015)

| YEAR | PUPIL DENSITY (allowing for rising numbers) | NUMBER OF TEACHERS | % INCREASE |
|------|---|-----------------------|------------|
| 1980 | 47,59 | 95 501 | |
| 1985 | 45,39 | 128 258 | 23,84 |
| 1990 | 43,19 | 142 310 | 20,34 |
| 1995 | 40,99 | 164 847 | 15,84 |
| 2000 | 38,80 | 185 523 | 12,84 |
| 2005 | 36,60 | 203 255 | 9,56 |
| 2010 | 34,40 | 219 030 | 7,76 |
| 2015 | 32,20 | 233 248 | 6,49 |
| 2020 | 30,00 | 245 405 | 5,21 |

SOURCE: SA Institute for Educational Research

Figures include Black national states

- (v) In 1980 the total number of primary school pupils in Black schools was 3 874 963 and 697 265 for secondary schools, but by the year 2020 these figures are expected to rise to 6 214 441 and 3 161 602 respectively. (Urban Foundation 1981.)
- (vi) Marais (A2: 1981) provides a statistical table which analyses the need for primary and secondary schools for all population groups separately.

TABLE 2.3

THE DEMAND FOR TEACHERS (i) TO MAINTAIN THE PRESENT PUPIL DENSITY IN 2000 AND (iii) TO REALISE A PUPIL DENSITY OF 1:22

| ETHNIC GROUP | SCHOOL PHASE | PUPILS IN 2000 | RATIO AT PRESENT | COLUMN A TEACHER NEEDED IN 2000 | COLUMN B TEACHERS NEEDED IN 2000 TO REALIZE 1:22 |
|---------------------|--------------|-------------------------|------------------|------------------------------------|---|
| White | Prim. | 401 000 ¹⁾ | 1:19,89 | 20 160 | 18 227 |
| | Sec. | 367 000 ¹⁾ | 1:18,57 | 19 763 | 16 681 |
| | Total | 768 000 | 1:19,25 | 39 896 | 34 908 |
| Indian | Prim. | 111 000 ¹⁾ | 1:24,07 | 4 611 | 5 045 |
| | Sec. | 99 000 ¹⁾ | 1:26,39 | 3 751 | 4 500 |
| | Total | 210 000 | 1:24,94 | 8 420 | 9 545 |
| Coloured | Prim. | 657 000 ¹⁾ | 1:26,38 | 24 905 | 29 863 |
| | Sec. | 304 000 ¹⁾ | 1:37,75 | 8 052 | 13 818 |
| | Total | 961 000 ²⁾ | 1:28,67 | 35 519 | 43 681 |
| Black ³⁾ | Prim. | 6 399 000 ²⁾ | 1:43,56 | 146 900 | 290 863 |
| | Sec. | 2 690 000 | 1:32,21 | 83 514 | 122 272 |
| | Total | 9 089 000 | 1:41,43 | 219 382 | 413 135 |

1) Figures according to Oosthuizen

2) Figures according to the estimates of the Department of Education and Training

3) This figure includes Blacks in White areas and in the national states but excludes the Transkei, Bophuthatswana and Venda.

(vii) Although the provision of teachers for White and Indian schools is not as critical as in Black and Coloured education, there is no room for complacency. There continues to be a critical shortage of teachers in specific subjects, e.g. science, mathematics and subjects taught in technical education and vocational training.

(viii) Historically the attractiveness of teaching as a profession has experienced a decline in different communities.. Recruitment and conditions of service require continuous attention in order to provide the calibre and number of students essential for the pro-

DIAGRAM 1

QUALIFICATIONS OF TEACHERS 1978

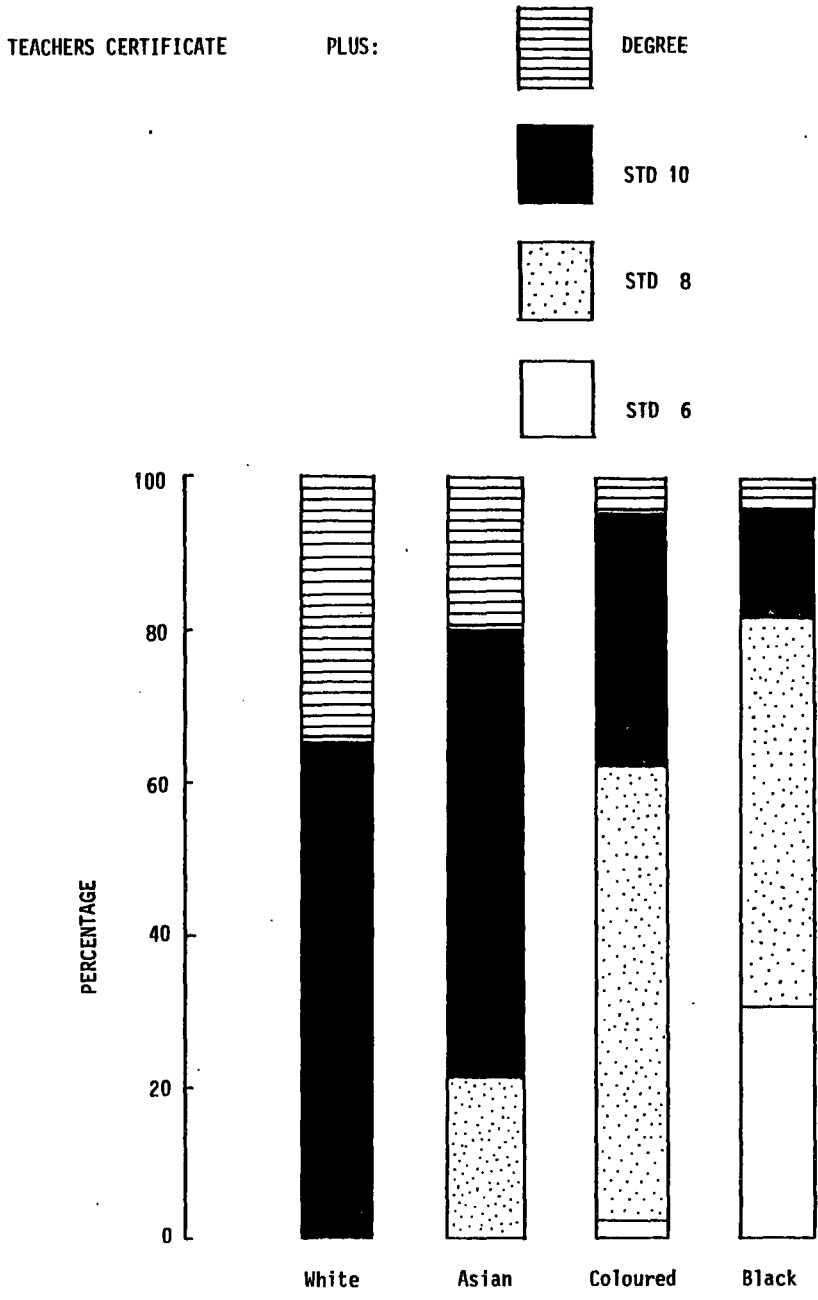


TABLE 2.4

QUALIFICATIONS OF TEACHERS - 1978

| | WHITE: CED | | COLOURED | | ASIAN | | BLACK | |
|---------------------------------|------------|--------|----------|--------|--------|--------|--------|--------|
| | Number | % | Number | % | Number | % | Number | % |
| With a teacher's certificate | | | | | | | | |
| Degree | 4 571 | 34,33 | 995 | 4,50 | 1 452 | 20,51 | 1 311 | 2,45 |
| Std 10 | 8 743 | 65,57 | 7 563 | 34,22 | 4 685 | 66,16 | 8 601 | 16,09 |
| Std 8 | | | 13 337 | 60,34 | 944 | 13,33 | 33 628 | 62,90 |
| Std 6 | | | 209 | 0,94 | | | 9 921 | 18,56 |
| TOTAL | 13 314 | 100,00 | 22 104 | 100,00 | 7 081 | 100,00 | 53 461 | 100,00 |
| Without a teacher's certificate | | | | | | | | |
| Degree | 149 | 32,18 | 234 | 7,38 | 29 | 5,16 | 181 | 1,43 |
| Std 10 | 314 | 67,82 | 925 | 29,19 | 308 | 54,80 | 1 755 | 13,90 |
| Std 8 | | | 952 | 30,04 | 225 | 40,04 | 10 688 | 84,67 |
| Std 6 | | | 1 058 | 33,39 | | | | |
| TOTAL | 463 | 100,00 | 3 169 | 100,00 | 562 | 100,00 | 12 624 | 100,00 |

SOURCES: Annual reports of the education departments

- NOTES : 1. Since the emphasis is on the percentage of teachers in possession of particular qualifications, and not necessarily on the total number of teachers, the qualifications of teachers attached to the Education Department of the Cape of Good Hope have been taken as representative of White education.
2. The figures for Asians and Blacks include the qualifications of lecturers involved in teacher training.
3. The 10 628 Black teachers without a teacher's certificate possess a Std 8 or lower qualification.

professional nature and magnitude of the task to be performed.

- (ix) An analysis of the qualifications of teachers in Black and Coloured schools will provide evidence of the poor quality of teachers.

The report of the Work Committee: Demography, education and manpower, Appendixes W and X, shows the percentages of teachers with qualifications ranging from Standard 6 to degrees.

- (x) Hannah (A1) concludes in his report to the work committee that, if a senior certificate plus a professional diploma is taken as a minimum qualification, only 14,5 per cent of Black teachers are adequately qualified.

- (xi) The following comments on this unsatisfactory situation are significant:

"An unfortunate cycle has emerged by which poorly educated persons enter teaching and in turn produce poorly educated students. Because there are very few properly qualified Black teachers entering the teaching profession, we are running the risks of perpetuating mediocrity in the group whose educational improvement is essential to the development of the country."

"It is clear therefore that vigorous and innovative programmes in teacher training must be introduced to break this cycle by raising the quality of the present teachers and also of the staff who train teachers."

(Urban Foundation 1981.)

- (xii) The following comparison of Black and White teachers is significant:

TABLE 2.5

COMPARISON OF BLACK AND WHITE TEACHERS' QUALIFICATIONS

| | BLACKS | WHITES |
|---|--------|--------|
| Graduated | 2,4 % | 28,4 % |
| Matriculation senior certificate plus teacher's diploma | 15,0 % | 68,3 % |
| Matriculation or senior certificate | 3,0 % | 3,3 % |
| Junior certificate with teacher's certificate | 65,9 % | - |
| Junior certificate without teacher's certificate | 13,7 % | - |

SOURCE: Focus on Key Economic Issues; Employment through Education; Mercabank, 1980.

- (xiii) Hartshorne (1979) has expressed the opinion that the high drop-out rate in Black primary schools may be attributed to the poor quality of the teaching. Primary school education is in the hands of teachers of whom many are professionally unqualified with a limited academic background which reveals itself in a lack of competence to use English or Afrikaans effectively as a medium of instruction.

Hartshorne has pointed out that the situation in Black secondary schools is even more serious because the explosion in numbers has led to "a dilution in the quality of the teaching force" and a worsening of the drop-out situation. This has led to a serious breakdown in the morale of secondary school teachers.

- (xiv) There is therefore a great need for compensatory education for teachers already in the service. Bredenkamp in his report to the work committee (A3, pages 35-37) has explained the urgent need for extending the provision of in-service training for Black teachers. Centres for such in-service training should be provided at schools and training colleges throughout the country.

Bredenkamp (A3, page 38) is also critical of the inadequate provision made for the in-service training of Coloured teachers: the responsibility for such continuing professional training is in the hands of inspectors of education who conduct short courses after school hours.

Bredenkamp (A3, pages 44 and 46) has drawn attention to the need for Black and Coloured teachers to upgrade their qualifications to a minimum Standard 10 school leaving certificate. This points to the need for further training which goes beyond the supportive services provided by in-service training.

Bredenkamp (A3, page 49) has concluded that equal standards in education, which is the ideal mentioned in the first principle of the Main Committee, will be achieved only when the qualifications of teachers of all population groups become comparable.

There is a need for in-service programmes and/or courses for further training with regard to the following aspects:

- . The induction of teachers who enter the profession - tutoring, internship and probation are to be considered
- . continuing professional growth for all in-service teachers
- . teaching in specialized areas, e.g. special education, guidance, etc.
- . further training for all categories of teachers including teachers in promotion posts.

(xv) Although the shortage of teachers in technical and vocational education is being investigated by another work committee, the problems are relevant to the work committee on teacher education and training because of the need for co-ordination among institutions providing the training of teachers.

Rautenbach in his submissions to the HSRC has shown that the main limitation to further development in South Africa is a shortage of skilled manpower which he attributes to fundamental weaknesses in the education system of South Africa. On Page 10 of his document entitled "The Design of an Effective Educational System for Science and Technology for South Africa", Rautenbach

asserts that South African education is dominated by an academic value system which is more concerned with "knowing than doing" with the result that universities have expanded too fast and in an unbalanced way leading to an oversupply of graduates in some fields and a serious undersupply in other fields. Differentiation between academic, technical and vocational education at secondary level is not effective and many pupils at secondary schools are in academic streams for which they have little aptitude. The education system, he claims, is clogged up and the consequences are lowering of standards, high drop-out rates and an undersupply of the manpower requirements.

If there is to be a greater emphasis on career education, both technical and vocational, thousands of qualified teachers will be needed in schools of all population groups.

Appendix 1 of Rautenbach's submission consists of statistical tables provided by Wijnbeek of the Department of Education and Training. These statistics point to the urgent need for positive measures to be adopted to provide for the training of teachers in technical and vocational education.

Rautenbach's submission entitled "n Simulasiemodel van Tegnieuse Opleiding in die RSA" also reveals the urgency for the staffing of technikons where teachers for technical and vocational high schools, and lecturers for technikons can be trained.

2.9.2 The professional status of teachers

Principle 10 recognizes that the professional status of the teacher is of fundamental importance to the quality of education.

In order to raise the professional status of the teacher, vigorous steps must be taken to implement improved conditions for teachers in certain areas, some of which are of direct relevance to the recruitment and professional education and training of teachers, e.g.:

- The quality of professional training (the nature of the institutions providing courses, the standards achieved in professional and academic courses, and the duration of courses);

- professional autonomy accorded (see Boyce, 1981, pages 7 - 12). The profession should enjoy the full autonomy customarily accorded a profession and its members. Teacher training programmes should prepare student teachers to exercise professional autonomy with responsibility: freedom to be responsible for his/her actions as a teacher.
- The organized profession, i.e. teachers' associations and the Professional Council of Teachers should have a say in the curriculum of institutions training teachers.

As Marais and others have pointed out, the South African Council of Teachers for Whites has no direct say in the training of teachers. The Committee of Heads of Education, in Marais' opinion, is unlikely to surrender its control over the training of teachers. Even if education departments were to share control over teacher training programmes, they would as employing authorities retain the right to decide which qualifications to recognize for purposes of employment.

- Closer contact between teachers in schools and colleges or university departments providing courses in teacher training in order to close the gap between theory and practice.

Other factors which detract from the status of the profession and which are not directly the responsibility of institutions providing teacher training courses should be investigated by the committee planning a new system of education.

2.9.3 Recruitment and selection of teachers

Recruitment of teachers in sufficient numbers and of the desired calibre has been adversely affected among the English and Afrikaans speaking communities by a number of factors which have been analysed by Marais and Van Vuuren in their reports to the work committee.

Examples of factors which have affected recruitment are:

- Salaries which are not competitive, especially in times when the country enjoys prosperity.

- . A tendency towards excessive bureaucratic control of professional people.
- . The appointment of professionally unqualified people to teaching posts.
- . The unfavourable publicity in the news media when conditions of service, including salaries, are in dispute.

Van Vuuren (A6, p.23, Par. 5.3) refers to the need for a statutory body which would be responsible for negotiating with the employers in matters that concern the interest of the profession.

- . The position of women in the teaching profession.

The recruitment and retention of teachers are adversely affected by the lack of mobility within the profession. As Marais (p. 31, par. 6) has pointed out, a greater mobility of teaching personnel should be made possible administratively so that an oversupply in one region would solve the problems of shortages in another area. It should not be necessary for teachers to resign from one department in order to enter the services of another.

Recruitment should be linked with selection, but in times of shortages rigorous selection becomes impossible. Marais has quoted Bolton who says:

"Recruitment is crucial to the quality of candidates as well as quantity. Generally, the intensity of recruitment is related to the availability of candidates in the teacher market. When a surplus of teachers exists, schools use vigorous selection procedures; when there is a shortage of candidates, they develop and maintain more effective recruitment programmes. It is axiomatic that no recruitment programme can be effective unless the number of candidates is substantially greater than the number of positions."

2.9.4 The provision made for the training of teachers

- (i) As the status of the profession is dependent on the quality of the professional training of teachers, and as the Main Committee of the HSRC has adopted as its first principle equal

opportunities and equal standards in education for all the peoples of the RSA, the provision for teacher training of the different population groups should be critically re-appraised.

(ii) Unfortunately, training colleges have not been accorded the status of institutions within the framework of higher education; training colleges have been regarded as "Cinderella institutions" and "glorified high schools", in fact merely as an extension of the school system. Professional and academic standards have been suspect in some cases.

(iii) Three problems can be identified, namely:

(a) Unequal standards among training colleges of the different population groups

Since colleges have been controlled by at least seven different education departments, the provision of facilities has varied considerably.

As Louw (1981) has pointed out the Black, Coloured and Indian colleges are completely subject to the control of their departments in academic and administrative matters.

Standards of achievement differ considerably. Unequal standards may be attributed to differentiated admission requirements and the quality of lecturing staff. Louw (3.4.1) is of the opinion that it would be impossible within the next twenty years to reach the standards required by the National Criteria of the Committee of Heads of Education. Louw states:

"Die opleiding van 'n persoon as onderwyser tot die gehalte wat die KOH se kriteria veronderstel is, is 'n moeisame en duur proses wat hoë eise stel aan die student en die dosent en wat gesofistikeerde fisiese geriewe en ander hulpmiddele benodig."

Louw concludes that despite all efforts it would be impossible in the present circumstances in Black and Coloured education to reach the levels achieved in White education.

Bredenkamp (A3, p. 49) also comments unfavourably on the low standards achieved in teacher training among Blacks and Coloureds.

There have been assertions in some academic and professional circles that courses at White colleges also lack academic rigour.

(b) Lack of co-ordination

The activities and powers of the National Education Council, together with the Committee of Heads of Education, may have served to effect a measure of co-ordination in White education, but there has been a complete lack of co-ordination among teacher training of all four population groups.

In order to raise standards in teacher training and to eliminate the inequalities which exist, a co-ordinated policy with regard to the professional training of teachers is needed. This co-ordination could be achieved by closer links between the universities and all tertiary-level teacher training institutions, including technikons.

Such co-ordination within the sphere of tertiary education would permit horizontal mobility between institutions and encourage more flexible course structures allowing for the transfer of credits between institutions.

(c) Lack of facilities

The report of the Work Committee: Demography, education and manpower gives the number of colleges for the four population groups to be as follows:

| | | |
|-----------|----|--|
| Whites | 20 | |
| Coloureds | 14 | |
| Indians | 2 | |
| Blacks | 37 | (30 in the national states and 7 in White areas) |

The five Non-White universities also offer teacher training.

The Urban Foundation (4.5.1) report points out that there are only two colleges and no universities in the Black urban areas. Therefore more colleges and universities need to be established, particularly in the Black urban areas where the population is steadily increasing and stabilizing.

Greater rationalization of the use of facilities in tertiary education is necessary to avoid waste.

3. THE IMPLICATIONS OF THE PRINCIPLES FOR THE PROVISION OF EDUCATION IN THE RSA FOR THE RECRUITMENT AND TRAINING OF TEACHERS

When recommendations and guidelines regarding the recruitment and training of teachers are considered, it is accepted that it must be done within the context of the eleven educational principles for the RSA which were accepted by the Main Committee of the HSRC Investigation into Education. It implies that the context of all the principles must be considered when individual principles are considered. No single principle may, however, be absolutized so that the danger of contradicting the coherence of the principles through over-emphasizing one of the principles can be eliminated. It must further be remembered that the principles do not all carry the same weight in the context of this specific investigation; consequently only those principles that are of cardinal importance for recommendations regarding the recruitment and training of teachers, will be considered in this paragraph.

Principle 1

Equal opportunities for education, including equal standards in education, for every inhabitant, irrespective of race, colour, creed or sex, shall be the purposeful endeavour of the State.

It has already been argued that the standard of the service rendered in education is largely determined by two factors, namely firstly the quality of the person recruited as education student and secondly the initial training that qualifies him for entry to the profession and subsequently by the continuing training, constantly equipping him more adequately for the task that has to be performed. Before equal opportunities for education and equal standards in education for all the population groups of the RSA can be considered, it is imperative that teachers who have enjoyed training of equal standard be provided to serve the educational system.

In the South African society cognizance must be taken of both the common elements and the diversities of the religious and cultural way of life and the languages of the inhabitants. To provide equal educational opportunities including equal educational standards for every inhabitant means, therefore, to provide for the following in respect of teacher training:

- (i) The co-ordination and moderating of the training of all teachers in respect of e.g. common core syllabuses, and financial provision for training;
- (ii) the diversification of training to allow e.g. community-determined interpretation and refinement of core syllabuses as teachers will have to render services in a certain community and also to provide for the language, culture and attitude to life (including the basic religious philosophy) of the teacher in training.

The ultimate aim of teacher training is therefore to provide each community with teachers who are, each within his own community context, qualified to help children to achieve a rightful place in the adult economically active community so that their inherent abilities may be fully developed to their own advantage and to the advantage of society. If this ideal is to be realized, the training of teachers must take cognizance of the distinctive qualities of the community: its needs, aspirations and preferences. True education is indeed always close to reality and true to life.

Principle 2

Education shall afford positive recognition of what is common as well as what is diverse in the religious and cultural way of life and the languages of the inhabitants.

The relation to Principle 1 is striking. In contrast to the first principle which focuses upon educational opportunities and educational standards, this principle focuses upon the recognition of and respect for the distinctive characteristics of communities. The implications for teacher training contained in the recognition of both the common elements and the diversities of the religious and cultural way of life and the languages of the inhabitants, which were considered in the discussing of the three determinants of diversity for teacher training, namely - (i) religious way of life, (ii) cultural way of life, and (iii) languages, merit attention. It must be re-emphasized that the three determinants jointly and severally indicate the need for community-directed and determined education.

- (i) The religious way of life requires the teacher, who wishes to serve a particular religious community, to have a thorough knowledge of the basic religious philosophy of the children who are entrusted to his care. It would be preferable for him to

subscribe to the same basic religious philosophy but he should at least respect the religious way of life of the community in which he works and allow it to continue without trying to force his religious attitudes upon the children.

- (ii) Just as a teacher must be acquainted with the religious aspects of the way of life of a certain community, he must also respect the culture (including the norms and customs) of the community in which he is working. Again, it is preferable that a teacher be trained in the community in which he grew up and to which he will render his services.

- (iii) Language is not merely a means of communication and it is therefore important that the teacher be able to communicate with the child in the child's own language. It follows logically that the training of the teacher must also be conducted through the medium of his mother tongue. In practice the situation has developed in the RSA that, for various reasons, a large percentage of teachers are not trained through their mother tongues. Good reasons can probably be forwarded for the present state of affairs, e.g. the population composition and the constitutional dispensation of the RSA, but it is dubious whether this practice can be pedagogically justified.

Principle 4

The provision of education shall be directed in an educationally responsible manner to meet the needs of the individual as well as those of society and economic development, and shall, inter alia, take into consideration the manpower needs of the country.

The ultimate aim of teacher training as set out in the last paragraph of the discussion of the first principle, is of paramount importance in discussing the fourth principle. In their training teachers should be sensitized to the dual nature of their future task as teachers, namely firstly to accept responsibility for the optimal development of the talents of individual children and secondly to allow the abilities of children to flourish in such a way that the interests of society will be best served. Both components must be attended to in teacher training.

Education directed at the individual needs of the pupils implies that the curriculum for teacher training will include a thorough study of educational realities (pedagogics). The full scope of this complex activity is to a large extent covered by the various part-disciplines of pedagogics, and the study of these disciplines should provide the teacher with the necessary perspective to understand the individual needs of the children.

The school guidance programme is the obvious way of closing the gap between the needs of the individual and society. The National Education Act, Act 39 of 1967, as amended by Act 73 of 1969, stipulates that pupils must be furnished with appropriate guidance with due regard to their abilities, interests and aptitudes and that this guidance must result in support and guidance when making choices with regard to subjects, study directions and vocations.

Guidance to the individual in respect of a self-image and the realities of occupations and vocations is supported by three main functions:

- (i) Information by which is meant making information available and accumulating knowledge of personal abilities of pupils as well as educational and occupational opportunities of which pupils, their parents and other interested parties should be aware;
- (ii) exploration/diagnostic procedure by which is understood the administration of standardized psychological and scholastic tests;
- (iii) interviews during which the highest degree of individualization can be achieved in the guidance programme.

Education must develop the child into an educated worker/practitioner; teachers must therefore have a sound knowledge of various occupational and professional practices. The HSRC Guidance Series G S - 1 formulates the way in which the interests of society are reflected in education as follows: "At present the scope and complexity of the world of vocations is such that it would not be logical to send the South African child into the complex labour market totally unprepared. Because he cannot research the whole labour market in his school life, it is meaningful that a school system into which an effective school guidance system is

integrated, should take cognizance of the manpower needs of the country and that the realities of the labour market should, in the school, be differentiated into smaller structures known as study directions ..." (cf. HSRC Guidance Series G S - 1, p. vi and p. 3.)

From the aforementioned the necessity for training effective guidance teachers is evident.

Principle 5

Education shall endeavour to achieve a positive relationship between the formal, non-formal and informal aspects of education in the school, society and family.

The implications of this principle for teacher training have probably already been dealt with in the discussion of the fourth principle but for the sake of clarity some matters must be stated explicitly.

- (i) The prospective teacher must be made aware of his task as supplementary and associate parent during the period of his training. This means that the teacher must be able to interpret the family background of the child pedagogically with a view to linking up with the family education and either continuing or remedying it, depending on the circumstances.
- (ii) The prospective teacher must also be knowledgeable of the task of the school as a societal institution that has to train persons who will, on the one hand, be able to maintain the functions of society and, on the other hand, contribute to its enrichment. The pupils must therefore not become dependent upon society because of the influence of the school but must help to build and strengthen society.
- (iii) From the description of the task of the teacher in view of the child's involvement in the family and society context, it becomes clear that the teacher must undertake a thorough study of the child as -
 - (a) member of a family, and
 - (b) member of a society with which he is involved in an inter-active relationship.

Principle 6: "The provision of formal education shall be a responsibility of the State provided that the individual, parents and organized society shall have a shared responsibility, choice and voice in this matter," is dealt with in the above discussion of Principle 5.

The fact that the exact role of individuals (laymen), parents and the organizations within society in determining and implementing teacher training courses is difficult to envisage and may indeed cause problems, underscores the sound principle of professional control over teacher training; on account of the service rendered by the profession the community allows the profession to be responsible for its own functions, including the training of members by the profession itself.

Principle 7

The private sector and the State shall have a shared responsibility for the provision of non-formal education.

One fact must always be remembered in the discussion of this principle: the recruitment, training and selection of teachers are predetermined by the school system in which they will later have to render their services. The recognition of non-formal education (as defined by the Main Committee of the HSRC), does not imply that teachers are failing to carry out their tasks or that teachers are not trained correctly. What is, however, revealed is that the present educational system does not always succeed in preparing pupils for the labour market and that this fact necessitates the initiation of training courses by virtually all employer bodies to ensure that all their employees can be employed productively.

The problem emanating from the aforementioned indicates the necessity for the State and the private sector to have a say in determining and implementing the policy with regard to the school system. Teacher training should prepare teachers who can perform successfully in a specific school system. On account of the highly scientific nature of teacher training and the availability of specialized auxiliary services, it would not be wise or necessary to grant a direct say in this regard to the private sector and to society.

Non-formal education plays a definite role that is related to formal or school education: It is aimed at re-training persons, who have left school unprepared for entering the labour market, in such a way that they

can function in their respective occupations. It may also be necessitated by changes (particularly of a technological nature) which occur in society and it can therefore be termed supplementary training. In teacher training the prospective teacher must be made aware of the inter-dependence of society and the school system. On account of the advantages the private sector may gain from the implementation of a school system which prepares persons more adequately for occupations, financial and other contributions can be expected from them in respect of teacher training courses. One possibility would be to assist in the provision of retraining (in-service) courses for teachers.

Principle 9

In the provision of education the processes of centralization and decentralization shall be reconciled organizationally and functionally.

Processes refer to groups of logically related decisions aimed at managing the available resources of the educational system (Stone, 1981: Die administratiewe prosesse van die onderwysstelsel met verwysing na 'n nuwe onderwysbedeling vir die RSA, p. 2). In terms of this investigation the resources of the educational system can be defined as financial resources and as teachers. In attempting to reconcile the processes of centralization and decentralization organizationally and functionally, teachers must be recruited and trained in such a way that the available resources are utilized optimally in the pursuit of four aims in particular:

- . Realizing the potential of all the inhabitants of the RSA;
- . promoting the economic growth of the RSA;
- . improving the quality of life of the inhabitants;
- . achieving education of equal standard for all the population groups of the RSA.

Reconciliation of the processes of centralization and decentralization suggests that both the process of centralization and the process of decentralization are granted a rightful place in the educational system. It further implies that the degree of centralization and decentralization visualized in the educational system must be practicable. Both the centralized and the decentralized educational institutions, whatever their nature and constitution might be, must be functionally related,

i.e. they must pursue the same objectives. Whatever is aimed at at a central level, must also be the focus of the activities at a decentralized level and vice versa. Communication between the two levels must be facilitated by the organization of the educational system so that discrepancies between the activities of the centralized and decentralized institutions cannot develop.

By reconciling the two processes, the disadvantages attached to both can be eliminated while the accompanying advantages are emphasized. Thus the two processes can enrich each other, ultimately to benefit the educational system.

In the discussion of this principle the second principle, i.e. the recognition of common elements as well as diversity, is definitely relevant. It is obvious that common elements can well be attended to at a central level while the recognition of diversities suggests decentralization. In teacher training and selection it may mean co-ordination at a central level accompanied by the determination of minimum qualifications and standards and further refinement, interpretation and adaptation to more particular needs at a decentralized level.

In the present educational system of the RSA in which marked backlogs have developed in the provision of education for certain population groups, it would not be wise to negate existing differences. In this regard the application of the principle of centralization implies co-ordination of the teacher training programmes of all the population groups at a central level. This has inter alia the advantage of making the pursuit of the ideal of education of equal standard for all the population groups easier. Because each group also has its own peculiar needs and aspirations, there should be such a degree of decentralization that each group or community will still have the right to adapt and modify teacher training to produce teachers for their communities so as to meet their particular needs.

The processes of both centralization and decentralization must also be applied in respect of each teaching community or population group. This means that there must be national co-ordination of the teacher training programmes of the specific group or community. There must, however, be decentralization of decision-making to a provincial (area or community) level so that each area (or province or community) has the

power to adjust programmes according to particular local needs. Teacher training institutions must therefore, as far as possible be provided in each educational area so that the close ties between the community and education can also be reflected in teacher training. Teacher training institutions in highly industrialized areas are likely to stress the training of technical and vocational teachers more than in for example, areas where there is great need for agriculturists.

Principle 10

The professional status of teachers and lecturers shall be recognized.

When this principle is discussed, four questions must be answered:

- (i) What is meant by status?
- (ii) What is professional status?
- (iii) What is the relation between professional status and the training of teachers?
- (iv) How do lecturers influence the status of teachers?
 - (i) Status implies the esteem (prestige) and respect a person enjoys. Status is awarded to a person mainly on account of the effective way in which he renders a certain essential service to the community.
 - (ii) Professional status implies that, on account of the excellent training members of a profession receive and the high degree of expertise revealed in acquitting themselves of their tasks, the community respects and trusts the profession. This respect and trust results in the community regarding the profession as being so competent that it is allowed to arrange the functions of the profession, including the training of prospective members. In this way the community sanctions the activities of the profession and this sanctioning of the functions of a profession by a community, can be termed professional status.
 - (iii) The proposed professional council assumes joint responsibility for:

- . the curriculum for the training of teachers
- . admission to the profession (registration)
- . control over teachers' conduct (discipline).

It is evident that the training of a person can be seen as the most important determinant of his future service as a professional practitioner. Thus a very direct relation exists between the training of teachers and their status. The training a teacher receives also determines whether he will be admitted to the profession. It can further be supposed that there will be a positive correlation between the effectiveness of recruitment, selection and training and a reduction in the number of cases where discipline becomes necessary because of misdemeanours.

- (iv) It has repeatedly been said that the quality of the teacher and the quality of the service he renders, depend largely upon the training he has undergone. The quality of training depends, in its turn, upon the quality of the lecturers concerned.

In the context of the professionalization of education recognition of the status of lecturers implies the following:

- (i) Insistence upon good academic qualifications in respect of the subject or subject area for which the lecturer is responsible;
- (ii) the expectation that lecturers will have particular practical experience of the type of teaching for which they are educating teachers;
- (iii) the expectation that lecturers will be professionally qualified for their tasks as educators of teachers-in-training;
- (iv) the insistence that the training of lecturers and their registration be done by the profession itself.

Principle 11

Effective provision of education shall be based on continuing research.

From the context of the eleven principles it is clear that through effective provision of education there can be successful attempts to reconcile the pedagogical needs of the individual and the manpower needs of society. The optimal development of the individual's talents is highly valued but the marketability of the skills and knowledge the pupil acquires during his school career, must always be borne in mind. In short: the pupil must be able to enter the adult labour market upon completion of his schooling (and optional further training).

The agent through whom the above aim can be attained, is the teacher. Continuing research to increase the effectiveness of the provision of education must focus on the following fields:

- . The training of teachers with a view to improving their professional effectiveness;
- . the relation between education and society (community) concentrating on changes that occur and their implications for teacher training;
- . knowledge of education as it is described in pedagogics and its part-disciplines;
- . the improvement of the training of guidance teachers.

Teacher training which is not based upon continuing research, can easily result in practices unrelated to reality.

4. THE STATE OF TEACHER TRAINING IN THE RSA

4.1 INTRODUCTION

The primary cause of the in-depth investigation into education in the RSA can be summarized as follows: A firm conviction that the educational policy currently being implemented in the RSA does not succeed in -

- (a) fully realizing the potential of the inhabitants, and consequently the economic growth of the RSA is hampered by a shortage of trained manpower;
- (b) bringing the quality of life of all the inhabitants of the country to the level at which it could be if the resources of the country and the potential of its people are taken into account;
- (c) effecting education of equal standard for all population groups.

The aim of the investigation into education in the RSA is to make recommendations to the Cabinet regarding principal guidelines for a practicable education policy for the RSA with a view to eliminating problems which are at present preventing the attainment of the abovementioned ideal. The provision of effective education in any school system is however directly dependent upon the provision of staff, so that educational planning which does not take teacher training into consideration, is futile. An analysis of the present dispensation regarding the teacher training programmes of all the population groups of the RSA may reveal the perspectives necessary to identify problem areas and differences with regard to which recommendations can be made.

In view of the prominent role of teachers in the education of children and the effect of education on the general quality of life of the inhabitants of the country, it is imperative that attempts be made not only to train enough teachers but more important to strive towards the improvement of the quality of teachers (and therefore also of educational services). The importance of planned recruitment and selection (on the basis of professionally sound conditions of services, training and continuing training of teachers are evident. Professional recognition by society is necessary to attract persons of the desired quality to education and to retain them, persons who will enjoy the esteem and respect of

professional people in society. Esteem and respect must be earned on the basis of particular services which testify to professional skills in this particular field. Robert Driegen (The nature of teaching - schools and the work of teachers, Scott, Foresman and Co., Glenview, Illinois, 1970, p. 205) makes this statement: "Prestige is gained to the extent that the members of the occupation gain the trust and respect of the public for the successful performance of occupational activities that serve the interest of the clients - when the practitioner, not the client, defines these interests. Competence and efficacious performance then, are the crucial considerations." Training aimed at obtaining relevant skills for effective task performance should be the point of departure for all deliberations on the provision of staff for schools, as it forms the basis of professional status and prestige in society.

As was pointed out in Paragraphs 2.7 and 2.8 of this report, the principle of professional control has already been accepted although, for various reasons, all the necessary steps have not been taken and control structures to fully implement the principle have not been created. In the case of Whites, professional awareness resulting from the endeavours of the various teachers' associations, led to actions which resulted in the establishment of the SATC. Up to that time the need for professional recognition had not resulted in the establishment of similar councils for the other population groups. This can possibly be attributed to backlogs existing in the education of these population groups, the causes of which date back to the earliest history of South Africa.

These backlogs constitute one of the reasons why the comprehensive HSRC investigation into education in the RSA was launched. The question that must be answered here is how future planning should be done to create structures for education of equal standard for all the population groups of the RSA. The ideal is, as previously indicated, not attainable merely by adjusting the organization and provision of education, but must also be effected on the basis of co-ordination and equal treatment of teacher training, so that the quality of the service rendered can be of equal standard. The problems related to a policy of teacher training and the establishment of ideal training structures cannot be separated from the needs, aspirations and preferences of the community to be provided with educational services. An ideal structure which can satisfy the full range of needs and aspirations of the total society, is difficult to envisage and is probably not possible. A more realistic

approach to the planning and establishment of practicable training structures for teachers, is probably to create a system which provides for decision-making at a level at which experts are brought together in a body vested with the required statutory powers. To expect such a body to decide on behalf of all population groups, is not only unrealistic but it also creates the possibility of tension and conflict as it is the inalienable right of each teaching community to take its own decisions regarding its own educational matters. Who is better qualified to judge the needs, preferences and aspirations of a group of people than the leaders of the group themselves? With the necessary goodwill and mutual co-operation positive co-operation can take place to optimally realize the potential of each inhabitant of the RSA to the advantage of the individual as well as of the country.

In order to identify the problem areas and differences for particular attention when recommendations are made, the provision of teachers for each population group is dealt with in sequence. Information and opinions given are obtained from the reports of the investigators mentioned in Paragraph 1.3 of this report.

4.2 THE PROVISION OF TEACHERS FOR THE BLACK COMMUNITY

4.2.1 RECRUITMENT AND SELECTION

Since there is not a large supply of education students, strict selection cannot take place because selection is only relevant if the supply exceeds the demand sufficiently. Consequently, virtually all suitably qualified persons who apply for admission to teacher training courses, are admitted to such courses. Selection is based on the admission requirements of the various courses but not exclusively on academic requirements. Principals report in writing on candidates' behaviour, character and potential as teachers. There is a selection committee at each teachers' training college and it is chaired by the regional direction for the specific region.

A matter which predetermines the success of recruitment and selection, is the status and esteem enjoyed by education and the teaching profession in the community. In his report on the recruitment and training of teachers, Marais (A2, p. 9) points out that, according to information supplied by the Department of Education and Training, teachers traditionally enjoy the respect of Black communities. The fact that relatively few persons apply for admission to teacher training courses must therefore be attri-

buted to other factors, e.g. the threat teachers experience from the pupils (A2, p. 7).

Although there is a definite need for recruiting more teachers, the manpower position of the Department is such that no staff can be made available to undertake it. If it is accepted that teachers must be recruited from the ranks of each population group to be trained as teachers for that population group, projections of the expected tendencies in the population growth and projections to improve the teacher-child ratio, must be taken as a basis for future recruitment programmes. A system of community schools resulting from the above acceptance, can only function successfully if teacher training facilities are available in every region for each race and language group that can train teachers for community schools.

4.2.2 Training

4.2.2.1 Minimum admission requirements

Students who wish to qualify as teachers, will be trained at 35 training colleges and/or schools for Blacks in 1981. Apart from the three existing universities for Blacks, prospective teachers can also be trained at a University for Whites with the permission of the Minister if the universities for Blacks do not offer the required degree course. Unisa, which is an open university, also offers initial and further teacher training. A Standard 8 certificate is the minimum requirement to gain admission to colleges and training schools, although attempts are now being made to increase it to Standard 10. A matriculation certificate is a requirement for admission to a university degree course.

4.2.2.2 Courses being offered at present

Candidates can be trained as pre-primary, junior primary, primary, junior secondary and senior secondary teachers by studying at training colleges/schools. After obtaining a professional teacher's qualification, four further one-year diplomas can be obtained in specific subjects: Home Economics, Arts and Crafts, Wood and Metal Work and Domestic Science. A student can qualify for teaching at a secondary school by obtaining a B degree plus a NED*, a four-year integrated degree and diploma at a university.

* National Education Diploma

The following components appear in various combinations in the structures of the various teachers' courses:

- (i) professional and professionally related subjects
- (ii) general and background subjects
- (iii) practical subjects
- (iv) content and method of academic teaching, and specialization subjects
- (v) extra curricular work
- (vi) university degree courses

Components (i), (ii) and (iii) mentioned above are built into pre-primary training courses; components (i), (ii), (iii), (iv) and (v) are included in primary courses and in some junior secondary courses; some courses for the junior secondary and all courses for the senior secondary school phases include university degree courses.

4.2.2.3 Duration of training

Depending upon which course is offered and followed, teacher training lasts for two, three or four years.

In 1981 prospective teachers will be able to obtain the following qualifications:

| NAME OF CERTIFICATE | ADMISSION REQUIREMENTS | DURATION |
|--|---|-------------------|
| 1. Pre-primary teacher's certificate | Std 8 | 2 years |
| 2. Primary teacher's certificate | Std 8 Std 8, with 3 years' teaching experience | 2 years 1 year |
| 3. Primary teacher's certificate (junior work) | Std 8 | 2 years |
| 4. Trade teacher's certificate | Std 8 and trade school certificate | 2 years |
| 5. Junior secondary teacher's certificate | Std 10 (senior certificate) | 2 years |
| 6. Junior secondary teacher's certificate (with degree course) | Std 10 (matriculation) | 2 years |

| NAME OF CERTIFICATE | ADMISSION REQUIREMENTS | DURATION |
|---|--|---------------------|
| 7. Senior secondary teacher's certificate (with degree courses) | Std 10 (matriculation) | 3 years |
| 8. Homecraft teacher's certificate | A professional teacher's certificate | 1 year |
| 9. Arts and Crafts teacher's certificate | A professional teacher's diploma | 1 year |
| 10. Wood and Metal work teacher's certificate | A professional teacher's diploma | 1 year |
| 11. Senior homecraft teacher's certificate | Junior secondary teacher's certificate | 1 year |
| 12. Post-graduate* UED | Recognized bachelor's degree | 1 year |
| 13. B Paed degrees | Std 10 (matriculation) | 4 years |
| 14. Non-graduate* UED | Bachelor's degree whose main subjects have been completed | 1 year |
| 15. Higher (senior secondary teacher's diploma) | Std 10 (senior certificate) | 2 years |
| 16. Diploma in Pedagogics | Std 10 (senior certificate) | 2 years |
| 17. Integrated Ed. degrees | Std 10 (matriculation) | 4 years |
| New courses planned for introduction in 1981: | | |
| 1. Junior primary teacher's certificate | Std 10 (senior certificate) | 2 years |
| 2. Senior primary teacher's certificate | Std 10 (senior certificate) | 2 years |
| 3. Junior and senior secondary specialization courses | Professional qualifications and pre-matriculation training | 2 years (part-time) |

4.2.2.4 The present state of teachers' qualifications

Statistical data

| | Number | % |
|--|--------------|-----------|
| 1. Graduated, with professional qualifications | 1 456 | 2,1 |
| 2. Graduated, without professional qualifications | 168 | 0,2 |
| 3. Senior certificate, with professional qualifications | 8 737 | 12,4 |
| 4. Senior certificate, without professional qualifications | 1 455 | 2,1 |
| 5. Standard eight, with professional qualifications | 34 361 | 49,0 |
| 6. Standard eight, without professional qualifications | 12 096 | 17,2 |
| 7. Others | 11 922 | 16,9 |
| | <hr/> 70 195 | <hr/> 100 |

4.2.2.5 Existing training facilities

(i) Training colleges

The Department of Education and Training divides the RSA into the White area which is sub-divided into five regions (Northern Transvaal, Johannesburg, Orange Vaal, Natal, Cape Province) and the seven national states. Each region or national state will have at least one training college in 1981 while some states will have as many as eight.

(ii) Universities

The University of the North (near Pietersburg), the University of Zululand (160 km north of Durban) and the University of Fort Hare (at Alice) train teachers. The University of South Africa offers teachers' training courses to all races by means of teletuition.

(iii) Hostels

The three universities and 24 of the 35 colleges which will train teachers in 1981, have hostels.

(iv) As far as could be ascertained, no special training for special education (for children with normal or superior intelligence or some handicap) is offered apart from the specialization courses offered by Unisa and which follow a professional qualification. In-service training which leads to a diploma in special education does, however, take place.

(v) Standard of physical amenities

Since April 1978 the Building Section of the Department of Education and Training has been responsible for the erection of teachers' colleges according to standards laid down by the Norms Committee of the Treasury. This means that the amenities at the teachers' training institutions must be identical for all groups and, if differences occur in existing facilities, they will be eliminated in due course.

4.2.2.6 Co-ordination of training and the awarding of certificates

All the courses offered by training colleges/schools are planned and prepared centrally by the Department. It is therefore not necessary for colleges mutually to co-ordinate. Since universities are controlled by autonomous bodies, the standard of each training course is determined by the university itself. The only degree of control and co-ordination is to be found in the practice of using external moderators and also in the efforts made gradually to introduce the Criteria for the Evaluation of Qualifications for Employment in Education (a CHE document serving as a working document for White education) as a guideline for structuring courses.

In respect of the teachers' courses offered by the Department of Education and Training at various training institutions, the Department is responsible for the control and co-ordination of standards. The Department is an examining body and arranges for the examination of core subjects. The Department also uses inspectors who co-ordinate and control standards of training by visiting the training institutions. If a teachers' certificate course includes degree courses, this is done in collaboration with UNISA who examines those courses. The standard of training and the training courses are thus effectively co-ordinated.

No confusion can arise among the training institutions with regard to the naming and awarding of certificates as these functions are performed

by the Department from a central point. In respect of the universities confusion may however result from the different names for similar degrees or diplomas.

Schools for the blind, the crippled, the deaf and the cerebral-palsied are controlled mainly by the Dutch Reformed Church or the Roman Catholic Church. Such schools are subsidised by the Government. Training for such teachers almost invariably takes the form of in-service training for candidates who already have the primary teachers' diploma. Upon completion of the two-year course candidates may be awarded a diploma in specialized education.

4.2.2.7 Financial provision for training

Universities and training colleges/schools are financed by the Central Government in the budgets of two state departments, namely Education and Training on the one hand and Co-operation and Development on the other hand. The practice of universities being partially responsible for supplying funds for their own needs and therefore being forced to launch fundraising campaigns, to obtain donations, etc., is therefore not necessary to the same degree as in the case of White universities.

The remuneration and other conditions of service of staff attached to training colleges/schools is the responsibility of the government. At present the staff structure of a Black training college is like that of a secondary school in respect of remuneration. It is planned to upgrade colleges and, while upgrading the colleges, also to improve the salary structures of the teacher trainers. The staff of the universities are appointed by the various university councils and the financial implications of the appointments of all university staff are met by the Department of Education and Training.

In terms of Article 38(b) of Act 90 of 1979 (the Act on Education and Training) the Minister (of Education and Training) may grant financial assistance to students at universities and teachers' colleges. He may also establish, erect and maintain teacher training schools and/or colleges.

This implies that the Minister may make financial grants to the universities and colleges in accordance with their student numbers.

Furthermore bursaries may be made available to students for use as study or accommodation bursaries. The bursaries awarded will practically cover the expenses of the students. Such bursaries are regularly reviewed so that they fulfil their aim of enabling students who wish to qualify as teachers to receive the necessary training. The study aid is not restricted to initial training because practising teachers who take and successfully complete university courses, receive (in terms of a study assistance scheme) R50,00 for each subject successfully completed. When practising teachers undertake further training in order to improve their qualifications, they are financially assisted to follow approved or recognized courses and are reimbursed by supplements to their salaries for qualifications they attain (A1, p. 45).

4.2.2.8 Tendencies in training courses

Three tendencies are evident when the policy regarding training is analysed.

- (i) There is an effort to increase the minimum admission requirement from Standard 8 to Standard 10. This principle was earlier accepted for introduction in 1981. The problems experienced in Black schools lead to doubts as to whether this policy was rigidly applied at the beginning of 1981.
- (ii) There are attempts to qualify teachers more adequately by extending the duration of training so that it will eventually be in accordance with requirements set for teachers for White schools.
- (iii) Courses are gradually revealing a stronger academic component as is evident in the fact that university degree courses form a part of certain certificate courses.

4.2.2.9 Professional and academic requirements for teacher trainers

At present the staff of a training college/school are appointed according to a staff allocation structure identical to that of a secondary school. Requirements for appointment as teacher trainers are therefore the same as for those applying to the staff of secondary schools. There are no indications that teacher trainers are equipped with the skills for their particular task. It must be borne in mind that training schools/colleges are frequently a combination of an ordinary school and

51

a training college or school. Although teaching experience is regarded as essential for teacher trainers, it is not possible in practice to appoint experienced teachers to all posts at training colleges/schools.

4.2.3 Continuing teacher training

As can be inferred from the statistics supplied in paragraph 4.2.2.4, there are serious backlogs in respect of the qualifications of Black teachers. If a senior certificate plus a professional qualification is taken as the minimum qualification, it appears that only 14,5 % of all Black teachers are adequately qualified. According to Bredenkamp (A3, p. 36) large numbers of un- and under-qualified teachers are employed and problems which are experienced are to be found in aspects which should be attended to in basic teacher training, e.g. -

- . treating (dealing with), covering and timely completion of syllabuses;
- . setting and correctly marking sufficient written work;
- . thorough and regular preparation by the teacher;
- . regular and continuous testing of pupils;
- . regular and systematic class attendance and control of work.

An attempt is being made to alleviate the problem but the scope is too restricted for it to be effective. In 1980 only 1 434 teachers out of 70 195 were involved in in-service training courses presented at the in-service training service at Mamelodi near Pretoria, lasting one week. There is an indisputable need for further extensions of this service to other centres all over the country. The presentation of a training course for experienced teachers to enable them to train other teachers for certain subjects or school phases by means of in-service courses at various centres, is strongly recommended. In this type of service to the Black community, the emphasis should be placed on the deficiencies in the basic training of teachers and in this way the quality of the teacher's work (his tuition and the result thereof - namely the children's achievements) can be improved.

Incentives to encourage teachers to obtain academic qualifications in school subjects already apply, e.g. an amount of R50,00 is paid for each approved subject passed through study at UNISA. Two aspects are receiv-

ing particular attention in view of the deficient qualifications of teachers, namely -

- (i) a programme by which teachers can obtain a senior certificate;
- (ii) part-time courses introduced in 1981 for teachers who want to improve their qualifications. The courses known as the Junior Secondary and Senior Secondary Teachers' Specialization Courses have a duration of two years and concentrate on strengthening the academic grounding in two school subjects and in pedagogics. Attempts are being made to offer this course by means of tele-tuition. (For further particulars regarding the consolidation of qualifications, etc., see Bredenkamp's report A3, pp. 43-46).

4.3 THE PROVISION OF TEACHERS FOR THE WHITE COMMUNITY

4.3.1 Recruitment and selection

Marais (A2, p. 3 et seq.) discloses that each department of education has shortages with regard to the provision of staff, ranging from slight shortages to critical shortages in respect of some secondary school subjects. He reports as follows:

"The general picture that emerges is that not all the applicants for admission to pre-primary courses are admitted, that the applicants for admission to primary training courses exceed the demand but that there are sometimes problems to direct enough of these applicants to junior primary courses.

In respect of secondary training, an attempt is being made to effect a balance between the so-called contract subjects by offering differentiated bursaries in an effort to attract more applicants to 'scarce subjects' by insisting on the inclusion of a 'useful' teaching subject in the course if the other school subject is not in great demand, by determining quotas for the different subjects, etc."

If the teaching profession is highly valued by the government and the public, and if favourable conditions of service are offered, the supply would probably exceed the demand to such an extent that recruitment of teachers would be unnecessary. The position in White education in the RSA is such, however, that the recruitment of teachers has become essen-

tial. The target group for the recruitment of teachers is the Standard 9 and 10 pupils. Recruitment is done by the teachers, particularly the guidance teacher, and inspectors of education. In the past emergency recruitment has been necessary because preliminary surveys of potential applicants indicated serious shortages in the so-called scarce subjects."

Selection, to the extent that there can be selection, is done by each department of education. It is done in accordance with the criteria compiled by the CHE, and despite the fact that no selection criteria have been scientifically verified, it can be said that honest attempts are being made to select acceptable candidates for the teaching profession in the best possible way.

4.3.2 Training

4.3.2.1 Minimum admission requirements

According to p. 18 of the Criteria for the Evaluation of South African Qualifications for Employment in Education, the minimum requirements for admission to teachers' training courses are as follows:

A Senior Certificate issued by one of the education departments in the RSA or the JMB upon completion of a senior secondary school course provided that -

- . a candidate passes both official languages, with at least the first language on the higher grade;
- . a candidate passes at least one additional subject (apart from the official languages) on the higher grade. Some teachers' colleges set more demanding admission requirements than the minimum requirements set by the CHE. University courses leading to degrees may only be pursued by candidates who have obtained a matriculation certificate or equivalent qualification.

4.3.2.2 Courses being offered at present

Prospective teachers may obtain the following qualifications:

- (i) A four-year integrated or concurrent bachelor's degree combining academic courses with training in teaching as a qualification to teach in secondary, primary or pre-primary schools.

- (ii) A Higher Diploma in Education (post-graduate) which is an approved qualification to teach in secondary, primary or pre-primary schools.
- (iii) A Higher Diploma in Education upon completion of:
 - (a) a four-year training course as a qualification to teach at secondary, primary or pre-primary schools;
 - (b) a one-year training course following upon an approved three-year diploma in education as a qualification to teach in primary or pre-primary schools; or
 - (c) a one-year training course following upon an approved three-year training as a qualification to teach in specialist posts at secondary schools. (A specialist post is a teaching post to which people who are professionally unqualified for employment in ordinary teaching posts, may be appointed permanently if they possess appropriate or relevant qualifications for such a post, for instance technical subjects or Instrumental Music, etc.)
- (iv) A Diploma in Education upon completion of a three-year training course as a qualification to teach in primary and pre-primary schools.
- (v) A Diploma in Specialized Education awarded to persons who have completed a one-year specialized training course (following upon approved three-year training).
- (vi) A Further Diploma in Education awarded to in-service teachers who have completed an approved one-year training course following upon approved training of at least three years.
- (vii) A National Education Diploma (Workshop) awarded to persons who have completed a one-year course as a qualification to teach in secondary schools.

The directions and regulations for structuring courses appear in the Criteria for the Evaluation of South African Qualifications for Employment in Education (a CHE document). To summarize: courses usually include the following (irrespective of other provisions not mentioned here:

- . Religious Instruction (Biblical studies)
- . The official languages
- . Subject didactics
- . Pedagogics
- . Academic subjects
- . Practice teaching

In the past decade great progress has been made in rationalizing training courses and effecting uniformity in the naming of certificates.

4.3.2.3 Duration of training

The general guiding rule is that a minimum initial training period of 3 years can equip students to teach at primary schools and that the minimum duration of training for the secondary school is four years. Some institutions have, however, already phased out the three-year course for teachers for primary schools and it would appear as if the minimum duration of all courses will be four years in the near future.

Some courses do not conform to the general rule set out above:

- (i) The NED (Workshop) following upon a three-year training course after Standard 10 lasts only one year.
- (ii) The further Diploma in Education (for in-service teachers who have category C qualifications) is a one-year course.
- (iii) A Diploma in Specialized Education (for persons who have undertaken approved training of at least three years) may be obtained upon completion of a one-year course.
- (iv) The B.Sc Agric (Ed) degree lasts five years.

4.3.2.4 The present state of teachers' qualifications

The following data made available by the Department of Statistics indicate the state of teachers' qualifications on 31 December 1978. Statis-

tics are presented for four categories of teachers.

| | Number | % |
|--|---------------|--------------|
| (i) Graduated, plus professional qualifications | 14 459 | 30,5 |
| (ii) Graduated, without professional qualifications | 1 116 | 2,4 |
| (iii) Senior certificate, plus professional qualifications | 30 642 | 64,6 |
| (iv) Others (including incumbents of specialist posts) | 1 207 | 2,5 |
| | <u>47 424</u> | <u>100,0</u> |

From the data it can be inferred that 4,9 % of the total number of teachers did not possess the minimum qualifications for employment in an ordinary teaching post.

4.3.2.5 Existing training facilities

Institutions for the training of teachers may be divided into three categories:

(i) Autonomous universities

There are 12 universities in the RSA, strategically placed in the large centres, namely Cape Town, Stellenbosch, Grahamstown, Port Elizabeth, Bloemfontein, Durban, Pietermaritzburg, Potchefstroom, Pretoria and Johannesburg. The location of these universities enables prospective students to attend them without any undue personal sacrifices.

(ii) Technikons under the jurisdiction of the Department of National Education

The technikons of Pretoria and Johannesburg still have special permission to train teachers for the National Education Teacher's Diploma (Workshop) independently. Furthermore, certain training may be undertaken by technikons in collaboration with universities.

(iii) Teachers' colleges maintained by the provinces

Provincial teachers' colleges train teachers mainly to meet the provinces' own needs regarding teachers for primary and pre-

primary schools. The Cape Education Department maintains colleges at Cape Town, Paarl, Wellington, Graaff-Reinet, Oudtshoorn, Stellenbosch, Port Elizabeth and Barkly House Teacher's College for pre-primary teachers in Claremont (Cape Town).

The Natal Education Department has established colleges and is maintaining them at Pinetown, Durban and Pietermaritzburg, while the Bloemfontein Teachers' Training College supplies the teachers needed by the Orange Free State Education Department.

In the Transvaal there are 5 teachers' colleges located as follows: Two in Pretoria, two in Johannesburg and one in Potchefstroom. The Department of National Education is maintaining a college for pre-primary teachers in Johannesburg.

Like the universities the colleges are well situated so that prospective students all over the RSA are within reach of a college.

Hostel facilities of a very high quality exist at all training institutions and, although sufficient accommodation for all students who apply is not necessarily available, no serious problems are encountered.

The quality of the existing amenities for teacher training ranges from good to very good with the exception of some of the older campuses. In January 1979 the Treasury established a Norms Committee that lays down minimum criteria to which all buildings, irrespective of the population groups for whom they are meant, must conform. The erection of buildings has thus been standardized.

(iv) Training for special education

The training of staff for special education is heavily dependent on in-service training because this requires more practical training than the training for ordinary education. The staff ratio formulae of these schools are such that principals, deputy principals and heads of department have sufficient time available to devote to the training of teachers. Professionally qualified

teachers who are interested in special education are therefore appointed to special education posts and are trained for the posts they occupy by teletuition, part-time training and orientation courses.

At present the following provision is made for the training of teachers for special education:

- (a) The Criteria for the Evaluation of South African Qualifications for Employment in Education provide for diplomas in specialized education and various universities offer these diplomas on a full-time or part-time basis.
- (b) The University of South Africa and education departments also offer these diplomas by means of teletuition.
- (c) Study leave and study grants are used to encourage these teachers to qualify themselves more adequately for the special type of education with which they are busy (Information to the SATC from the CHE dated 1980-11-10).

4.3.2.6 Co-ordination and the naming of certificates

- (i) Teacher training for pre-primary, primary and secondary schools is at present being undertaken by teachers' colleges, technikons and universities. The teachers' colleges (except the college in Hillbrow for the training of pre-primary teachers which is under the jurisdiction of the Department of National Education) are controlled by the Department of Education of the provincial administration in whose area they are. Technikons are controlled by the Department of National Education while universities (which also fall under the jurisdiction of the Department of National Education) are autonomous institutions which are governed by their own private Acts.

In addition to the fact mentioned above that teacher training falls under different controlling bodies, it must also be stated that teachers for primary and pre-primary schools are trained by colleges (or by universities in collaboration with colleges - the so-called B. Prim. Ed. degrees). Teachers for high schools are mainly trained at universities with the exception of persons taking

the NED (Workshop) at the Pretoria or Witwatersrand technikons and teachers who are trained jointly by the teachers' college at Graaff-Reinet and the University of Port Elizabeth in order to obtain the BA (Ed) degree with Wood- and Metalwork as endorsement.

It is inevitable that there will be a need for co-ordination in such a situation with a view to effecting uniformity of training standards. The National Education Policy Act (Act 39 of 1967) empowers the Minister of National Education to consult the Committee of University Principals (CUP), the National Education Council and the administrators of the provinces in order to co-ordinate teaching training. It has developed in practice that all teacher training courses are submitted to the CHE (Committee of Heads of Education) for approval according to the criteria laid down to evaluate the suitability of a course to prepare a person for employment in education. The CHE does not prescribe the contents of courses but evaluates courses with a view to possible employment. Consequently it happens that all teachers' training courses have to be approved by the CHE. (In those cases where institutions offer non-approved courses, their prospectuses mention that such courses have not been approved for employment in education).

(ii) How are standards co-ordinated?

In order to see the matter in the right perspective, it must be remembered that virtually all the courses offered by the training institutions, comply with the criteria determined by the CHE. It means, however, that in practice there is co-ordination of the structures of courses but not of the contents or standards of the courses.

It must also be remembered that training institutions have a large degree of autonomy. It implies that universities, teachers' colleges and technikons themselves determine the standards of the courses they offer. There is not, as in the case of the education of Blacks, Indians and Coloureds, a central examining body. This implies that a considerable variation in the standards of training courses is possible.

It is also true, on the other hand, that universities use a system of mutual external moderation of examination papers and

scripts. In respect of courses offered jointly by colleges and universities, the university acts as the body which has to guarantee that the standards achieved are of the necessary quality. This is achieved inter alia through the presence of university staff on college councils and senates and vice versa.

(iii) Naming of certificates

Because confusion existed in the past on account of the great variety of names for teaching qualifications, the following declaration of policy was published by the Minister of National Education in Government Notice R 1904 of 1976-10-22 (and amended in Government Notice R 2618 of 1977-10-30). The names of the certificates indicating teaching skills or qualifications are as follows:

- (a) BA (Ed) B Sc (Ed) etc.: four-year, combined, teaching Bachelor's degree for persons trained to teach at pre-primary, primary and secondary schools (in respect of B Prim Ed, "Ed" does not have to be put in brackets).
- (b) Higher Diploma in Education (post-graduate): a post-graduate diploma for persons trained to teach at pre-primary, primary or secondary schools.
- (c) Higher Diploma in Education (HDE)
 - (aa) A four-year qualification for persons trained to teach at pre-primary, primary and secondary schools.
 - (bb) A one-year course (following an approved three-year teacher's diploma) for persons trained to teach at pre-primary or primary schools.
 - (cc) A one-year course (following a three-year training course for specialist posts) for persons trained to teach at secondary schools.
- (d) Diploma in Education: A three-year course to teach at pre-primary or primary schools.

- (e) **Diploma in Specialized Education:** A one-year specialized training course following approved training of at least three years.
- (f) **Further Diploma in Education:** A one-year training course for in-service teachers, following approved training of at least three years.
- (g) **National Education Diploma (Workshop):** A one-year course to teach at secondary schools.

4.3.2.7 Financial provision

(i) Funds for the establishment of universities

Act 61 of 1955 is the principal act governing subsidies for new and existing universities. Under this Act subsidies in respect of budgets drawn up from the State Income Fund (SIF) may be appropriated for the establishment of universities.

When universities have been established, they are themselves partially responsible for obtaining the necessary funds. In accordance with Act 61 of 1955 the Minister of National Education in consultation with the Minister of Finance makes subsidies available to universities from available funds for capital and normal running expenses. In addition authorization to obtain private loans may be granted by the Treasury for projects such as the erection of new buildings and the purchasing of ground. Attention must be drawn to the fact that the major portion of the funds needed by universities is made available by the Government in the form of subsidies (R147 538 400 for the universities for Whites in 1979) and contributions towards payment of interest and capital redemption of loans (85 % in respect of academic projects and 50 % in respect of hostels).

(ii) Funds for the establishment of colleges

Colleges (colleges of education) fall under the jurisdiction of the provincial authorities. Therefore the provincial administrations through their education departments are solely responsible for the establishment and maintenance of colleges within their areas. The Department of National Education accepts responsi-

lity for the two technikons presently involved in teacher training and also for the college for the training of pre-primary teachers in Hillbrow.

(iii) Financing of staff attached to training institutions

University councils are responsible for the remuneration of university staff members. They are able to remunerate academic and other staff through subsidies which are allocated to them from available funds by the Minister in consultation with the Minister of Finance. In addition universities are also partially responsible for obtaining what they need through canvassing donations, etc. Colleges and technikons, on the contrary, get all their funds from the provincial education departments and/or the Department of National Education.

(iv) Financing of training of education students

Prospective teachers can fairly easily obtain study loans and bursaries for study which will equip them to join the ranks of the teaching profession. The education departments, being the largest employers, are also the largest distributors of bursaries. Agreements are made according to which loans (bursaries) are paid back by students by actual service as teachers. The bursaries may be used for university or college training and they provide for accommodation and tuition fees of students. In addition students may also obtain merit awards (to an amount of R600 per year on account of academic achievement), language bursaries (R50 per annum for achievement in the two official languages), loans to acquire equipment, etc. The education department budget includes a certain amount per student per annum in order to provide training facilities and universities receive subsidies for every education student engaged in teacher training at a university. Few bursaries are available for further study, undertaken with a view to improving qualifications.

4.3.2.8 Important tendencies and guidelines relating to planning

- (i) Micro teaching techniques are increasingly being used in practice teaching. Although certain professional skills can be mastered in this way, it is felt that they should only be used to supplement training in the practical teaching situation.

- (ii) The principle of teaching being made a graduated profession enjoys much support and an increasing number of degree courses for the various school phases are being made available. There are, however, practical obstacles which prevent the realization of this ideal in the near future.
- (iii) The minimum duration of initial training has been extended to three years and, in some provinces, to four years.
- (iv) On account of problems experienced in filling specific posts by fully qualified teachers, certain concessions are made regarding the minimum requirements of degrees and diplomas (IDEs). This may contribute an acceptance of a lowering of standards.
- (v) Practice teaching, in respect of which the profession itself (competent practising teachers) fulfils a more prominent role, should be utilised better as a training opportunity. The evaluation aspect should be seen as merely one aspect of professional training and rounding off for the profession.

4.3.2.9 Minimum requirements for appointment as teacher educators
The following are the accepted general guidelines:

(i) Teachers' college

Rector and vice-rector: An approved Master's degree, a professional qualification and ten years' teaching experience.

Head of Department: An approved Master's degree, a professional qualification and 6 years' teaching experience.

Senior Lecturer: An Honours degree, a professional qualification and 6 years' teaching experience.

Lecturer: An approved degree, a professional qualification and 4 years' teaching experience.

(ii) Universities

The following are guidelines:

Junior lecturer: An Honours degree.

Lecturer: A Master's degree.

Senior Lecturer, associate professor and professor:
A Doctor's degree.

It would seem that there is no purposeful formal programme to qualify lecturers professionally for their tasks. Training in instruction techniques specifically aimed at the education and training of students does not exist officially at any training institution where enquiries were made.

4.3.3 Continuing teacher training

- (i) From the statistical data supplied in Paragraph 4.3.2.3 it is apparent that only 4,9 % of all teachers do not possess the minimum qualifications for employment. Included in the 4,9 % are 2,5 % of teachers who have been appointed to so-called specialist posts - a practice which implies that professionally unqualified persons are appointed to teaching posts in a permanent capacity because enough persons have not been trained to fill all the vacancies which have developed in certain subjects.

The demands for in-service training are mainly determined by study committees, inspectors of education, planning sections established in education departments, and also by advisory committees and the organized teaching profession who submit requests to education departments. It would appear that the needs are mainly identified internally by the various departments.

The various departments are already, to a large extent, offering opportunities for teachers to receive basic training up to category D (i.e. a four-year training course) by means of full-time and/or teletuition courses. These courses comply with the requirements of the criteria for basic training. If a department does not provide such training itself, teachers are allowed to enrol for this training at the Teachers' College for Further Training of the TED which annually admits a limited number of teachers from other provinces or from private schools.

The demand for further training manifests itself particularly at the level of specialized training in certain facets or types of education and in this regard the TED is virtually the only department already offering a number of courses in specialized fields. On account of the numbers of teachers who have to be trained for such specialized education annually, it is probably

not economically sound that all the departments should offer such courses individually. There is already considerable interest among teachers from other provinces to enrol for this teletuition course offered by the College of Education for Further Training in Pretoria.

In some fields specialization courses are also offered at universities.

UNISA offers virtually unlimited opportunities for further education in pedagogics, school subjects and related fields, and South African universities offer many opportunities for degree and post-graduate study by means of attendance courses.

The shortage of teachers in certain subjects in secondary education necessitates a re-training of persons who were trained to teach subjects or phases in which an over-supply of teachers may exist. A lack of funds for such training (which can, in the short term, only be offered successfully through full-time attendance courses) to provide for the current emergency, is a problem experienced by all departments.

From the information received, it seems as if the further training of teachers requires long-term planning during which needs will be identified and attended to on a priority basis, mainly because only limited financial provision is possible annually.

(ii) General remarks regarding in-service training in the RSA

The nature and scope of courses offered by the various departments, indicate that the needs of the various departments differ and that planning and organization also differ because the circumstances of the departments are not all the same. The scope, the nature as well as the planning and organization of courses are determined, inter alia, by:

- (a) The type of education for which the department is responsible (compare, for instance, the responsibility of the Department of National Education in respect of special education).

- (b) The number of pupils (and consequently the number of teachers) involved in a subject or a facet of education.
- (c) Specific circumstances in respect of the state of teachers' qualifications and their availability.
- (d) Demographic circumstances, e.g. vast areas with a relatively low population density or vice versa. Compare e.g. the White departments of education of the Transvaal and the Cape Province. The surface area of the Cape Province is 2,56 times as large as that of the Transvaal, while the Transvaal has 2,22 times as many pupils as the Cape Province.

Where planning divisions for continuing teacher training have already been established at the head office of a department of education, the policy regarding courses and the planning, organization and presentation of courses seem to be largely effective. Each department has already identified its particular needs for the future, e.g. the establishment of certain institutions which are to be responsible for the in-service training of teachers in a full-time capacity or as part of the training programme, the need for persons in management positions in schools who have been specifically trained to be responsible for facets of in-service education, etc.

4.4 THE PROVISION OF TEACHERS FOR THE INDIAN COMMUNITY

4.4.1 Recruitment and selection

4.4.1.1 Recruitment

The Division of Education of Indian Affairs is not dependent on the success of a recruitment programme in order to attract enough applicants to fill existing vacancies. It is not unusual for 5 000 of the 6 000 pupils who pass the senior certificate and matriculation examination to apply for admission to teacher training. Although no intensive recruitment programme is therefore necessary, the following can be pointed out:

- (i) The recruitment programme is aimed at the senior pupils who are about to sit for the final qualifying examination.

- (ii) Information regarding entrance requirements, institutions which present training and available financial and other aid is made available to schools.
- (iii) It is regarded as desirable that pupils are recruited from a community with a view to rendering service to the same community in future. Marais (A2, p. 3) remarks that such a close family relationship exists in the case of Indians that efforts to transfer them out of their own environment, meet with great resistance.
- (iv) The recruitment of student teachers is hampered by three factors in particular: The conditions of service of teachers (particularly salaries); the negative image of education that has recently developed and the relatively long period of training during which no money is earned. On the other hand, it should also be stated that Indian teachers enjoy a relatively high status in their communities.
- (v) The Education Division reports moderate to serious shortages in respect of teachers for primary and secondary schools and in certain subjects.

4.4.1.2 Selection

The result of the examination which is taken into consideration during selection, is not the only yardstick applied to determine the suitability of candidates for teaching. Besides the academic merit of a candidate, attention is also paid to the principal's report on the candidate. The candidate's potential as a teacher is also evaluated by the Selection Board.

The Division of Education, on account of the fact that only 20 % of the candidates for teacher training can be accepted, is able to apply a particularly refined selection mechanism. Differentiated criteria are applied to distinguish between the applications with respect to:

- . men and women
- . primary or/and secondary school teachers
- . various secondary school levels

The manner in which contracts are made with students, enables the Education Division to obtain a significant say in respect of the selection of candidates for training as teachers.

4.4.2 Training

4.4.2.1 Minimum admission requirements

The minimum requirement for admission to teacher training is the senior certificate in respect of which additional requirements are set, while a matriculation certificate is required for admission to degree study.

4.4.2.2 Courses being offered at present

The following teaching qualifications may be obtained:

(i) At the two teachers' colleges:

| <u>Name of diploma</u> | <u>Admission requirements</u> | <u>Duration</u> |
|---------------------------------|-------------------------------|-----------------|
| Pre- and junior primary diploma | Senior certificate | 3 years |
| Senior primary diploma | Senior certificate | 3 years |
| Junior secondary diploma | Senior certificate | 3 years |

(ii) At the University of Durban-Westville.

| <u>Name of diploma</u> | <u>Admission requirements</u> | <u>Duration</u> |
|---------------------------------|-------------------------------|-----------------|
| B Paed (Junior Primary) | Matriculation | 4 years |
| B Paed (Senior Primary) | Matriculation | 4 years |
| B Paed (Senior Primary) | Matriculation | 4 years |
| B Paed (Arts) | Matriculation | 4 years |
| B Paed (Science) | Matriculation | 4 years |
| B Paed (Commerce) | Matriculation | 4 years |
| B Paed (Home Economics) | Matriculation | 4 years |
| Unisa (Bachelor's degree & UED) | Matriculation | 4 years |

(iii) Apart from these, specialized diplomas may also be obtained for teaching the deaf and hard of hearing.

(iv) Diplomas in Remedial Education, Special Education, School Counselling, Home Economics and Resource Centre Management are also offered.

The teachers' diplomas offered under the supervision of the Division of Education of the Department of Indian Affairs all contain the following components:

Practice teaching;
 general method;
 practical subjects (e.g. physical education or music);
 background subjects;
 specialization subjects (content and method of academic subjects), and Education.

From this it is clear that academic, professional and practical components are afforded a place in all college training courses. The university courses also contain these three elements.

4.4.2.3 Duration of training

The duration of initial training is three years in the case of students enrolling for diploma courses at colleges of education and four years in the case of students who enrol for integrated degrees or the Bachelor's degree plus the UED course.

4.4.2.4 The present state of teachers' qualifications

The state of teachers' qualifications on 1980-03-04 is indicated in the following table:

| | Number | % |
|--|--------|-------|
| (i) Graduated, plus professional qualifications | 1 682 | 19,3 |
| (ii) Graduated, without professional qualifications | 138 | 1,6 |
| (iii) Senior certificate, plus professional qualifications | 5 790 | 66,3 |
| (iv) Senior certificate, without professional qualifications | N/A | |
| (v) Standard 8, plus professional qualifications | N/A | |
| (vi) Standard 8, without professional qualifications | N/A | |
| (vii) Others (including 2.1.4 - 2.1.6) | 1 124 | 12,8 |
| TOTAL | 8 734 | 100,0 |

4.4.2.5 Existing facilities

(i) Colleges

There are two colleges of education which offer three-year education diplomas (for teachers of Grade 1 to Standard 7). The colleges will be replaced by new ones in due course while Springfield College in Durban will possibly be converted into a college for further education.

(ii) Universities

The University of Durban-Westville offers senior and junior secondary teachers' diplomas as well as integrated degrees and Bachelors' degrees plus Diplomas in Education.

(iii) Nature of the facilities

Teachers can be trained for pre- and junior primary work (although there are as yet no courses exclusively intended for pre-primary education), senior primary work (Standards 2 - 4), junior secondary work (Standards 5 - 7) and senior secondary work (Standards 8 - 10).

(iv) Hostels

There are hostel facilities at all training institutions. All new buildings are erected according to the requirements of the Norms Committee while older ones will be improved.

(v) Availability of the variety of courses at the various training institutions.

The colleges of education offer the same courses, except for the fact that Transvaal College does not offer the junior secondary teachers' diploma on account of the low number of applicants. A bachelor's degree plus UED combination can be taken at both Durban-Westville and Unisa while Durban-Westville also offers a comprehensive range of composite B Paed degrees (see Par. 4.4.2.2).

4.4.2.6 Co-ordination of training and naming of certificates

The Education Division of Indian Affairs co-ordinates all training by accepting full responsibility for all training offered by the colleges of education and by close liaison and co-operation with the University of Durban-Westville. The Education Division selects candidates who wish to use the financial aid of the division for training at the university. This also applies to the in-service training of teachers for special education which is, apart from the University of Durban-Westville, also offered by Unisa in conjunction with the Education Division. Co-ordination of supply and demand in respect of school subjects and -phases is effected by making available or withholding bursaries for study.

In order to monitor the standards of examination, a system of moderation is used by the University of Durban-Westville (external) and the two colleges of education. All teachers' certificates (except university qualifications) are issued by the Education Division.

4.4.2.7 Financial provision

Funds for the establishment and maintenance of the University of Durban-Westville and the colleges of education are provided by Indian Affairs. Attempts are being made to reduce the financial dependence on the Central Government of the University of Durban-Westville.

The financial responsibilities of the provision of staff for the university and the colleges of education are borne by the Government. The institutions also receive a stipulated amount per student annually while accommodation and study bursaries are readily available to education students.

4.4.2.8 Tendencies in training courses and guidelines for a possible ideal training structure.

The Education Division of Indian Affairs also envisages teaching that will become a graduated profession. There is a possibility that four-year diplomas may be introduced in future to replace the current three-year diplomas.

The system by which a day per week is set aside for practice teaching, should be noted. Furthermore, the central co-ordination of training and the say that interested persons (such as rectors of colleges) have, can be recommended.

4.4.2.9 Academic qualifications, professional competence and teaching experience of teacher trainers.

An approved bachelor's degree plus a professional qualification is normally required for appointment as a teacher trainer. Additional requirements can be set in respect of certain categories of posts while teaching experience is also taken into consideration.

Professional skills which are specifically relevant to the tasks of lecturers, are not set as requirements. No training in respect of tertiary training technique is available.

4.4.3 Continuing teacher training

4.4.3.1 In-service training

Funds seem to be the most serious problem of the Education Division with regard to the provision of in-service training. All the in-service training courses which are actually offered, are aimed at eliminating classroom learning/teaching problems or introducing innovations into the school situation.

Statistics are not available in respect of the number of teachers who attended courses but the following developments should be noted:

- (i) The Education Division offered a number of courses on various topics (including special and remedial education) during 1980. One-term courses in Afrikaans, Mathematics and Physical Science were offered at a college of education.
- (ii) Other bodies supplemented the courses offered by the Education Division, e.g.:
 - (a) Workshops for media specialists (the South African Association for Educational Technology);
 - (b) Leadership and management skills (Shell SA).

4.4.3.2 Further teacher training

Teachers can improve their professional qualifications to a three-year qualification at the Springfield College of Education. Apart from the opportunity to improve basic training, there are also opportunities to obtain diplomas in special education in e.g. Remedial Teaching, School Counselling, etc. at universities and the Natal Technikon, and post-graduate qualifications in this regard can be obtained at the University of South Africa. A College for Further Education would contribute to the provision of education for the needs of children in various types of education.

As in the case of in-service training, a lack of funds for bursaries and difficulties in obtaining study leave prevent teachers from improving their qualifications.

4.5 THE PROVISION OF TEACHERS FOR THE COLOURED COMMUNITY

4.5.1 Recruitment and selection

4.5.1.1 Recruitment

An intensive recruitment programme is not necessary as the status quo can be maintained in respect of the provision of staff with the present supply. In fact, only one department of education in the RSA has a planned, active, centrally co-ordinated and implemented recruitment programme.

Information regarding the profession, including conditions of service, financial aid available for training, admission qualifications to courses and details of courses are sent to schools to be made available to pupils.

The recruitment programme is aimed at Standard 10 pupils in particular as Standard 10 is seen as the ideal minimum admission qualification. There is, however, such a great demand for teachers that Standard 8 pupils (especially girls) also have to be included in the target groups for recruitment. If they are not trained, problems in respect of the provision of staff for schools will be experienced.

Recruitment is undertaken by officials of the Directorate for Education. The usual official avenues of communication are used.

The recruitment programme is also influenced by inter alia the following details regarding the staff situation:

- (i) There is a slight shortage of staff for pre-primary schools.
- (ii) There is a moderate shortage of teachers for the primary school. A large number of primary school teachers are inadequately trained as they have only passed Standard 8 and possess two-year professional diplomas.
- (iii) There is a serious shortage of men for the secondary schools.

The following reasons are offered for the lack of success of the recruitment programme for education students:

- (a) The shortcomings of teachers' working conditions (particularly salaries);
- (b) the negative image of the profession;
- (c) the long period of training during which persons are without income.

4.5.1.2 Selection

Here only cursory remarks will be made regarding certain procedures and criteria in respect of the selection of applicants for various teacher training courses.

- (i) The results of qualifying examinations for admission to teacher training are not the only criteria applied to determine a candidate's suitability for the teaching profession.
- (ii) The Department of Education and the training institution concerned both have a say in admitting candidates to teachers' courses.
- (iii) A senior certificate is seen as the academic admission qualification to teacher training. An exception is, however, made in that women who possess a junior certificate are admitted to training which leads to the granting of a qualification for the primary school. Although Standard 10 is the ideal, such women (large numbers of whom apply for admission) must be accepted to prevent large shortages of teachers for the primary school from developing.

(iv) Differentiated criteria are applied in the selection of:

- . secondary or primary school teachers
- . men or women
- . teachers for certain secondary school subjects.

(v) A very low percentage of applicants are not admitted to teacher training.

(vi) Selection is done by inspectors of education when they visit schools. Interviews are held with applicants and they are judged in terms of:

- . merit (referring to their average academic attainment, their language proficiency and age)
- . subjects offered for the school examination concerned
- . personality
- . character
- . desire to teach (the degree to which a sincere desire to be a teacher is evident in their approach)
- . participation in extra-mural activities.

4.5.2 Training

4.5.2.1 Minimum admission qualifications

From 1981 a senior certificate is regarded as the minimum admission qualification to all teacher training courses except university degree courses for which the minimum admission qualification is a matriculation certificate. As was indicated in Paragraph 4.5.1 (3) an exception is made in the case of women who possess only Standard 8 certificates and are admitted to teacher training courses in order to prevent large shortages of female primary school teachers from developing. It must, however, not be seen as a permanent arrangement.

4.5.2.2 Courses being offered at present

Prospective teachers can obtain the following qualifications at present:

(i) At training colleges or -schools or the Peninsula Technikon

| <u>Name of qualification</u> | <u>Institution</u> | <u>Admission</u> | <u>Duration</u> |
|---|--------------------|-----------------------------|-----------------|
| 1. Junior primary teacher's certificate | Training school | Std 8 or 9 | 3 years |
| 2. Primary teacher's diploma | Training college | Std 10 (senior certificate) | 3 years |
| 3. Teacher's diploma (Commerce) | Technikon | Std 10 (senior certificate) | 3 years |

(ii) At the University of the Western Cape

| | | | |
|--------------------------------------|-----|--------------------|---------|
| 1. BA / B Com B Sc and SED | UWC | Matriculation | 4 years |
| 2. Lower secondary teacher's diploma | UWC | Senior certificate | 3 years |

Courses are at present being re-structured in an attempt to bring them more in line with the national criteria. It is therefore difficult to comment upon the structures of courses.

Details of the composition of the primary teachers' diploma, reveal the following:

- (i) It is a three-year course
- (ii) The course consists of basic training in the first year during which there is no differentiation
- (iii) From the second year onwards differentiation takes place in three directions:
 - (a) an academic course (for senior primary and junior secondary)
 - (b) kindergarten
 - (c) practical subjects (for primary and secondary schools).
- (iv) The third year of the training consists mainly of specialization courses.

A broad academic and practical basis is thus laid and is built upon in the second and third years. The second and third years place increasing emphasis on either the academic or the practical component. The professional component is reflected in the contents and didactics of the academic subjects and in a system of practice teaching.

The Lower Secondary Teacher's Diploma (LSTD) is presented by the University of the Western Cape. The course is divided into two components, namely a two-year study of approved academic subjects and one year of professional and practical teacher training. Since it is the declared policy of the Directorate for Education to bring training courses in line with the national criteria, it can be assumed that practical (practice) teaching will be a significant part of the course.

4.5.2.3 Duration of training

From the above paragraph it is clear that initial teacher training courses take three of four years after Standard 8/9/10. Diploma courses take three years, while a degree-plus SED course takes four years.

4.5.2.4 The present state of teachers' qualifications

The present state of teachers' qualifications:

| | Number | % |
|--|--------------|--------------|
| (i) Graduated, with professional qualifications | 1 355 | 5,3 |
| (ii) Graduated, without professional qualifications | 262 | 1,0 |
| (iii) Senior certificate, with professional qualifications | 8 186 | 31,8 |
| (iv) Senior certificate, without professional qualifications | 1 045 | 4,1 |
| (v) Standard 8, with professional qualifications | 13 618 | 52,9 |
| (vi) Standard 8, without professional qualifications | 899 | 3,5 |
| (vii) Other | 355 | 1,4 |
| | <hr/> 25 720 | <hr/> 100,00 |

Source: 1979 - Report of Chief Inspectors of Education

NB : 403 teachers were attached to Children's Act schools and to private, vocational and special schools.

4.5.2.5 Existing facilities

(i) Colleges and training schools

At present there are 8 colleges situated at Bellville, Port Elizabeth, Durban, Kimberley, Cape Town, Crawford, Johannesburg and in the Southern Cape. Apart from the 8 colleges there are 6 training schools (only three of which will still be undertaking teacher training in 1981) all situated in the Cape Province: Paarl, Wynberg, Worcester, Salt River, Cape Town and Uitenhage.

Teachers of technical and commercial subjects are trained at the Peninsula Technikon. A limited number of students will in future, subject to certain conditions, be trained as agriculture teachers at the College of Agriculture at Elsenburg (near Stellenbosch).

(ii) Universities

The universities of the Western Cape, Durban-Westville and UNISA offer university training courses to prospective teachers.

(iii) Nature of facilities

The training schools train women (who possess a junior certificate) for the primary school and issue a three-year teacher's diploma. Training colleges train teachers for the primary and junior-secondary schools provided they possess a senior certificate. The Peninsula Technikon trains technical and commercial teachers for the secondary school while the University of the Western Cape offers diploma and degree courses for secondary school teachers.

At present two specialized diplomas are being offered by the University of the Western Cape, namely the Adaptation Class Education Diploma and the Child Guidance Diploma for teachers who are selected for such training and for whom training bursaries are available. Teachers who enrol for the Adaptation Class

Education Diploma commit themselves to teach in this specialized field upon completion of the course.

(iv) Hostels

All the training colleges and universities have hostels but some training schools do not have hostels. According to available information some hostels are of a poor quality.

(v) Availability of the variety of courses at various training institutions.

The junior primary teacher's certificate for women who possess at least a Standard 8 certificate is offered at all training schools, but then only at training schools. The primary teacher's diploma is offered at all the training colleges while the Bachelor's degree plus the SED course is offered only at the University of the Western Cape. The teacher's diploma (Commerce) is offered only at the Peninsula Technikon.

4.5.2.6 Co-ordination of training and naming of certificates

Planning of the activities of all the training colleges and schools is done by the Directorate for Education of the Department of Coloured Affairs of the Department of Internal Affairs. Student quotas, the provision of staff and related matters are all controlled by the Directorate. Liaison takes place between the Directorate and the University of the Western Cape. A Committee of Rectors advises the Directorate on training matters and is increasingly involved in planning and co-ordination.

The Directorate carefully co-ordinates the supply and demand by determining the quotas for each subject or level. The fact that virtually all students use bursaries, enables the Directorate to exercise control over the provision of teachers more easily. Unfortunately the supply of prospective teachers is not such that proper selection and recruitment for school levels or teaching subjects can take place.

The examining of training courses is controlled by an examination board which functions within the Directorate for Education. A system of moderation and external examinations is applied.

Certification is uniform because all certificates are issued by the Directorate. Education planners of the Directorate are attempting to alter their teachers' training courses in such a way that they will comply with the requirements of the national criteria.

4.5.2.7 Financial provision

UNISA, being a completely autonomous university, is itself partially responsible for providing whatever is necessary. The University of the Western Cape is financed by the Government. The Government therefore provides the whole campus, all the buildings and equipment as well as all salaries. The budget of the University of the Western Cape is submitted to Parliament for approval by the Department of Coloured Affairs.

Colleges are definitely not autonomous and do not need to submit a budget for approval. Everything they need is provided by the Directorate for Education. New colleges to be erected are financed by the Department of Coloured Affairs. In some cases the physical amenities of colleges belong to church societies who let the amenities to the department.

Remuneration of the staff of training colleges is done by the Directorate of Education of the Department of Coloured Affairs. All trainers of teachers at training colleges are paid by the same office. The Council and Senate of the University of the Western Cape are responsible for the emoluments of all the staff members of the university with funds allocated by the central government.

In respect of financial provision for training, also, there is movement towards parity. The universities and colleges/training schools are subsidised per student while bursaries (R600 for the University of the Western Cape, R1 000 for other universities and R420 or R325 per annum for colleges and training schools) are available to students and cover almost all the accommodation and tuition fees. Teachers who want to obtain further qualifications are also entitled to apply for financial aid as well as concessions regarding leave so that they can undertake their studies. Further approved or recognized qualifications obtained mean an improvement in category grading for practising teachers.

4.5.2.8 Tendencies in training courses and guidelines for a possible ideal training structure

There is a tendency towards bringing courses into line with the guidelines of the criteria. A minimum admission qualification of Standard 10 and a minimum duration of training of four years are seen as the ideal.

Continuous attempts are made to raise the standards of courses by revising them. A practice teaching period of 15 weeks is being considered. It is envisaged that students will be acquainted with micro teaching in the first year of training and it is hoped that closer co-operation can be established between the training institutions and the schools and to involve the schools in the training of students in practical teaching. (Junior primary education certificate students are already in daily contact with the practical school situation.)

When an ideal training structure is considered, the principle of continuing research which implies continuing revision of and innovation in respect of training courses must be borne in mind. The idea that the practical training of future teachers must be more school-based, stems from a fairly general opinion that the current training of teachers is too theoretical and should be more practical.

4.5.2.9 Academic qualifications, professional skill and teaching experience of teacher trainers

The requirements for appointment as a lecturer at a training school or college are normally higher than those for appointment to a teaching post at a school. On account of a variety of factors concessions sometimes have to be made so that persons who are not better qualified than the requirements for appointment to teaching posts at schools, occasionally have to be appointed.

At the moment Category C is the minimum requirement for appointment to a lecturer's post. Relevant experience is a strong recommendation but, in practice, it is not always possible to appoint suitably qualified persons. In respect of promotion posts at colleges teaching experience is deemed an essential requirement.

Teaching experience is a strong recommendation in respect of ordinary appointments and is a requirement for appointment to a promotion post at a training college.

Wherever possible, persons who are professionally suitably equipped for their tasks as teacher educators, are appointed. Lecturers are not guided systematically in respect of didactics but indirectly it is considered when lecturers are periodically inspected and evaluated. There is, unfortunately, little co-ordination among lecturers responsible for the same subject. Heads of Departments at colleges are supposed to act as subject advisers, but they are not fully used to give guidance and instruction in teaching to their colleagues.

4.5.3 Continuing teacher training

4.5.3.1 In-service training

According to the information obtained, it would appear that only inspectors of education are responsible for in-service training, and that this takes the form of short and afternoon courses organized in the course of their other duties. The identification of needs is also done mainly by the inspectors of education who may then apply for the provision of short courses. The fact that only nine courses were offered in 1980, attended by approximately 487 teachers and lecturers from training schools and colleges, reflects on the unsatisfactory situation with regard to both the identification of needs as well as the policy concerning the organization and provision of opportunities for in-service training.

It is envisaged that "a large number of subject inspectors (advisers) will be appointed who will offer subject guidance to teachers on a continuing basis in the afternoons. The system will probably be established in 1981". It is doubtful whether this can be regarded as an effective or adequate method of in-service training. By assigning in-service training merely to afternoons it is impossible, in our opinion, to give more than superficial guidance. In view of the distribution of Coloured education throughout the RSA, with only a few areas with a high concentration of Coloureds, it is doubtful whether subject inspectors (advisers) will be able to launch an effective in-service training programme. Well-planned and organized one-week in-service training courses at existing training institutions followed by one-day courses at various centres is

a possibility that warrants investigation, and a basic inquiry into the way in which needs for in-service training may be effectively identified, will probably strongly indicate the need for such courses in which inspectors of education and subject inspectors are directly involved.

If school principals are not specifically trained for their task with regard to leadership and management in education, which includes staff development, then formal and informal in-service training in the schools themselves cannot be too strongly supported (A3, pp. 38-39).

4.5.3.2 Further training

This is an important facet of the planning of teacher training for Coloureds as it is the obvious way to improve the situation in which more than 60 % of all teachers do not possess Standard 10 qualifications. Teletuition, accompanied by attendance at courses during holidays, can largely solve the problems of finding suitable substitutes for teachers who are withdrawn from service for further training (A3, p. 46).

The current provision for further training consists mainly of full-time one-year courses which can be taken at a university, technikon or teacher's training college. Courses for further training are structured in such a way that the consolidation of existing qualifications is possible.

4.6 CONDITIONS OF SERVICE AND WORKING CONDITIONS OF TEACHERS

4.6.1 The recognition of the teacher as a professional person

The recognition of the teacher as a professional person implies that it is accepted that he possesses the necessary training and skills to practise a particular profession, in this case the teaching profession, with success. By inserting the name of the person in the register, the professional council confirms that the person complies with the training and other requirements set by the profession. By this method he is declared competent and is permitted to practise the profession and to make his services available to an employer.

This also means that the teacher enters his occupation as a professional person. The employer thus takes into service a person who has been thoroughly trained and is fully competent to perform the service for which he has offered himself.

The employer has the assurance of the professional council that the new entrant by virtue of his registration is committed to the observance of a professional code of conduct, and that in the event of unprofessional behaviour and infringements of the code the council will have the responsibility to take action.

The government is responsible for the provision of various services, such as, inter alia, health services and teaching services. In order to supply these services, the necessary facilities must firstly be provided, namely hospitals and schools with all accessories, aids and apparatus that are needed. Secondly, thoroughly trained, competent professional persons such as doctors, nurses and teachers must be employed to man the particular services.

The government cannot itself supply the physical service. It can only provide the facilities and the equipment. Professional services are the field of the professions and professionally trained staff.

The government therefore employs professional persons and leaves the task in their hands. The only further responsibility of the authority is to maintain and extend the facilities when necessary, to implement a management system which conforms to professional requirements, and to create conditions of service and working conditions for its professional personnel which will promote to the service that they render.

4.6.2 Conditions of service and working conditions of the teacher

4.6.2.1 Conditions of service as a factor in recruitment

"Die verskaffing en uitbouing van 'n hoogstaande onderwyskundige diens aan die gemeenskap is afhanklik van 'n volgehoue toevloei van bekwame jongmense tot die onderwysberoep. Om te verseker dat die onderwys in die toekoms deur toereikend-opgeleide persone beman sal word, moet die onderwys as profesie aantreklik genoeg wees om belowende jongmense die sekuriteit te bied wat met 'n profesie gepaard gaan."*

Special emphasis has recently been placed on particularly the role that salary as a single factor plays in the recruitment and retention of

* Hannah, C. SATC-Bulletin, No. 5, November 1980

teaching personnel. This emphasis on salaries in comparison with other aspects is evidently attributable to the backlog in this respect which has built up over a relatively long period. It is difficult to deny that the salary struggle over the past number of years has had a damaging effect on the image of the profession and in this way has also had a negative influence on recruitment. A rectification of the salary problem will possibly permit the emphasis to fall more heavily on the other facets of conditions of service. It is important, however, to emphasize that conditions of service, as a measurable factor, is an important factor in the promotion of any profession. Particularly for the teaching profession this should as far as possible be competitive with that of other professions, so that students of very good quality can be recruited so as to ensure a good teaching service to the community at all times.

4.6.2.2 Conditions of service and training

Training must be directed at rendering of service and this must be taken into consideration. The requirements and specialized nature of the service that has to be rendered will therefore also determine the requirements and specialization of the training. A third factor that must also be taken into account is conditions of service, and more specifically salaries or remuneration. To take extreme examples, it can be maintained that unskilled labour requires little training and therefore has little claim on high wages. On the other hand, highly specialized rendering of service also assumes intensive and lengthy specialized training, and a person who has undergone such training, which is by its nature also expensive, justifiably expects that his salary or remuneration will be in accordance with this.

It is evident that conditions of service that are not in accordance with the duration and other requirements of training, will in the long run lead to the draining of trained personnel from the profession.

Conditions of service must accordingly be such that persons who are suitably trained will find a happy home in the profession, with the satisfaction of knowing that their dedicated and committed study was also worthwhile in this respect.

4.6.3 Conditions of service and professional demands

Conditions of service must keep pace with the demands and requirements of the profession, and must compare favourably with those of other professions with comparable training and professional requirements. It must therefore conform to professional requirements.

In the recent report of the Division of Indian Education of the Department of Internal Affairs, it is remarked inter alia that "the present remuneration structure does to a large extent contribute to the 'employee' rather than the 'professional' image of the teacher. The teacher's role and his status must be enhanced by a salary base that places the teacher on par with other professional men in the eyes of the community."* What has been said in this regard concerning the teacher's salary, applies undoubtedly to his other conditions of service and working conditions. In order to test the conditions of service according to professional requirements, it is therefore necessary to look thoroughly at what the characteristics or qualities of a profession are, which are here being considered. Spies distinguishes the following:**

4.6.3.1 A profession assumes specialized knowledge

All occupations demand particular specialized professional skills, and this is supported by an extensive basis of specialized knowledge.

Preparation for a profession requires a long period of intensive study and practice, so as to master both the theory and the practical skills proper to the profession. This specialized training distinguishes the professional person from the layman. Boyce states as follows: A profession is intellectual and learned and founded upon a systematic body of knowledge, the mastery of which is achieved by a long and arduous period of professional education and training. The implication is that a profession is not merely concerned with the exercise of some skills, but skills which have an intellectual foundation."***

* Indian Affairs: Investigation into the status of the educator (p. 48)

** Spies, P.G. van Zyl. Professionele beheeruitoefening van die onderwysberoep in die RSA (p. 11)

*** Boyce, A.N. (A5, p. 2)

4.6.3.2 A profession assumes sustained study and research

The specialized nature of professional service demands sustained study and research in order inter alia to verify continually the justifiability of professional practice and to replace it where necessary. In this regard Greenwood, as quoted by Spies, remarks as follows: "The spirit of rationality in a profession encourages a critical, as opposed to a reverential, attitude towards the theoretical system ... This produces an intellectually stimulating milieu that is in marked contrast to the milieu of a non-professional occupation."*

To meet the need for sustained research provision must be made for this in the conditions of service and the working conditions of the teacher as a professional person.

4.6.3.3 A professional person is invested with specific professional authority

On the basis of their command of specialized knowledge and training, professional persons have special authority. The authority accorded to a professional person by the community requiring his service will depend largely on how important his services are considered to be as well as the quality of the service which he renders. In order to claim this authority for a profession, the training for the profession as well as the professional conduct of its members must naturally be above reproach.

4.6.3.4 Some authority is sanctioned to a profession by society

Society has particular needs which demand the rendering of specialized service. There is thus a need for professional persons who have been specifically trained for the task, and provided that the community has confidence in the training and competence of the professional persons, the rendering of the service as a whole is handed over and entrusted to them.

It then becomes the task of the profession concerned to perform and to guarantee the particular service, and to do this the profession must see to it that only capable people practise the profession, and then only in a way that is worthy of the profession. In practice this means that the profession is sanctioned to conduct its own affairs, and at the

* Spies, P.G. van Z. (op. cit.) p. 12

same time gains a specific monopoly of the particular service which is being rendered.

A profession usually has its own professional council that is invested with the necessary powers to execute the supervisory and controlling functions that have been mentioned.

A thorough investigation into the position and task of a professional council for the teaching profession is thus necessary, so that with regard to this facet the teaching profession can occupy an equivalent position to that of other professions. A question that may be asked is whether the teacher's/lecturer's professional status can be acknowledged without giving full and equal recognition to his profession. To give full and equal recognition to the profession, it is necessary that the body that is meant to exercise control over the profession, should be invested with the necessary authority and competence.

4.6.3.5 A profession may be distinguished by the development and application of an ethical code.

This self-imposed requirement makes the practice of a profession an exacting task. Owing to his rendering of service to the community, the teacher particularly is constantly in the limelight; not only in the classroom or during school hours, but also everywhere else where he may move in the community.

If the high professional demands which teachers set for themselves are considered, then claim can justifiably be made to professional conditions of service that correspond to these high self-imposed requirements.

Furthermore it must be taken into account that the recognition of the authority and competence of the profession in this regard is a pre-requisite. A profession can assume only the responsibility that is entrusted to it and only to the extent that it is entrusted.

4.6.4 Differentiated conditions of service

In the free-market system within which the professions find themselves, it is an accepted principle that those persons who are better equipped, who render better service and are prepared to work harder will eventually enjoy a better income. Thus, although specific minimum rates and fees are apparently stipulated throughout for the practitioners of

such professions, this does not finally result in equal remuneration.

The question is often posed however whether, in an employed profession like teaching, differentiated salaries/promotion possibilities are in any way justified or justifiable.

On basic principles there can scarcely be any objection to equal remuneration and conditions of service for all members of the teaching profession who are in equivalent posts and have equal qualifications. In this respect there are, however, historical and other factors that cannot be ignored. In this regard the following are relevant:

- (i) Differentiated salaries for teachers of different population groups was a reality over a very long period. Possibly this was even justified in view of the particular circumstances, provided that the teachers of each population group within their own communities received reasonable salaries that placed them in the position to conform to the requisite standards of living.
- (ii) Differentiated salaries for men and women in teaching have a historical background. However, times have changed and today differentiation based merely on the basis of sex is difficult to view as justifiable or acceptable.
- (iii) Moreover, with regard to other conditions of service such as promotion, there should be no obstacles for the woman to compare on an equal footing.

Although on basic principles, it can be argued therefore that equal opportunities and equal conditions of service should be afforded to all, there are nevertheless a few practical matters which make differentiated benefits in some instances desirable, necessary and even essential. The following merit consideration in this respect.

- (i) The present merit promotion system, where it is used, has resulted in differentiated salaries, and, although there may possibly be objections to the implementation of the system, little objection can be raised to the principle concerned. Equal remuneration to teachers of differentiated merit will

result in benefiting the teacher of lower merit, and prejudicing the teacher with higher merit which is difficult to justify.

- (ii) It is a freely accepted general educational principle that, just as in the home both father and mother are important identification figures in the child's education, it is important that in the school both male and female teachers should be present. The fact that the male teacher is in shorter supply or more difficult to acquire, can possibly justify the offer of a higher salary to secure his services. This differentiation however, can be justified only if men of merit comparable to that of available women can in this way be obtained. If, with differentiated salaries, no more men and men with at least the same merit as the available women, are recruited, the matter deserves serious reconsideration.
- (iii) The problem of the availability of teachers for certain scarce subjects has often come to the fore recently. It can be expected therefore that the time will come when a choice must be made between either no available teacher for a particular vacancy, or a teacher receiving higher remuneration. The present dilemma is however, that present data indicate that if specified minimum training requirements are used as the criterion for all subjects, many more school subjects may be classified as scarce than those generally regarded as scarce subjects. The long-term solution recommended for this problem is by means of preventative measures, making the profession so attractive that such a situation can be avoided as far as possible. For the short- and middle-terms other solutions must be sought, for example:
 - (a) To allocate teacher assistants to qualified teachers to assist with such tasks as: correcting, technical assistance, individual guidance of pupils, and administrative responsibilities. By this means teachers will be in a position to handle larger groups of pupils.
 - (b) Greater assistance to teachers by means of educational technology.

- (c) To use more effectively the teachers in so-called scarce subjects by arranging that students attend classes at teaching centres for certain subjects.
 - (d) Training of inexperienced and inadequately-trained teachers by competent teachers, on a continuous and centralized basis.
- (iv) A further matter that merits consideration is the additional remuneration for additional loading or additional duties. The question has already been asked whether teachers of certain subjects, for example teachers responsible for the teaching of the two official languages, on account of the fact that all pupils must take these subjects and the resultant large classes that arise, do not have a justified claim to additional remuneration. In addition to this it is an acknowledged fact that in certain cases particular extra-curricular activities rest more heavily on the shoulders of only a few teachers. In these cases too the matter demands further thought. Specific geographical areas (rural areas, towns, industrial areas) exert particular influences that clearly bring to the fore the needs for differentiation in certain cases.

4.6.5 Promotion opportunities

Promotion opportunities in teaching are important and the opportunities to advance must exist for those who wish to make progress. It must be taken into consideration, however, that most teachers will remain in the classroom throughout their teaching careers, and indeed must remain in the classroom. Teaching is inevitably the teacher's basic function, and thus it is essential that there be progress and promotion opportunities within the classroom that can offer the teacher a salary increase to a level where his position is comparable to that of practitioners in other comparable professions. The present position is such that the teacher (often reluctantly) must try to find promotion outside the classroom in order to reach the expected standard of living desired, while those who do not secure such promotion very often remain behind feeling frustrated.

4.6.6 Teaching as an employed profession

It can be questioned whether teaching as virtually an employed profession is to some degree comparable with other professions when conditions of service and working conditions are considered. In this regard the following matters are relevant.

To a greater or lesser degree members of all professions are employed. In the case of the so-called free professions the percentage of employees is relatively small, while in the case of the so-called employed professions for example, the nursing profession, it is large. What is important, however, is that employment makes no difference to the nature of a profession. When a professional person is employed, he still remains, in his capacity of employee, a member of his profession, and he renders his services accordingly.

All professional councils have been established by means of legislation, which can thus be regarded as the formal or official recognition of the profession concerned. There is at present a professional council for White teachers and provision has been made by legislation (Act 90 of 1979) for a similar council for Black teachers (Act on Education and Training, number 90 of 1979). Such a council can be established as soon as the profession requests it. The fact that such a council has not yet been established, is probably owing to the fact that a request in this respect has not been put forward. In view of the above it can be assumed that, purely on the basis of principle, there will be no objection by the legislator to give recognition to all teachers in the same way.

The government is represented on all the professional councils. The only apparent exception in this respect is the Law Society where all council members are elected in a prescribed manner by members of the society concerned.

The number of government representatives vary from council to council and the difference is probably owing to the need for representation by the government on account of its direct interest in the services rendered by each particular profession.

Control over the training of members of the different professions is in the hands of the various professional councils. It is important to

note that besides the representation on the professional councils, the government has no further say in the training for the professions, despite the fact that the government employs members of all the professions to a greater or lesser degree. However, the provision made with respect to some of the professional councils is significant, namely that the government can intervene in the public interest. In this regard, Article 61 (2) of the Act on the South African Medical and Dental Council for example, states:

"The Minister may, after consultation with the executive committee of the council, if he deems it to be in the public interest -

- (a) without the recommendation of the council make regulations relating to any of the matters referred to in subsection (1) or amended or any regulation repeal made in terms of that subsection;
- (b) amend or repeal any rule made in terms of the provisions of this Act."

The South African Teachers' Council for Whites is the only exception in the sense that it does not have at its disposal any controlling function regarding the training of teachers. In this case training and training requirements are laid down by the government as the employer, while the professional council possesses only an advisory power.

Conditions of service and the remuneration of professional persons in the service of the government are arranged in accordance with civil service regulations. For the so-called skilled posts however, the government makes provision for professional persons in its service.

4.6.7

Members of free professions

The salaries and other conditions of service and service benefits of employed members of the so-called free professions must be comparable or competitive with those of their colleagues in private practice, otherwise the government will find it difficult to fill the posts concerned which it has available for professional persons. Government employment has probably both advantages and disadvantages for a member of a free profession. However, what is important is that the advantages and disadvantages weighed against each other place him in at least a

comparable position so that entry into government service can be a proposition worth considering.

4.6.8 Members of employed professions

In the case of the so-called employed professions (for example teaching and nursing) the problem exists that there is no comparable free practitioner of the profession. This has the effect that the government virtually has a monopoly with regard to the employment of the members of such a profession. Owing to the fact that there is little competition in such a case, it is possible that the government can arbitrarily specify the conditions of service and the working conditions, even though it may appoint such persons in skilled posts.

Although it can be assumed that a responsible government will not exploit such a situation to the detriment of the profession, it must be realized, on the other hand, that any employer will make stipulations to his own advantage when taking employees into service. It appears therefore that, in the case of employed professions, it is in the interest of the profession as well as the community that it serves that provision shall be made for a statutory negotiation procedure or mechanism. In this way the interests of the profession will also be served, and a sound balance will be brought about and maintained between the interests of the government as employer and the professional person as employee.

With regard to the other working conditions it must always be borne in mind, when employing professional people, that one is dealing with professional people.

4.6.9 A professional negotiation mechanism

In the previous section reference is made to the need for a statutory negotiating mechanism for teaching as an employed profession.* Although this matter will probably be accorded the necessary attention by other work committees of the HSRC Investigation into Education, it is nevertheless regarded as important that certain matters should be mentioned here.

* The Federal Council of Teachers' Associations have made a submission to the HSRC Investigation into Education regarding such a negotiation procedure.

In an information series compiled and published by the National Manpower Committee 2000 it is emphasized that the worker stands on two legs, namely that of rights and that of responsibility. Furthermore a number of rights are mentioned to which the worker can make claim, two of which are important in this regard, namely -

- . the right to reasonable remuneration and conditions of service, and
- . the right to negotiate collectively

Teaching is a key service, and it can therefore be regarded as being in the national interest that there should be job-satisfaction and harmony in the teaching profession.

The events concerning the handling of teachers' salaries in the past few years have demonstrated clearly that the teaching profession is not elevated above labour unrest. If the unrest in the teaching profession is allowed to continue, it will not merely be the teacher and the organized profession that will suffer thereby, but also the government as employer, and lastly but perhaps the most important, the community and the child. These facts make the prevention and, where necessary, the timely handling of possible unrest a matter of concern.

With regard to White teachers, the present negotiation machinery between the Federal Council of Teachers' Unions and the government for example, makes provision for a liaison procedure only, and no provision is made for the settlement of differences should these emerge. For this reason salary differences have in the past led to lengthy debates while no satisfactory agreement could be reached. The further result was the publicity in the daily newspapers which did not always enhance the image of the profession.

In view of the importance of the teaching service as a public service, it is important that urgent attention be given to effective machinery for negotiation between the teacher as employee and the government as employer. This must be determined by legislation -

- (i) for the prevention and settlement of differences in the teaching profession concerning conditions of service and working conditions;
- (ii) to ensure that teaching as an essential service to the community does not suffer or come to a halt because of differences between the employer and the employee;
- (iii) to ensure that differences are not unnecessarily prolonged or develop in ways which can prejudice the image of teaching as a profession;
- (iv) to ensure that the teaching profession is afforded a fair opportunity to negotiate for reasonable remuneration and conditions of service that must be related to the necessity and quality of the professional services being rendered.

5. CONCLUSIONS, SUMMARY AND RECOMMENDATIONS

5.1 GENERAL ORIENTATION

In order to be able to formulate meaningful recommendations, the initial request which resulted in the investigation into education in the RSA must again be seen in perspective. From the request it is evident that the education policy, as it is at present being implemented in the RSA, does not succeed in -

- (i) optimally realizing the potential of the inhabitants, resulting in the fact that the country does not reach and maintain the growth that can rightfully be expected, and this in turn retards the development of a high quality of life of the inhabitants, and
- (ii) providing education of equal standard for all the population groups.

An analysis of (i) indicates that the problems that are experienced can be ascribed, in the first instance, to the total school system and provision of education in the RSA at present. Although Paragraph 2(f) of the National Education Policy Act, No. 39 of 1967, determines that -

"education shall be provided in accordance with the ability and aptitude of and interest shown by the pupil, and the needs of the country, and that appropriate guidance shall, with due regard thereto, be furnished to pupils" -

it would seem as if this ideal is indeed pursued, but that progress in this direction is very slow. The above Act (No. 39 of 1967) is also an act which refers to the powers and authority of the Minister of National Education, and therefore it presents guidelines for a policy to be adopted in providing education for Whites in certain schools and to provide for certain aspects of the training of White persons as teachers. In order to effect what is envisaged in (i) above, the full implications of Paragraph 2(f) of the quoted legislation will have to be considered anew and implemented as effectively as possible in all facets of South African society. This matter falls within the field of other work committees and the matters will be attended to only to the extent to which they have implications for the provision of teachers.

Education of equal standard for all population groups in the RSA necessarily implies the provision of teachers. Problems experienced in this regard and measures to alleviate and eventually eliminate the problems, are related inter alia to the provision of teachers, their training and the professional control over teachers for each teaching community. An attempt will be made to draw valid conclusions to motivate the recommendations of this work committee from the previous paragraphs of this report in which the present situation in the RSA in respect of recruitment and selection, training and in-service training of each teaching community in the RSA was briefly described. It is noticeable that these recommendations refer mainly to the problems related to the attainment of education of equal standard for all population groups.

5.2 SUMMARY OF THE PRINCIPLES FOR THE PROVISION OF EDUCATION

- (i) From what has already been said, it is clear that the provision of teachers must be associated with, and must further develop and fully realize, the following three determinants:
 - (a) The competence, aptitude and interest of the individual pupil;
 - (b) the needs, aspirations and preferences of the community in which the pupil lives;
 - (c) the needs of the country, the opportunities it offers its inhabitants and the future opportunities contained in its agricultural, industrial, technological and other potential.

These challenges make particular demands upon educational leaders and also upon teachers without whom no educational system can function effectively. The standard of service rendered to the community is largely determined by two matters, namely the quality of the person recruited for training as a teacher and the quality of the training he receives for effective performance of his task (initial training as well as continuing in-service training).

Recommendations regarding the provision of teachers must therefore link up with the stated requirements, and must facilitate, in particular, the realization of the above threefold ideal. Equal educational opportunities including equal educational standards are possible only if, in

respect of teacher training, provision is made for -

- . the co-ordination and moderation of the training of all teachers regarding e.g. common core syllabuses and financial provision for training;
- . the diversification of training to provide for e.g. community - directed interpretation and refinement of core syllabuses because teachers will eventually have to render service to a specific community, and also for the language, culture and attitude to life (including the basic religious attitude) of the teacher-in-training.

From the more comprehensive discussion regarding the implications of the educational principles for the RSA for the recruitment and training of teachers in Paragraph 3 of this comprehensive report (pp. 32-44) it is clear that the following matters will be of particular importance for the recommendations:

- . The competence, aptitudes and interests of individual pupils
- . needs, aspirations and preferences of communities
- . national interests, e.g. manpower needs
- . co-ordination and equalization of training standards
- . identification of the common elements in the various teaching communities
- . recognition of diversities in respect of religion, culture and language
- . the educational responsibility of teachers
- . financial provision on a fair and responsible basis
- . organizational and functional reconciliation of the processes of centralization and decentralization
- . co-ordinated research which forms the basis of meaningful and functional innovation in teacher training.

The tenth principle is further elucidated with a view to recommendations made in this regard.

(ii) The professional status of teachers and lecturers will be recognized.

Members of the community may justifiably ask the following question: Is it at all relevant that teachers and lecturers should enjoy professional status in the community?

Members of the teaching profession occupy an exceptional position in society in the sense that the service they render has a direct influence on the life of the whole community. It does not influence only individuals or certain groups. The standard of service rendered in education to a great extent co-determines the level of civilization of the whole nation - its effect is always perceptible and it represents a service to the community of such a sophisticated nature that the community would stagnate without it and would cease developing and improving its standard of living.

Because the conduct of the teacher has such a far-reaching influence on the life of the child, every parent is directly involved in everything that happens to his child at school. The days when any person with the required knowledge of a certain subject or field of life could be put in front of a group of children to teach them are over since teaching must satisfy much more than the basic knowledge requirements of people in modern times. The task of the school is again elucidated, namely, while taking cognizance of what has happened and is still happening in the child's family life, to lead and help the child to master in a systematic way, the cultural and life style, to which he, as an immature person is progressing, to control it, to link it to real-life situations and to recognize and heed associated norms. In short: the child must learn to live his life as a responsible adult.

This comprehensive task can only be entrusted to persons who have been adequately trained in a scientific way. In this regard an important question is raised: Who is best qualified to decide, while heeding the implications of the decision, when a person is qualified to practise as a teacher in a certain community?

It would seem as if the most responsible way of exercising control over an essential service would be control by leaders of the specific service itself. It is obvious that the authorities who have the responsibility of planning and implementing such services, are also interested in the selection and preparation of persons for the profession and therefore deserve a say. Admission to the profession should mainly be determined by sound educational principles, while other considerations should be of secondary importance.

When leaders from their own ranks control a profession and this control is sanctioned and protected by law, it means that professional recognition and status are granted to the profession. Continued recognition is, however, determined by and dependent upon the nature of the service rendered and the way in which control is exercised over the members of the profession.

Van Vuuren (A6, p. 2) puts it as follows: "A profession or professionalization is not a static objective that is achieved. The characteristic of dynamics or movement in the direction of professionalism which is ever present, is significant. Cognizance should be taken of this desire for further professionalization which is found in every profession, and the necessary recognition in accordance with merit is important."

The fact that education has already grown to statutory recognition as a profession, puts certain responsibilities on every teacher to conduct himself in such a way that his status and that of the profession will never be questioned. A professional council has as its task the responsibility of seeing to it that the status of the teacher and that of the teaching profession is at all times maintained and extended.

5.3 RECRUITMENT AND SELECTION OF EDUCATION STUDENTS

(i) A scientifically based recruitment and selection programme

Although it can be seen as an ideal that teachers should be of superior intellectual quality, academic competence and achievements can never be the only criterion for judging and evaluating education students. Other personality characteristics which can contribute to the projection of an image of the teacher

with which the child would gladly identify, are also undoubtedly of great importance and should also determine the selection of potential teachers. A scientifically based programme should therefore be worked out and used as guideline for recruitment and selection.

(ii) Educational needs are closely linked to the community

In view of the intimate relationship between education and teaching and the fact that education can never be divorced from the aspirations, needs and preferences of the teaching community concerned, it should be accepted as a principle that recruitment and selection of students from a community for the community is the most effective way of providing for the educational needs of a community. Every community must therefore have a say in formulating the general policy and in drawing up a programme as mentioned under (i). Recruitment should also be done in the community in which the teacher concerned is going to perform his task upon completion of his training so that the stability of the community and the mutual trust and acceptance between school and community can be promoted.

Taking decisions regarding recruitment and selection, by certain teaching communities for and on behalf of other communities is rejected. In this way the principle of self-determination regarding the education of its children is confirmed for each group. Thus community interests are a subject for discussion in all teaching communities, without ignoring or disregarding the reality of diversity and the community interests and preferences.

(iii) Mobility of teachers

Should a teacher in the service be appointed by a different educational employer, it should be possible for him to be transferred without the disruption of resignation and re-employment.

(iv) Factors which have a positive influence on the recruitment programme.

(a) Attractive conditions of service (particularly salaries) which are competitive and professionally acceptable.

- (b) (b) To achieve a more positive involvement in their profession among teachers and education students by means of a continuous programme
- (c) The quality of persons in the teaching profession must be improved to such an extent that pupils would gladly associate themselves with teaching as a career
- (d) Study grants should be made as attractive as possible.
- (v) Guidance programmes at schools

Recruitment may take place only in accordance with the aims of the guidance programme. The positive aspects related to teaching as a career must be fully discussed with pupils by suitably qualified persons at schools. Particularly where specific needs exist, real efforts must be made to canalize potential education students in these directions. The example of a well-trained happy teacher is invaluable with regard to recruitment.

(vi) Conditions of service

Conditions of service for all teachers should be such that the desired ratio between men and women, and staff for the different subjects and school phases are provided. This may imply that there may have to be differentiation with regard to the salaries of teachers so as to ensure the provision of teachers in certain geographical and/or subject areas. It is recommended that a scientific investigation be made in this regard.

- (vii) Should it be necessary to recruit foreign teachers, clear guidelines should be determined to serve as criteria for selection according to the needs of the community.

5.4 THE TRAINING OF TEACHERS

(i) The distribution of training facilities

Training facilities on regional basis should be provided for each teaching community and should be distributed geographically so that the needs of community schools can be provided for.

(ii) There are deficiencies with regard to certain facilities at some training institutions. In view of the undesirable teacher-pupil ratio and the increase in pupil numbers in Black and Coloured education, the following should receive urgent attention:

(a) That an immediate and comprehensive building programme for the training of Black and Coloured teachers be put into operation, to keep pace with the numbers and educational needs of the communities concerned.

(b) Existing facilities and training programmes should be supplemented, updated and re-planned continuously to make equal provision for the changing national and community interests and needs.

(iii) Hostel facilities

All universities have hostels with amenities ranging from satisfactory to excellent. In respect of training colleges/schools for Black teachers, 24 of the 35 institutions have hostel facilities. Certain training colleges for Coloureds also have hostel facilities but some of the existing hostels have facilities of a poor quality. In the case of those institutions where facilities do not as yet exist, an immediate start should be made on a building programme in accordance with the norms prescribed by the Norms Committee of the Treasury.

(iv) Special education

All the population groups have a need for more facilities for the training of teachers for special education, although the backlog is most noticeable in the case of Black and Coloured teachers. This aspect of the provision of teachers merits immediate attention so that each child can be trained and educated in accordance with his potential. (The education of the more gifted pupils should be included in the planning of special education.)

(v) The availability of courses

When training courses are planned, it is the ideal that basic courses be presented at all training institutions. In those instances where a limited number of students choose a certain

course (because of a limited demand) and where expensive equipment makes the duplication of facilities uneconomical, the institutions where such courses will be offered, should be selected with great care.

(vi) Co-ordination of training standards

At present there is no mechanism according to which training standards can be compared and co-ordinated by training institutions. In this regard there is a clearly defined need to co-ordinate standards, firstly at community level (decentralization) and secondly at national level (centralization). (Refer to Paragraph 5.7.3 for recommendations.)

(vii) Evaluation and recognition of qualifications

Teachers' qualifications must be evaluated at a national level in accordance with national criteria for the purpose of recognition for registration. A set of criteria already exists which can be used for this purpose provided the necessary adjustments and changes are made. (Criteria for the Evaluation of South African Qualifications for Employment in Education - CHE document). (Refer to Paragraph 5.7.3 for recommendations.)

(viii) Naming of certificates

The various teaching communities are co-ordinating the naming of certificates very effectively at present, but there is no policy or link according to which the various communities can mutually co-ordinate at a national level. This causes confusion when qualifications have to be evaluated and it is recommended that a uniform system be introduced by which the same name is used for the same course and the certificate awarded, irrespective of the institution where it was obtained. (Refer to Paragraph 5.7.3 for recommendations.)

5.5 THE RESPONSIBILITY FOR A POLICY WITH REGARD TO TEACHER TRAINING

The recommendations contained mainly in Paragraph 5.4 are chiefly concerned with the initial training of teachers. The responsibility for the refinement, specialization and implementation of the recommendations

is a disputable matter in the present educational dispensation of the RSA because certain communities do not have complete jurisdiction over educational matters and in particular, the provision of teachers. Unfortunately a climate has developed over the years which has resulted in a situation where control and management functions which had been granted to teaching communities, were not accepted. The control structure which is proposed here, if it is implemented wisely, can make an important contribution to incorporating the objectives of the HSRC Investigation into Education, as set out in Paragraph 1.1.

5.5.1 Fundamental point of view

The national education system promotes reflections on teacher training. In designing a teacher training structure, cognizance should be taken of the needs of the community, manpower needs and economic development, because the education system as a whole should be sensitive to these matters and, moreover, the individual educational needs of each individual must be met in the best possible way. Teachers must be prepared to render services to a country and, in particular, to a community. Teacher training structures are particular rather than general. Turner, John (Teacher education in predominantly rural countries, British Journal of Teacher Education, vol. 4, no. 3, October 1978), summarized the problem related to the provision of a teacher training structure as follows: "It is clear that solutions to the pressing problems of teacher education can only be devised in the context of the whole national and educational development policy of each country, and it is clearly not possible to generalize about issues which are normally highly specific in nature."

The role of teaching communities in determining education systems is prominent in the preceding paragraphs. It must be seen as the inalienable right of each teaching community to establish, in accordance with its own needs, a viable and specific teacher training structure without necessarily negating the sound principle of co-functioning and co-ordination.

5.5.2 Draft educational principles of the Main Committee (HSRC Investigation)

Consensus has been reached on the educational principles for the RSA as formulated by the Main Committee of the HSRC Investigation into Education, and these will therefore feature prominently in reflections on a

teacher training structure. The tenth principle is, however, of special importance in teacher training: Recognition of the professional status of teachers and lecturers is of primary importance for the quality of teaching. The prospective teacher must be equipped for his task in such a way that he can earn the esteem and respect of the community through the quality of his service in and to the community.

5.5.3 Education within an existing constitutional dispensation

Turner (vide 5.5.1) has already indicated clearly that teacher training must be part of the provision of education in a certain constitutional dispensation. Dr G. van N. Viljoen, the Minister of National Education, (as reported in Die Transvaler, 1981-01-14) thinks along the same lines as Turner, namely that "education needs guidelines from the national policy makers if it wants to be relevant and wants to educate meaningfully."

It is easy to conjure up vague ideologies guaranteeing a Utopia when talking about politics. Evolution is, however, the only way to a Utopia. It is in accelerating and facilitating the evolutionary process that education has an important role to play."

It would therefore be foolish to anticipate a teacher training structure which cannot, according to declared policy and documents, be accommodated within the constitutional dispensation.

5.5.4 Principles contained in current legislation

Principles contained in current legislation concerning teacher training are, inter alia, the following:

- (i) The mother tongue as medium of instruction up to at least Standard 2 and a subsequent choice from the official languages;
- (ii) cognizance must be taken of the ability, aptitude and interest of every pupil as well as the training needs of the country and suitable guidance should be provided;
- (iif) there must be co-ordination among the education departments in respect of syllabuses, courses and examination standards;
- (iv) the active involvement of parents in educational affairs is recognized;

- (v) the teaching profession itself, in the form of teachers' associations, should have a say.

An objective survey of the present teacher training structures in the RSA evokes the question whether these principles are realized and whether teacher training is not ultimately over-concerned with knowledge content, i.e. with what a teacher should know about certain subjects.

5.5.5 Guidelines for planning of future training curricula and programmes

When an ideal training structure for teachers is planned in future, the following should be accepted as guidelines:

- (i) A good balance should be effected between academic, professional and practical components;
- (ii) admission qualifications should be in line with other recognized professions, i.e. matriculation exemption must be set and pursued as ideal;
- (iii) a minimum duration of training of three years, possibly extended to four years, should be considered. The desirability of making teaching a graduate profession with a teaching degree, merits the attention of educational researchers;
- (iv) effective co-ordination between universities, training colleges, technikons and other training institutions is essential if there is to be progress in the direction of a graduated profession;
- (v) the importance of training in specific professional skills must be thoroughly considered and granted a prominent place in training;
- (vi) teacher educators should be both professionally and academically trained for their tasks, and actual teaching experience should be an essential requirement;
- (vii) practice teaching should be planned as an integral part of the training programme in close collaboration with suitable practising teachers. An internship under the supervision of a tutor-teacher also merits consideration;

- (viii) Systematic and co-ordinated research by, inter alia, trainers of teachers must be undertaken so as to ensure that the necessary adjustments and alterations can be incorporated in order to cope with new demands and challenges;
- (ix) A raising of standards to bring about more effective training should be introduced gradually.
- (x) A probation period, during which the potential teacher is inducted into the practice of teaching and during which he must give evidence of his suitability for teaching, should be considered.

5.5.6 A possible way of determining teacher training policy

In Paragraph 2.7 the principle of professional control was set out indicating the functions and powers of the professional controlling bodies of recognized professions. It became evident that professional control, in view of the aims that are pursued with regard to statutory recognition of certain professions, can be implemented effectively if full powers are granted to the profession in respect of three matters, namely:

- (i) Registration
- (ii) Participation in the curriculum for teacher training
- (iii) Control regarding the conduct of the members of the profession.

In view of the educational principles formulated by the Work Committee: Educational principles, and ratified by the Main Committee, a possible structure is submitted for consideration. The following proposal recognizes each principle submitted by the Principles Committee, and cognizance is also taken, inter alia, of the following:

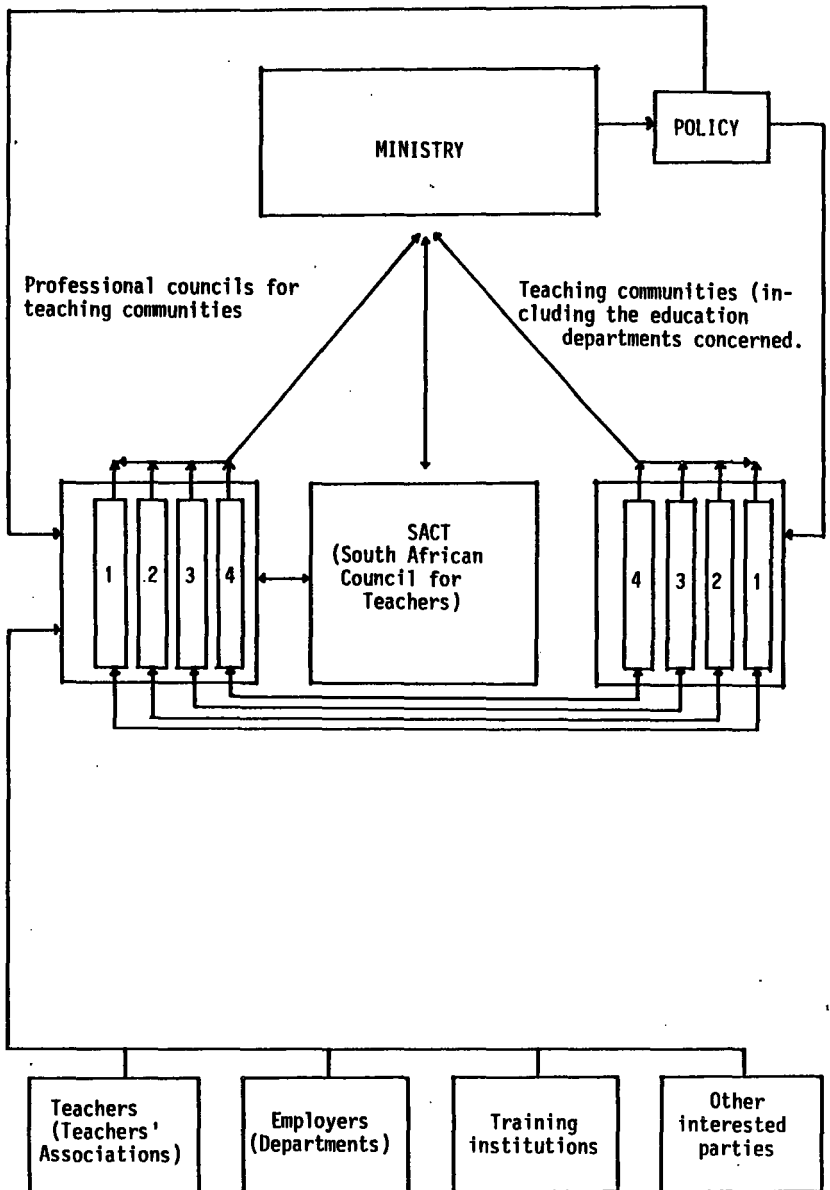
- (a) The fact that effective provision of education together with all related matters is an important generating factor in the development of a society - in this development attention must also be given to the image of the teaching profession.
- (b) Teaching communities can enrich one another through correct co-ordination but the principle of autonomy over certain matters basic to cultural differentiation must be respected, lest the healthy diversity essential to the development of any community be eroded.

In view of the abovementioned point of view and the necessity for co-ordination of teacher training, it is envisaged that each teaching community will have its own professional council with full powers regarding training matters and, that at a central level provision will be made for a South African Council for Teachers. This council should consist of representatives nominated by the various professional councils from their own ranks and it will be mainly responsible for determining and prescribing minimum requirements for registration and minimum standards which will apply to all teaching communities. The various professional councils at community level, should satisfy the needs and conditions of the community concerned and be able to enrich and supplement the minimum requirements set by the central council. Consultation will occur as follows:

- (i) A distinction is made between, on the one hand, matters of national (common) concern entrusted to a Ministry and a South African Council for Teachers and, on the other hand, matters concerning communities delegated to education departments, teaching communities and professional councils for teaching communities.
- (ii) The various autonomous professional councils individually, the central (national) council as an autonomous body and the various teaching communities individually will be able to advise, and be consulted by the Ministry, separately and individually.
- (iii) There will be interaction between the various professional councils and the corresponding teaching communities.
- (iv) The central (national) council will attend to matters of common interest to the professional councils.
- (v) The following parties should serve on the various professional councils:

Leaders of the teaching profession, heads of education (Directors of Education), teacher training institutions and other possibly interested parties such as parents, experts in the fields of manpower provision and economic development, and research institutions.

The mechanism can be represented as follows:



- (vi) By means of this structure the Ministry is advised on policy with regard to professional control.
- (vii) The policy will be implemented by the various teaching communities while the professional councils will act as supervisors of professional matters.
- (viii) This framework can accommodate the establishment of advisory committees according to need. In this regard due recognition will be given to the principle of the co-functioning of interested parties.

5.5.7 Aspects which should be considered when structuring training courses

(i) National interests

As the education of a country should keep pace with development and progress at international level, the education system of a country must be geared towards constant innovation and adaptation. Such innovation cannot be carried through successfully if the body of teachers is not oriented towards research, and this realization of its importance should be developed during the training of education students. Close liaison with leaders in various fields such as industry, agriculture and the economy is a prerequisite for this purpose.

(ii) Community interests and needs

Teachers commence their duties in a particular community with the assumption that the service rendered will be closely linked to the community, because the teacher can be regarded as a supplementary parent of the child. If a teacher should inculcate attitudes, opinions, values and norms in the child that are in conflict with those things the parents as primary educators regard as valuable, they will not only be harmful to the educand, but it will certainly create tensions in the community which will lead to clashes between parents, teachers and education authorities.

Children are educated to occupy a respected and responsible place in a particular community, i.e. they are educated according to the needs of the community in which they grow up and in which they must

ultimately take this place as independent persons. If cognizance is not taken of these demands and needs in teacher education, it may happen that teachers hamper the child's maturation rather than contribute to the child's harmonious entry into community life.

- (iii) Identification of teaching skills and the way in which these skills should be acquired

Education and teaching imply actions (behaviour) requiring a thorough study and planned, directed experiences. These proficiencies and skills without which a teacher cannot function as a professional person, must be mastered during his training period so that the student will be professionally competent upon completion of his training.

5.6 CONTINUING TEACHER TRAINING

5.6.1 Clarification of terms

- (i) Pre-service training (basic or initial training) refers to training before a person enters the profession. Pre-service training is therefore the training which an intending teacher receives before he accepts his first appointment as a qualified teacher.
- (ii) In-service training is regarded as those educational opportunities which equip a teacher in-service more adequately for his present duties and responsibilities and usually takes a much shorter time than further training or re-training. Usually in-service training does not lead to further qualifications, but may be recognized in other ways, for example, in determining merit or when a teacher is considered for a particular post.
- (iii) Further training refers to opportunities of longer duration and leads to the acquiring of further qualifications with a view to being better equipped for the post presently held, or for future (promotion) posts.
- (iv) Re-training is the training which an already qualified teacher receives with a view to teaching in a post, other than the specific teaching facet for which he/she was originally trained, and for which a further qualification is obtained.

- (v) Continuing training refers to the training which occurs during the period in which the teacher is already actively engaged in teaching, and includes in-service training, further training, and re-training.
- (vi) In-service training is the term used in English to refer to continuing training. Sometimes it refers only to in-service training or to further training (A3, pp. 2-3).

5.6.2 The aims of continuing training

Continuing training which is aimed at obtaining further qualifications which are in no way related to an increase or extension of the effectiveness of a teacher's performance for his educational task, should not be recognized in any way to the teacher's advantage. The aims of continuing training for which recognition should be granted, are -

- (i) to qualify the teacher more adequately to meet his educational responsibilities in his current post more effectively (This is often regarded as in-service training.);
- (ii) to qualify the teacher more adequately for the demands and responsibilities of another post at the same level or for a promotion post at a higher level. (This is often termed re-training or further training.)

Better professional rounding-off directed at effective professional rendering of service is therefore the aim of continuing teacher training.

5.6.3 Determination of the demand for continuing training

Continued professional growth with a view to better service to the community should be a basic characteristic of all professional persons. This attitude should be inculcated during initial training by letting students themselves experience the value of research and the application of research results, and pointing out the incompleteness of training courses. No training, no matter how completely or comprehensively it is presented, can provide for all aspects of future development in the professional field. It can therefore be stated categorically that continuing training is a need of teachers in all teach-

ing communities, but an analysis of the present situation reveals that the immediate needs are greater in the case of the Coloured and Black communities.

5.6.4 Recommendations

5.6.4.1 General

- (i) Facilities for continuing training must be thoroughly planned and erected in such a way that they are strategically placed and easily accessible for each teaching community.
- (ii) Identification of needs within a community should be left to the authorities that are responsible for the provision of the educational service for the specific community.
- (iii) Uniform criteria must apply to all training courses (therefore also to continuing training) of all teaching communities, with a view to control the standards and the certificates that are awarded. This co-ordinating function can also be accommodated within the framework proposed in Paragraph 5.5.6.
- (iv) Virtually all training institutions are involved in aspects of continuing training, particularly with regard to obtaining further qualifications such as B.Ed.degrees, specialization diplomas for Special Education. The provision of continuing training can form part of the functions of all accredited institutions.

5.6.4.2 In-service training

(i) Specific needs for in-service training

The following factors or aspects, inter alia, shall determine the needs with regard to in-service training:

- . The standard of teaching in the different phases and/or subjects in the various types of teaching.
- . The effectiveness and success with which the staff members in particular types and levels of posts, fulfil their duties and responsibilities.

- The standard of teaching in a phase, facet or subject in a particular school.
- The effectiveness and success with which a person in a particular post fulfils his duties and responsibilities, e.g. a class teacher, a subject teacher, a head of a department, a head of a school, etc.
- The effectiveness and success with which staff of auxiliary services, e.g. library- and audio-visual services, psychological and guidance services, etc. as a group or individually, fulfil their duties and responsibilities.
- Innovation introduced into the education system by means of new syllabuses, new approaches in the teaching of a subject, new curricula, etc.

In-service training is therefore concerned with promoting the effectiveness and success of the entire teaching function by promoting the effectiveness and success of the teaching function of groups, etc. to the level of the individual teacher.

(ii) Different levels of in-service training

Depending on the needs which are identified, in-service training shall be directed at larger or smaller groups, particular categories of teachers or even at the group of teachers of a particular subject or phase in a school, or finally at the individual teacher.

Accordingly, the nature of the in-service training offered should be by means of in-service training courses of longer or shorter duration, with follow-up courses if required, or alternatively by means of guidance to groups or individuals, etc., and persons from different levels should be involved in such in-service training, each having a specific responsibility in this regard. These persons will include lecturers from colleges and universities or other subject specialists, inspectors of education and subject advisers, heads of schools, heads of departments and subject heads, etc.

(iii) Planning of in-service training

The necessity of thorough planning as the basis for success is obvious. Such planning should occur at all levels, from the head office, regional base, study committees, etc., to the level of the individual school, and then with the focus on the individual teacher.

Within each department, the planning includes aspects such as budgeting, organization, presentation, etc., and it will take into account the circumstances and possibilities as well as the existing needs.

(iv) Evaluation of in-service training

Since in-service training is specifically directed at concrete needs and should, on a short-term basis, lead to satisfactory results, an important aspect of the planning, organization and particularly the presentation of in-service training is to state the objectives. The identification of goals in order to meet the particular need for in-service training is an important starting-point in determining the nature of in-service training, its organization and presentation. The goals that are set must be realized in the functional teaching in the school (classroom, etc.).

An important aspect of any form of in-service training is that it should reach all persons who are interested in it. Because of circumstances, not all the teachers in an education department who, for example are responsible for Mathematics in Stds 2-4 will be able to be involved in a relevant course or series of courses. The presentation of the course should however be planned and organized, so that the persons who attend the course, for example, are not only in a position to implement the course content in practice, but can also transmit the course content to other teachers and take a leading role in implementing it in the school. This emphasizes the functional planning and programming in the school itself, under the leadership of the head, head of department, and others.

Evaluation of the effectiveness of the planning, organization and execution of in-service training at all levels is important for various reasons, namely to -

- (a) ensure optimum staff development;
- (b) justify financial expenditure;
- (c) further enhance the effectiveness of teaching, and
- (d) strive towards the highest possible standard of education.

5.6.4.3 Further training

- (i) It is the primary function of the education department either to offer the courses for further training itself or to identify courses that provide specifically for the needs of its educational responsibility, and which are offered elsewhere, and then to afford the opportunities for such training to teachers in service to enable them to attend such courses and obtain the relevant qualifications.

If needs for particular further training courses exist which an education department cannot provide, it is primarily the department's responsibility to institute such courses in collaboration with other training institutions, or to allow them to be instituted so as to provide for the teaching needs.

- (ii) The nature and scope of further training will be determined for each department by, inter alia -

- (a) the needs of the education;
- (b) the state of training of its teachers in service;

taking into account the realities such as finance, manpower, physical requirements, etc.

5.6.4.4 Professional growth and further compulsory study

The ideal that must be striven for is that each individual teacher, as a professional person, shall grow in knowledge and teaching skills. Experience can certainly make a contribution but in itself is no guarantee of such professional growth, and further training is, in this

respect, desirable if not essential.

The standard and the success achieved by the individual teacher in the execution of his task will indicate his need for further training at any given point of time.

At a given stage an individual teacher's poor quality or lack of success may assume dimensions which could lead to the position that the education authority, because of the standard of the teaching and in the interests of the children, can in fairness expect that the teacher will undertake further training, in other words that this will take the form of compulsory study or further compulsory training. Obviously the educational opportunities, including conditions of service such as leave possibilities, etc., must be such that the assignment is reasonable.

5.6.4.5 Further training requires planning that is directed at the present and the future

In contrast to the nature of the needs for in-service training, the needs for further training are such that they can only be provided for over a relatively longer period.

For this reason it is of paramount importance that further training, under ideal conditions, be pre-planned in such a way that future needs are also provided for, so that, no gaps and backlogs will develop which could hamper educational progress.

In this connection the necessity for a progressive education policy, identification of tendencies and developments that affect education, scientific research and thorough planning, on various levels, are again emphasized. The co-ordination of planning at different levels and the implementation of the policy regarding further training is the basis for success.

5.6.4.6 Co-ordination of research and making available research results, etc.

In view of various factors, including the use of available manpower, economically justifiable expenditure of funds and educational advantages, the co-ordination of research and making available research results are of great importance in planning for the future of further training.

By this means not only the greater effectiveness and success of further training will be promoted, but unnecessary wastage of manpower, time and materials will be largely eliminated.

This also includes making available curricula and syllabuses that have already been approved for training, which could therefore be used in designing new syllabuses, etc.

5.6.4.7 Continuing training for all categories of posts

Since in-service training aims at keeping all categories of teaching personnel abreast of innovation, trends, etc., with regard to their particular function in teaching, such training will have to be offered continuously, as the needs of each category of teachers are identified.

With regard to promotion posts, and to some extent also auxiliary service posts, the training so far has been largely restricted to informal training and orientation in respect of new responsibilities or in-service training courses of short duration, for example one week. The necessity of further training courses, that will extend over longer periods and lead to specific qualifications, that can also be laid down as the requirements for appointment to certain posts, is now being realized for the first time. The training of heads of schools is also being given attention, although not as yet by all education departments.

5.6.4.8 The training of persons who are responsible for in-service and further training

In-service training and also further training for teachers make particular demands on the persons responsible for this training. The fact that adult and professionally qualified persons who are in a service capacity become involved in training is one aspect that should be considered in the planning, organization and presentation of courses. In short, the need for the training of trainers is an important facet of the continuing training of teachers.

The teaching and training at tertiary training institutions are often undertaken by persons who are not trained in teaching. The need for further investigation to combat this problem is viewed as a high priority.

5.7 CONDITIONS OF SERVICE AND WORKING CONDITIONS OF TEACHERS

The problem of professionally justified conditions of service and working conditions cannot be detached from the question of recruitment and selection of students, since one of the most important recommendations for the successful recruitment of suitable teaching personnel is the provision of conditions of service (particularly salaries) that are competitive with those of other professions. In this connection Van Vuuren (A6, p. 6) states: "Diensvoorwaardes moet tred hou met die eise en vereistes van die beroep, en moet gunstig vergelyk met dié van beroepe met vergelykbare opleidings- en beroepsvereistes. Dit moet dus aan professionele vereistes voldoen."

In his summary and recommendations concerning the conditions of service and working conditions for teachers (A6, p. 21 et seq.) Van Vuuren mentions the following matters:

5.7.1 Professional requirements for conditions of service and working conditions

While attention in this investigation is directed more intensively to the principles underlying professionally justified conditions of service and working conditions, a logical consequence will be a thorough investigation in which all interested parties will have to be involved in order to work out a procedure of implementation, keeping in mind the realization of the principles that have been drawn up. Matters that particularly warrant attention in such an investigation are the following:

- (i) The requirement that conditions of service will be such that they will attract sufficient promising young people to the profession and ensure a happy and satisfied teaching corps.
- (ii) The requirement that conditions of service will keep pace with the specialized training and rendering of service of the teacher.
- (iii) The requirement that conditions of service and working conditions will take account of the demands and needs of the profession, for example the necessity for further study, research and self-improvement, so that the teacher will at all times be abreast of new developments in education.

- (iv) The requirement that working conditions will be such that the practice of the profession will advance. Adequate professional personnel must therefore be available so as to avoid large class groups and double sessions, specialized auxiliary services (psychological, guidance, etc.) must be readily available and adequately staffed, and other auxiliary staff must be employed to lighten the teacher's burden of such administrative tasks as could be delegated, as well as other non-professional burdens.

Furthermore it is important that the necessary physical and other teaching aids that are needed will not be lacking.

- (v) The requirement that educational management will conform to professional requirements, and that satisfactory freedom in decision-making will be given to the teacher, as a professional person, so that he can plan and direct his conduct and his rendering of service in accordance with the requirements of the profession.
- (vi) The requirement that satisfactory promotion opportunities be established which will ensure that the classroom teacher will also be able to advance to a level where he will be remunerated in such a way salary-wise, that he will be able to occupy with dignity his place in the community as a professional person.
- (vii) All facets concerning differentiated salaries and service benefits and the different areas in which these arise or where possible needs for differentiation may develop. In this respect the following should be considered: The desirability or not of salary differentiation on the basis, inter alia, of sex, merit, geographical area or local conditions and needs, additional loading or extra work, and finally the subject taught. Where differentiation is necessary, it should be applied in such a way that it will make a contribution in constantly encouraging the members of the profession towards better and more dedicated service.

5.7.2 The professional status and prestige of the teacher

One of the principles for education laid down by the HSRC Main Committee (Principle 10) stipulates that the status of the teacher and

lecturer shall be recognized. In order to carry this principle through to its full conclusions, attention must also be given to fully recognizing the status of the teaching profession. Attention must therefore be given to the fact that -

- (i) provision by means of legislation for a professional council has as yet been made only for the White and the Black teacher;
- (ii) so far, such a council has only been established for Whites;
- (iii) the council for Whites referred to, as regards its powers, is operating with difficulty because of certain limitations.

The exercise of professional discipline and punishment is an essential function of a professional council by virtue of the guarantee given by the profession that professional services shall be rendered. The main function or point of focus of the activities of a profession should however be the skills in respect of particular training matters and admission to the profession.

Consequently it is recommended that the professional council (councils) be entrusted with the powers normally entrusted to such a council, and that by means of representation on the council and its committees, strong representation be given at a high level to interested parties such as, among others, the employers (education departments) and the training institutions (universities and colleges), seeing that these institutions are directly concerned with all aspects affecting, among other matters, the training of teachers. In this respect it is important that a clear distinction be made between the control of education and professional control.

5.7.3 Statutory negotiation mechanisms and procedures

Negotiation with regard to professionally justified conditions of service should take place at a high level according to a prescribed statutory procedure. Since matters concerning conditions of service and particularly salaries can easily become an emotional matter, it is imperative that these matters be handled with discretion with a view to limiting disputes and misunderstandings to a minimum. Moreover, it appears to be a necessity also that procedures for the settlement of

differences, should these arise, should also be defined by statute, so as to ensure professional handling in this respect. It is recommended therefore, that a thorough investigation be undertaken with a view to establishing a professionally justified negotiation procedure and mechanism established by statute.

5.8

CO-OPERATION AMONG UNIVERSITIES, COLLEGES OF EDUCATION AND TECHNIKONS

The following statutory provisions are important:

- (i) Statutory provisions with regard to the training of teachers for secondary education. According to clauses providing for the presentation and recognition of courses by colleges of education and technikons, training courses for White persons as teachers for secondary schools may only be offered at a university (Paragraph 1A(1) of Act 39 of 1967).
- (ii) Statutory provisions with regard to the training of teachers for pre-primary and primary schools. Paragraph 1A(3) of Act 39 of 1967 reads as follows:

"The training of white persons as teachers for primary and pre-primary schools shall be provided at a college or a university: Provided that, with effect from a date determined by the Minister, such training shall be provided at a college and a university in close co-operation with each other".

This statutory provision that has already been implemented, has led to agreements between the administrators of the different provinces (on behalf of the various provincial administrations) and the rectors of the various universities.

An analysis of the agreements quoted above, points to significant and important functions of the established college councils and college senates on which there is significant university representation. It is stipulated, e.g. that the academic standards of the contents of curricula and syllabuses, the instruction and examining thereof as well as research to be done, are the joint responsibility of the college and the university. It would seem, from some agreements that were studied, as if the said bodies are autonomous in so far as control of training matters is concerned (if cognizance is taken of the criteria laid down by the

Committee of Heads of Education).

The co-operation between colleges and universities opened the way for mutual recognition of courses, and college councils are also empowered to advise universities and departments of education in this regard. This principle has far-reaching positive implications for teacher training, especially for further training and for obtaining further qualifications.

It is recommended that machinery be created to co-ordinate in an effective way the courses for the training of teachers and to determine the standards of training at training institutions. With a view to the mutual recognition of courses it appears that immediate attention should be given to this important aspect, and particularly to the support which such institution(s) at training establishments can give to all population groups. In this respect matters such as the following should be noted:

- . Equal standards at the various educational institutions
- . Rationalization of courses so as to prevent undesirable duplication
- . External moderation
- . The planning and co-ordination of training courses for teachers of technical and vocational education
- . The effective co-ordination of the training of teachers among the different training institutions with a view to the mutual recognition of courses
- . The evaluation of individual qualifications with a view to professional recognition (validation)
- . The comparability of qualifications and standards

The set-up in the RSA where divergent standards of training exist, necessitates that steps be taken in order to -

- (a) co-ordinate standards in community context;
- (b) validate qualifications at national level and co-ordinate standards with a view to comparison and evaluation.

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