AN EDUCATIONAL LAW PERSPECTIVE ON EDUCATOR PROFESSIONALISM

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The LORD is near to those who are discouraged; He saves those who have lost all hope.

(Psalm 34: 18)

ABSTRACT

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Key words: Professional council, occupation, profession, professional body, teaching, statutory body, SACE, educator professionalisation, professional status, professional criteria.

This research study deals mainly with the educator professionalisation in the post-democratic South Africa, paying attention to the role of a professional council in promoting educator professionalism. The status and image of teaching in this country seem to have been viewed from the racial and cultural differences of communities previously. The democratic dispensation brought an end to this unfair racial and cultural discrimination in the education system through the establishment of a non-racial professional council for educators (i.e. SACE).

The research aims are to determine:

❑ The characteristics of a professions and those needed for educator professionalism; and

❑ the role of the a professional council in promoting educator professionalisation.

In order to attain the above-mentioned research aims, a literature review and an empirical investigation were undertaken.

The literature study was used to clarify concepts such as occupation, semi-profession, profession, professionalisation and professional status. Secondly, characteristics or common features associated with traditional models of professions (i.e. accounting, law and

medicine) were discussed from a theoretical point of view. Lastly, the literature study highlighted the establishment of professional councils for educators in other parts of the world, including South Africa.

The different forms of legislation and policy documents applicable in education were discussed. In order to determine the extent to which teaching adheres to or fulfils the characteristics associated with a profession, teaching was tested against these characteristics. The history of the establishment of SACE was briefly discussed and the objectives or role of this organisation in educator professionalisation concluded this chapter.

The empirical research was conducted by using the questionnaire as a measuring instrument. The advantages and disadvantages of the questionnaire as measuring instrument were highlighted. The target population comprises of 239 educators from a total population of 2 070 educators in Lejweleputswa and Northern Free State Education Districts –Free State Province. The data collected in the investigation was processed through the SAS computer package to establish frequencies and percentages of responses, mean scores ranking, t-test procedures and the effect sizes. The results were then presented tables, analysed and interpreted in accordance with the literature study.

The literature study revealed that like all other occupations, teaching aspires to attain recognition and status as a profession. It was also revealed that teaching partially satisfy characteristics associated with professions. The empirical study revealed that the employment of un- or under qualified educators is still prevalent in South African schools.

In the last chapter, Chapter 5, conclusions from the literature review and empirical investigation were drawn. The recommendations with regard to the role of SACE in educator professionalisation were provided. Finally based on the research, future research studies in SACE and educator professionalism were recommended.

OPSOMMING

ONDERWYSREGTELIKE PERSPEKTIEF OP PROFESSIONALISME VAN ONDERWYSERS

Sleutelwoorde: *Professionele raad, beroep, professie, professionele liggam, opvoeder /onderwysregtelike liggam, SARO, onderwysprofessionalisering, professionele stand, professionele kenmerke.*

Hierdie navorsingstudie handel hoofsaaklik oor die onderwysprofessionalisme in die na-demokratiese Suid-Afrika, met inagneming van die rol van 'n professionele raad om die onderwysprofessionalisme te bevorder. Die status en beeld van onderwys in die land is voorheen blykbaar aan die ras- en kultuurverskille van gemeenskappe gemeet. Die demokratiese bestel het 'n einde aan hierdie onregverdige ras- en kulturele diskriminasie in die land se opvoedkundige stelsel gebring deur die instelling van 'n nie-rassige professionele raad vir opvoeders' (SARO).

Die navorsingsdoelstellings is om die volgende vas te stel, naamlik:

- ❑ Die eienskappe van 'n professie en daardie eienskappe wat die onderwys vir professionalism benodig; en
- ❑ die rol van die Suid-Afrikaanse Raad vir Opvoeders' (SARO) in onderwysprofessionalisering.

Ten einde hierdie doelstellings te verwesenlik, is 'n literatuuroorsig en 'n empiriese studie onderneem.

Die literatuurstudie is gebruik om begrippe soos beroep, semi-professie, professie, professionaliteit en professionele status te verduidelik. Tweedens is die eienskappe of

kenmerke wat gewoonlik met tradisionele modelle van 'n professie vereenselwig word (soos die rekenmeesters-, regs- en mediese professies) vanuit 'n teoretiese oogpunt bespreek. Laastens het die literatuurstudie die instelling van professionele rade vir opvoeders in ander dele van die wêreld, insluitende Suid-Afrika, beklemtoon.

Die verskillende vorms van wetgewing en beleidsdokumente wat van toepassing is op die onderwys, is bespreek. Ten einde die mate waarin die onderwys aan die eienskappe van 'n professie voldoen, is onderwys teenoor hierdie eienskappe getoets. Die geskiedenis van die instelling van SARO is kortliks bespreek en die doelstellings en rol van dié organisasie in onderwysprofessionalisering het die hoofstuk afgesluit.

Die empiriese ondersoek is onderneem deur van die vraelys as ondersoekmetode gebruik te maak. Die voor- en nadele van die vraelys as meetinstrument is beklemtoon. Die studiepopulasie het bestaan uit 239 opvoeders uit 'n totale populasie van 2 070 opvoeders in Lejweleputswa en Noord Vrystaat Onderwys Streke van die Vrystaatse Provinsie. Die ingesamelde data is deur middel van die SAS-rekenaarpakket geprosesseer ten einde die frekwensies en persentasies van response, die gemiddelde tellingrangordes, t-toetsprosedures en effekgroottes te bepaal. Die resultate is daarna in die vorm van tabelle ontleed en teenoor die literatuurstudie geïnterpreteer.

Die literatuurstudie het blootgelê dat soos in alle beroepe, onderwys ook strewe om professionele erkening en status as 'n professie te bereik. Verder blyk dit uit die literatuurstudie dat die onderwys slegs gedeeltelik aan die vereistes van 'n professie voldoen. Die empiriese studie het aangestaan dat die teenwoordigheid van onbevoegde opvoeders nog oorheersend in Suid-Afrikaanse skole is.

In die laaste hoofstuk, Hoofstuk 5, is gevolgtrekkings, gegrond op die literatuurstudie en die empiriese studie, gemaak. Ook is daar aanbevelings gemaak ten opsigte van die professionalisering van die Suid-Afrikaanse onderwys en die rol wat SARO daarin kan

speel. Ten slotte, gebaseer op die navorsing, is toekomstige navorsing gerig op SARO en onderwysprofessionalisme aanbeveel.

TABLE OF CONTENTS

CHAPTER 1   ORIENTATION

CHAPTER 2   DETERMINANTS FOR EDUCATOR PROFESSIONALISM

CHAPTER 3   THE ROLE OF A PROFESSIONAL COUNCIL IN EDUCATOR PROFESSIONALISATION

CHAPTER 4   AN EMPIRICAL STUDY

CHAPTER 5   SUMMARY, FINDINGS AND RECOMMENDATIONS

APPENDIX A   : Questionnaire

APPENDIX B   : Letter requesting permission to distribute questionnaires

APPENDIX C   : Permission to distribute questionnaires at schools

APPENDIX D   : Letter to principals

LIST OF TABLES

LIST OF ABBREVIATIONS

ANC   : African National Congress

DoE   : Department of Education

ELRC   : Education Labour Relations Council

EEA   : Employment of Educators Act (76 of 1998)

GTC   : General Teachers' Council

HPCSA   : Health Professional Council of South Africa

HSRC   : Human Science Resource Council

NCES   : National Centre for Education Statistics

NEPA   : National Education Policy Act

NEPI   : National Education Policy Investigation

NATED   : National Teacher Education Department

OCT   : Ontario College of Teachers

OBE   : Out-Comes Based Education

PSCBC   : Public Service Co-ordinating Bargaining Council

REQV   : Relative Education Qualification Value

RNCS   : Revised National Curriculum Statement

SACE   : South African Council for Educators' Act (31 of 2000)

SADTU   : South African Democratic Teachers Union

SAICA   : South African Institute of Chartered Accountants

SAMA   : South African Medical Association

SAQA   : South African Qualification Authority (58 of 1995)

SASA   : South African Schools Act (84 of 1996)

SATC   : South African Teachers' Council for Whites Act (116 of 1976)

TFC   : Teachers' Federal Council

CHAPTER 1

ORIENTATION

1.1 INTRODUCTION

Historically, the South African education system has been characterised by unfair racial and cultural discrimination over a number of years. The status and image of the teaching profession were viewed from racial and cultural differences of South African communities. Evidence of this system was the establishment of separate professional bodies or councils to govern teachers, namely the South African Teachers' Council for Whites (Act 116 of 1976) (SA, 1976) and the Teachers' Council for Education and Training (Act 90 of 1979) (SA, 1979).

The democratic era brought about some important changes in education by ensuring that our education system should never be based on racial or cultural diversity of South African communities. Some of the provisions that have bearing on the democratic dispensation are:

- ❑ *The Constitution of the Republic of South Africa (SA, 1996a);*
- ❑ *The National Education Policy Act (SA, 1996b);*
- ❑ *Educators Employment Act (SA, 1998);*
- ❑ *South African Schools Act (SA, 1996c);* and
- ❑ *South African Council for Educators' Act (SA, 2000a).*

The South African Council for Educators' (SACE) was established by Resolution 4 of the Education Labour Relations Council (ELRC), published in Government Notice R651 of 5 May 1995 (*Government Gazette* 16392). The Minister of National Education officially founded SACE in September 1995 (Oosthuizen, 1998:93). Formal law in the form of the South African Council for Educators' Act 31 of 2000 finally established SACE as a statutory body for the teaching profession (SA, 2000a).

As a new professional body or council for educators, SACE is faced with the great challenges of developing and enhancing the status of the teaching profession in South Africa.

1.2 STATEMENT OF THE PROBLEM

Teacher professionalisation is not just based on occupational change, it is based on how the public regards teaching. Historically, professionalism has rested on the claim to the professional status awarded to professions such as law and medicine (Goodson & Hargreaves, 1996:4; Soder, 1990:47). It appears as if teachers are trying to emulate these professions in this regard. The question is whether teaching could follow the same road taken by law and medicine in order to attain the status of an ideal profession.

According to various authors like Bondesio (1983:28) and Goodson and Hargreaves (1996:4), every profession has its own determinants or criteria that differ from those of other professions. The determinants or criteria for professionalism differ according to various professions and the unique qualities of that particular profession. Therefore, teaching as a unique kind of profession needs to define its own criteria of a profession.

The status that a professional council gives to its profession cannot be underestimated (Searle & Pera, 1994:22). Thus, the main objective of every professional council is to develop its members' practising standards. According to Joubert (1991:1), a professional body is a mechanism that compels one (a teacher) to achieve and maintain the highest standards of practice and to keep abreast of the realities of the day. Therefore, it is evident that the educational changes in South Africa and other parts of the world arise from a concern about the standards of teaching.

The application of professional standards of practice in teaching has been gaining great interest in most countries around the world. A number of professional teachers' councils

are functional in various countries, such as the Ontario College of Teachers (Canada), the Council of Teachers (Australia), the General Teachers' Council (Wales and England), and the National Board of Professional Teachers (USA)(Goodson & Hargreaves, 1996:1-2).

The idea of teacher professionalism seems to differ from one country to the other, based on the historical and cultural background of each country. South Africa with its multicultural background therefore has to define professional standards on the basis of the new democratic dispensation (DoE, 1995a: 18).

The concept *professionalism* cannot be easily defined, as it has different meanings in various situations (Calitz, 1996:46; Loots, 1992:15; Kriel, 1995:125). Various authors, amongst others Beare (1992:67), Donnelly (2001:31) and Soder (1990:47-49), used specific determinants or criteria to define the concept *"profession"*. These determinants or criteria include the following:

- *specialised knowledge;*
- *continuous research;*
- *professional authority;*
- *access control;*
- *professional autonomy;*
- *code of conduct; and*
- *unique services.*

The South African Council for Educators' (SACE) was established to develop and enhance the status of teaching (i.e. educators) in South Africa. Thus, the Council was awarded statutory powers as the sole professional council for educators in terms of SACE Act 31 of 2000. In terms of section 2(a-c) of this Act (31 of 2000)(SA, 2000a) the objectives of SACE are to:

- provide for the registration of educators (teachers);
- promote the professional development of educators; and
- set, maintain and protect ethical and professional standards for educators (i.e. teachers) (SA, 2000a).

Looking at the powers and duties of the above Act (31 of 2000) (SA, 2000a), it appears as if only three determinants for profession, namely *registration, professional development* and *code of conduct,* were to receive the main attention. SACE cannot succeed in its mission if certain criteria of professions are disregarded, though. It is therefore crucial that criteria be used in teacher professionalisation, while the role and task of the Council also need to be clearly defined and explained to educators.

The idea of a professional council for educators is not new in South Africa. White teachers were afforded an opportunity to participate in a professional council, namely the South African Teachers' Council for Whites (SATC), which was followed by the Teachers' Federal Council (TFC). Both SATC and TFC were not awarded statutory powers (Oosthuizen, 1990:77).

Participation in a professional council or statutory body for educators was non-existing for black, Coloured and Indian educators under the previous dispensation. This was possibly due to the inequalities created by the past regime, where the minority group of the population (i.e. whites) enjoyed the highest standards of participation, while it was denied to the majority population (DoE, 1995a: 18). Therefore, Government support for the establishment of an inclusive professional council for educators needs to be acknowledged and applauded.

Since its establishment, there has been a delay in the operation of SACE (Anon, 1999:2). This delay could be attributed to the fact that some teachers have indicated that they had not been afforded sufficient time to register and that they were also not aware of the initial

cut-off date. Most of the previously disadvantaged teachers seem to lack knowledge and understanding of the role, task and mission of SACE.

It its present form, teaching in South Africa has yet to attain the status of a profession. It is also evident that teaching does not reflect all the criteria of a profession. Due to the uniqueness of teaching, the criteria for teacher professionalisation have to be clearly defined. The notion that satisfying the criteria for a profession would automatically award professional status to teaching has to be approached with caution. There is a need for an in-depth study of the criteria for educator professionalisation in order to enable a closer qualification of the concept *profession* in teaching (Bondesio, 1983:31).

This study will attempt to answer the following questions:

- ❑ What are the determinants of well-established professions?
- ❑ What is the role of a professional council in promoting educator professionalisation?
- ❑ Which guidelines can be used to ensure successful professionalisation of educators?

1.3 AIMS OF THE STUDY

The objective of this research is to:

- ❑ investigate suitable determinants for educator professionalism.
- ❑ determine the role of a professional council in promoting educator professionalism.
- ❑ draw and provide suitable guidelines for the promotion of educator professionalism.

1.4 METHOD OF RESEARCH

In the present study the following research methods were used:

1.4.1 Literature study

❑ Primary and secondary literature sources were studied to gather information on professional councils for educators in various countries.

❑ DIALOG, Nexus, RSAT and ERIC searchers were conducted by using the following key words:

professional council, professional body, statutory body, SACE, educator/teacher, professionalism, professional status, professional criteria.

❑ The relevant and international statutes regarding professional bodies or councils for educators are consulted in order to establish more conclusive role of this bodies or councils in educator professionalisation.

1.4.2 Empirical study

❑ *Population:* Northern Free State and Lejweleputswa education districts schools in the Free State province were used this research study (N = 2 070).

❑ *Population sampling:* A convenience sampling of 239 educators was selected from the target population of primary, secondary and independent schools.

❑ *Structured questionnaire:* Structured self-delivered questionnaire was used where educators indicated their responses to the set questions on a four point Likert scale. The aim of the questionnaire was to determine educators' responses to:

  ▪ their biographic and demographic data;

  ▪ their participation in SACE activities;

  ▪ professional practice in schools; and

  ▪ the role of SACE in educator professionalism.

❑ *Data analysis:* The results were analysed using frequencies, mean score ratings and effect size procedures.

□ *Statistical techniques:* Appropriate statistical techniques were selected in consultation with the Statistical Consultation Services of the North West University (Potchefstroom Campus).

1.5 COMPOSITION OF RESEARCH CHAPTERS

CHAPTER 1: Orientation.

CHAPTER 2: Determinants for educator professionalism.

CHAPTER 3: The role of a professional council in educator professionalism.

CHAPTER 4: Empirical study of determinants of professions and the role of SACE in educator professionalism.

CHAPTER 5: Summary, major findings and recommendations

1.6 CONCLUSION

In this chapter it was looked on how the country's education system was based on unfair racial and cultural differences of our communities, specifically in relation to participation in professional council for educators. The supremacy of the Constitution and adherence to various educational and other related statutes by educators were highlighted.

The establishment of single and non-racial council for educators (i.e. SACE) was looked at. Challenges faced by the new council in educator professionalisation leads to the statement of the problem and the questions that this research aims to address. Subsequently the aim of the research and research methods were formulated and outlined.

In the next chapter the focus will be on the role of determinants that are associated with professions.

CHAPTER 2

DETERMINANTS FOR EDUCATOR PROFESSIONALISM

2.1   INTRODUCTION

Prior to the democratic dispensation, the South African education system was based on unfair racial and cultural discrimination of its society (Van Wyk, 1998:13). Various forms of laws were used to further the aims and objectives of the apartheid regime in education (paragraph 1.1). This system of government had a great influence on education and teaching. The creation of separate councils for educators was a blow to educators and their practice.

The dawn of the new era or democratic dispensation brought new opportunities and challenges to education and in particular to educators. A number of statutes were promulgated as a means of bringing changes in our education system and to eliminate the imbalances of the past. Various laws (i.e. promulgated after 1994) have certain implications for educators and their practice (i.e. teaching).

This chapter will focus on various aspects that have influence on educator professionalism and the extent to which teaching satisfy the determinants associated with professions.

Firstly, this study will discuss various forms of statutes that have bearing on educator professionalisation.

2.2 LEGAL DETERMINANTS FOR EDUCATOR PROFESSIONALISM

Shaba, Camphar, du Preez, Grobler and Loock (2003: 7), states that the source of South African law (including educational law) is derived from:

- ❑ The Constitution of the Republic of South Africa Act (108 of 1996);
- ❑ statutes (i.e. parliamentary, provincial, local);
- ❑ common law, which are certain unwritten rules or behaviour which are recognised as legally binding by the community; and
- ❑ different agreements in the form of international agreements, labour relations agreements in the relevant bargaining councils.

The source of South African law is ranked in a particular order in terms of it's seniority or authority. According to Oosthuizen (1998:20) and Shaba *et al.* (2003:8), an authoritative source of the law is the source that may be consulted in order to determine or discover a legal rule. The sources of South African law in order of authoritativeness are as follows:

- ❑ The Constitution of the Republic of South Africa;
- ❑ statutes; and
- ❑ common law.

The next section will look at the different sources of law and how they influence the concept educator professionalisation.

2.2.1 The Constitution of the Republic of South Africa

The Constitution of the Republic of South Africa, Act 108 of 1996 (SA, 1996a), has been the main source of South African law after 1994 democratic elections. In terms of Section 2 of the Constitution (SA, 1996a), the Constitution is the supreme law of the country and any

law or policy document that is inconsistent with it, is invalid. According to Bray (1995:17) the Constitution is also the supreme authority of the country that determines the structure, powers and functions of the state or organ of the state. Thus, educational laws are also subjected to the supreme authority of the Constitution.

There are a number of provisions in the Constitution that have a direct or indirect impact on educational and educator professionalism. The most important provision of the Constitution of the Republic of South Africa is the "Bill of Rights" (SA, 1996a). The Bill of Rights is also referred to as fundamental rights. Section 8(1) of the Constitution states that the Bill of Rights applies to all laws of the country and binds law, the judiciary and all organs of the state or government (SA, 1996a).

Educators as citizens of this country are protected by the Bill of Rights as entrenched in the Constitution of the Republic of South Africa (SA, 1996a). Rights or fundamental rights are not absolute.

Fundamental rights and limitation of these rights will be discussed briefly.

2.2.1.1 Fundamental rights
South African citizens (including educators) are guaranteed freedom of association in terms of section 18 of the Constitution (SA, 1996a). Thus, everyone is free to participate or not to participate in various associations or organs of the state. According to Shaba *et al.* (2003:14), this section implies that educators may freely belong to educators' associations or organisations of their choice.

Section 22 of the Constitution (SA, 1996a), plays an important role in our democracy as it protect the rights of South Africans to freely choose their trade, occupation and profession. This implies that everyone has the right to choose the type of work that he/she want, free of any form of discrimination or prejudice. The right to choose trade, occupation and

10

profession is not an inherited right as it may be subjected to legislative regulation and limitation. In terms of section 22 of the Constitution (SA, 1996a) the right of educators to practice the teaching "profession" may be limited or regulated by applicable law.

In terms of Section 33 of the Constitution (SA, 1996a), it is requires that every citizen should be subjected to just administration action. A just administrative action requires that every decision taken by an administrative body or state must be lawful, reasonable and procedurally fair. According to Joubert and Prinsloo (2001:145) educators have the right to:

- ❑ administrative action that is lawful.
- ❑ administrative action that is procedurally fair.
- ❑ administrative action that is justifiable.
- ❑ be furnished with written reasons for administrative action.

2.2.1.2 Limitations of rights

Section 36 (1) of the Constitution (SA, 1996a) states that:

> The rights in the Bill of Rights may be limited only in terms of law of general application to that the limitation is reasonable and justifiable in an open and democratic society based on human dignity, equality and freedom.

Section 36 of the Constitution (SA, 1996a) is crucial because it describes the extent to which fundamental rights of citizens (including educators) may be limited.

In terms of section 36 (1) a-e of the Constitution (SA, 1996a), the following aspects has to be taken into consideration when limiting or regulating fundamental rights:

(a) the nature of the right.

(b) the importance of the purpose of the limitation.

(c) the nature and extent of the limitation.

(d) the relation between the limitation and its purpose.

(e) the possibility of less restrictive means of achieving the purpose.

Fundamental rights of educators may be limited or regulated by educational laws that are in accordance with the Constitution of South Africa (Act 108 of 1996) (SA, 1996a). Section 22 of the Constitution (SA, 1996a) stipulates that:

The practice of a trade, occupation or profession may be regulated by law.

Joubert and Prinsloo (2001: 144) states that an educator may be required by law to meet certain requirements before he/she is allowed to practice the trade, occupation or profession of his/her choice. Therefore, registration with professional body or council may be an added requirement to practice a particular profession.

The above discussion indicates that the Constitution is an important source in educational law.

2.2.2 Statutes

According to Oosthuizen (1998:21) and Shaba *et al.* (2003:8) the law may be found in statutes, government notices, rules, policies and regulations of different legislative or state organs. An organ of state is a person or body exercising state functions.

Botha (1996:7) and Van Heerden & Crosby (1996:3) classify statutes as original or primary laws and subordinate or delegated laws. Enactment promulgated by the original authority

of a legislative body such as parliament or provincial legislature is regarded as original law (Oosthuizen, 1998:25). According to Oosthuizen (1998:25), in a certain sense all forms of laws may be regarded as "subordinate' as they are subjected to the Constitution.

Statutes applicable to education will be discussed in the next section.

2.2.2.1 *National Education Policy Act*

The preamble of the National Education Policy Act (NEPA) (SA, 1996b) refers to the necessity of adopting statutes that will facilitate the democratic transformation of the national education system to serve the needs and interest of all people of South Africa and to uphold their fundamental rights.

In terms of section 2 (a- d) of the NEPA (SA, 1996b), the objectives of this Act are to provide for:

(a) the determination of national education policy by the Minister in accordance with certain principles;

(b) the consultations to be undertaken prior to the determination of policy, and the establishment of certain bodies for the purpose of consultation;

(c) the publication and implementation of national education policy; and

(d) the monitoring and evaluation of education.

NEPA (SA, 1996b) provides a framework for the determination of national policy on education. In terms of section 3 of NEPA (SA, 1996b), the Act identifies a list of matters on which the minister may determine national policy on education. In terms of section 3(4) of NEPA (SA, 1996b), the national minister may determine national policy for the organisation, management, governance, funding, establishment and registration of

13

educational institutions, compulsory school education and admission of learners to educational institutions.

NEPA (SA, 1996b) has a number of notices and regulations that have a direct bearing on educators, such as:

□ Norms and standards for educators, and

□ Criteria for the recognition and evaluation of qualifications for employment in education.

- *Norms and standards for educators*

The policy is contained in Government Notice No 82, *Government Gazette* 20844 of 4 February 2000 (SA, 2000b). The policy applies to all persons who teach or educate other persons or provide professional educational source at any public or private schools, further education and training institutions or department offices. It describes the roles, qualifications and development of educators, and also provides for norms and standards to develop programmes and qualifications that will be recognised by the Department of Education (DoE) for purpose of employment.

- *Criteria for the recognition and evaluation of qualifications for employment in education*

Government Notice No 935, *Government Gazette* 21565 of 22 September 2000 (SA, 2000d), contains national policy framework for the recognition and evaluation of qualifications for employment in education. The policy framework deals with the registration, accreditation, approval of qualifications and the evaluation of qualifications in education. The following aspects are taken into consideration in the policy framework:

- Recognition of academic qualification.
- Assigning Relative Education Qualification Value (REQV) to qualifications for employment in education.
- Professional educators' qualifications framework.
- Evaluation of foreign qualifications for employment in education.
- Recognition of appropriate qualifications for permanent employment.
- New learning opportunities for educators with old educator education certificates and diplomas.

2.2.2.2 Employment of Educators Act

The Employment of Educators Act (EEA) (SA, 1998) provides for conditions of employment of educators in public schools, further education and training institutions, departmental offices and adult education centres. Educators' activities are regulated in terms of the regulations of the EEA Act (76 of 1998) (SA, 1998).

In terms of EEA (SA, 1998) the Act was promulgated in order:

> To provide for the employment of educators by the State, for the regulation of the conditions
> of service, discipline, retirement and discharge of educators and matters connected therewith.

According to Oosthuizen (1998: 26) the objectives of the EEA may be derived from its title and overview. Thus, the objectives of this Act may be summarised as follows:

- to repeal the many laws and regulations which regulated the employment relations of educators before 1994.
- to promulgate one national law which places the employment dispensation of all educators in South Africa on a uniform basis.

15

The above-mentioned regulations have a direct bearing on activities of educators, and thus crucial for educator professionalism in schools.

2.2.2.3 *South African Schools Act*

Prior to the democratic dispensation, the South African education system was characterised by unfair racial discrimination of unparallel nature. The promulgation of racially based laws such as the Bantu Education Act No 47 of 1953, the Education and Training Act No 90 of 1979, the National Policy for General Education Affairs Act No 10 of 1986 and the Education Affairs Act No 70 of 1988 gives testimony of unfair racial and cultural discrimination that our education system had to endure.

The preamble of the South African Schools Act, No. 84 of 1996 (SASA) (SA, 1996c) states that the main objective of this Act is:

> To provide for a uniform system for organisation, governance and funding of schools; to amend and repeal certain laws relating to schools; and to provide for matters therewith.

This Act (SASA) (SA, 1996c), refers to the establishment of a new national education system for schools that will redress past injustices in educational provision, combating all forms of racism, sexism and all other forms of unfair discrimination. The Act is aimed at contributing to the well being of the society and upholding the rights of all-stakeholders in education.

In terms of section 20 (1)(i) of SASA (SA, 1996c), the governing body of a public school may recommend to the Head of Department the appointment educators at school, subject to the Employment of Educators Act (76 of 1998) and the Labour Relations Act (66 of 1995).

In terms of section 23 of SASA (SA, 1996c), every school must establish a school governing body that will oversee the activities and interest of that school. In terms of

section 23 (2) of this Act, the governing body shall comprise of parents of learners at the school; educators and non-educators at the school; and learners in grade eight (8) or higher at the school. The Act, section 23(9) stipulate that parents must comprise one more than the combined total number of other members with voting rights. Therefore, parents are majority members in the governing bodies. Since parents are majority members of the governing body, non-educators are allowed to recommend the appoint educators.

2.2.2.4 *South African Council for Educators' Act*

The existence of SACE was ensured by the promulgation of the SACE Act 31 of 2000 (SA, 2000a). In terms of section 2 of SACE Act (SA, 2000a) the objectives of this Act are:

(a) provide for the registration of educators:

(b) promote the professional development of educators;

(c) set, maintain and protect ethical and professional standards for educators by means of functioning of the council.

Registration with the Council in terms of section 3 of SACE Act (SA, 2000a) applies to educators appointed:

(a) in terms of the EEA of 1998;

(b) in terms of SASA of 1996;

(c) at independent or private schools;

(d) in terms of the Further Education and Training Act of 1998;

(e) at further education and training institution; and

(f) at an adult learning centre.

According to Baxter (1991:351), statutory professional councils or bodies are awarded certain functions or duties through appropriate law. The powers and duties of the Council as outlined in section 5 of the SACE Act (SA, 2000a), maybe summarised as follows:

17

❑ *Registration of educators*

In terms of section 5(a) of SACE Act (SA, 2000a), the Council is empowered to make the following decisions with regard to registration for educators:

- to determine the minimum criteria and procedures for registration or provisional registration;

- to consider and decide on any application for registration or provisional registration;

- to keep a register of the names of all registered or provisionally registered educators; and

- to prescribe the validity period of the registration or provisional registration.

❑ *Promotion and development of the education and training.*

In terms of section 5(b) of the SACE Act (SA, 2000a) the Council:

- has to promote, develop and maintain professional image of the teaching profession;

- may advice the Minister on matters relating to education and the training of educators including the minimum requirements for entry into the profession, standards and programmes of pre-service and in-service educator education;

- has to research and develop professional development policy for educators, and may assist with training programmes, workshops, seminars and short courses for educators and may also publish professional journal;

- may compile, print and distribute professional journal and other publications; and

- may establish professional assistance facility for educators.

❑ *Professional ethics*

In terms of section 5(c) of SACE Act (SA, 2000a), the Council:

- is empowered to compile, maintain and review a code of ethics for registered educators;

- has to determine a fair hearing process for educator accused of contravening the Councils' code of conduct; and

- may suspend a sanction imposed on educator found guilty of breach of code professional ethics for period and conditions determined by the Council.

SACE Act (SA, 2000a) indicates that an educator found guilty of contravening the Council's professional code of ethics may be:

- cautioned or reprimanded;

- fined not more than one month's salary, or

- be removed from the register for a specific period or indefinitely, or subjected to specific conditions.

  ❏ *Fees*

Section 5(d) of the SACE Act (SA, 2000a) states that the Council:

- has to consult the National Minister to determine fees payable for registration with the Council; and

- may deduct fees payable to the South African Council for Educators' from the salaries of educators and be paid to the Council.

2.2.3 General Laws

Apart from the above-mentioned laws that have a direct bearing on education, there are other laws that have an impact on educators and education. Shaba *et al* (2003:121) states that apart from the common law aspects of the employment relationship there are other laws that plays a key role in the employment relationship in the education sector. They are laws such as:

- The Labour Relations Act (LRA) No 66 of 1995.

- The Employment Equity Act No 55 of 1998.

- Skills Development Act No 97 of 1998.

- Promotion of Administrative Justice Act No 3 of 2000.

- Promotion and Prevention of Unfair Discrimination Act No 4 of 2000.

2.2.4 Concluding remarks

The employment and practice of educators are subjected to the rule of law. Different forms of laws and policy documents on education and teaching are intended to bring about a difference in South African schools. The Constitution of South Africa (SA, 1996a), as the supreme law of the country describes the structure, powers and functions of states' organs like schools, provincial legislatures and parliament. The objectives and/ or activities that need to be carried out in education are derived from educational laws and policy documents. Other laws have a role in educational practice and the employment of educators, although they were not promulgated specifically for education and/or educators.

2.3   CONCEPTUAL DETERMINANTS OF PROFESSIONS

Specialisation in a particular field (i.e. professionalism) is held in high esteem by society, due to the important role played by the specialist in the present dispensation (NATED, 1994b: 25). Thus, the measure of professional status awarded to *profession* is in direct relation to the quality of its service. Accounting, law and medicine are examples of professions that are held in high esteem by the community and awarded the status of ideal professions (Burbules & Densmore, 1991:45; Goodson & Hargreaves, 1996:4 and Soder, 1990:47).

20

Established professions such as accounting, law and medicine have a number of similarities or determinants that differentiate them from other occupations. These occupations are also characterised by decentralised control structures and autonomous professional councils control their practices. Etzioni (in Loots & Theron, 1998:5) made a distinction between two types of profession that is "semi-professions and fully-fledged professions". The differentiation between the two types of professions is derived from the extent to which such profession meets the determinants of a fully-fledged profession. Thus, the main focus in this chapter will be on the traditional models of professions, and the determinants that differentiate professions from occupations and semi-professions.

A number of occupations claim to be professions on the basis of licensure, yet their practice and status are not recognised by the larger society. According to Beletz (1990:16), an occupation has to engage itself in a dynamic process of professionalisation that is associated with the criteria for professional practice when seeking professional status. The concepts *profession, professionalism and professionalisation* are usually misused and abused. Thus, there is a need to clarify these concepts.

In the next section concepts that are usually associated with profession and professional status will be clarified.

2.3.1 Concept clarification

Different types of work do not enjoy the same status and social recognition from the society. Thus, various types of work are classified in terms of their social standing or recognition they receive from the community they serve. According to Patricio (1997:1), in the 18th and 19th century occupation and profession had the same meaning. This false dichotomy still exists.

A certain degree of ambiguity exists in relation to the concept *educator professionalism* (Patricio, 1997:1). This confusion has initiated debate to determine common features that differentiate an occupation from a profession. Due to the ambiguity related to the concepts *occupation, semi-profession, profession* and other concepts associated therewith need clarification.

In the next paragraph the concepts *educator, occupation, semi-profession, profession, professionalism, professionalisation* and *professional status* will be discussed briefly.

2.3.1.1 Educator

The concept "educator" is presently used in place of the concept "teacher". Various forms of educational laws and policy document have adopted the concept "educator" in place of "teacher".

In terms of section 1 of Employment of Educators Act (SA, 1998), the concept "educator" means any person who teaches, educates or trains other person or provides professional educational services, including professional therapy and education psychological services, at any public school, further education and training institution, departmental office or adult basic education centre and who is appointed in a post on any educator establishment under this Act (i.e. EEA).

2.3.1.2 Occupation

Tulloch, *ed.* (1993:1050) defines occupation as a person's temporary or regular employment; a business, calling or pursuit. A more definite definition of occupation is by Duvenage (1987:238), who states that an occupation is the activity performed by man in accordance with his/her abilities and talents, which enable him/her to acquire sufficient provisions so that he can achieve his life calling.

22

According to Loots and Theron (1998:10) in an occupation decision-making plays an inferior role, because it is only expected of the production worker to take a few simple decisions in executing his task. In essence, members of an occupation do not have the freedom to regulate their occupation, as they are regulated and supervised by their authorities, rather their own membership.

2.3.1.3 Semi-profession

According to Loots and Theron (1998:6), the concept *semi-profession* denotes that a particular profession lies somewhere on the continuum of professionalism. This continuum stretches from fully-fledged professions on the one end to occupations that are professions in name only on the other end. In reality the latter does not possess the determinants of a profession. A semi-profession claims profession hood or professional practice, yet it is not awarded professional status and recognition (Beletz, 1990:16-17).

A semi-profession is when practitioners maintain proper standards of practice, licensure and code of ethics, but their practice is not awarded the status of a profession (Tschudin, 1992:131). An occupation can be classified as a semi-profession when it lacks one or more of the determinants associated with professions or if these determinants are not fully developed.

2.3.1.4 Profession

A profession is a vocation or calling, especially one that involves some branch of advanced learning or science (Tulloch, *ed.* 1993:1215). All occupations have a particular impact on society, while there are those that have an essential influence on society based on the sophisticated type of service they provide. The public is generally dependent on this type of service, as it forms the basis for further progress and development. Generally, these types of work are known as professions (Loots & Theron, 1998:6).

According to the National Teacher Education Department report (NATED) (1994b: 26), a profession is an exclusive occupational group of registered practitioners that in terms of an Act fall under the control of a relatively autonomous body consisting predominantly of members of that occupational group. Thus, profession represents a special a social and unique class in the division of workers that are readily accepted by society.

Adylotte (1990:9) defines a profession as "a complex, organised occupation whose practitioners have engaged in a long training programme geared towards the acquisition of exclusive knowledge, through which they gain monopoly of service essential to or desired by the society". The freedom of practice provides practitioners with autonomy, public recognition, prestige and authority over their practice.

2.3.1.5 Professionalism

According to Helsby (1995:317), defining the concept 'professionalism' is problematic and contestable, since it has a varying range of determinants that are often culturally determined. Sockett (1993:9) states that professionalism describes the quality of practice. It describes the manner of conduct within the practice and how members integrate their obligation with their knowledge and skills.

Professionalism is closely related to personal and behavioural determinants such as dedication, commitment and highly skilled practice. The concept professionalism does not only refer to the exercise of special expertise but an altruistic concern to constantly improve practice in the interests of clients (Helsby, 1995: 317).

2.3.1.6 Professionalisation

Professionalisation is a process by which an occupation increasingly satisfies the criteria set for a profession (Beletz, 1990:16-17). Professionalisation is an ongoing process, since all occupations are subject to development. Professionalisation can be used as a means of acquiring certain privileges and social status (Beare, 1992:65). Sockett (1993:9) states

24

that professionalisation entails an improvement in the status of an occupation as well as an improvement in its real application.

Patricio (1997:1) defines professionalisation as a means of accepting the existence of good practice, the accreditation of practitioners and the idea of accountability. The report of the National Centre for Education Statistics (NCES)(1997:1) states that professionalisation is the degree to which specific employees and their workplace exhibit the attributes, criteria and determinants identified with professionals and professions. According to Bacharach and Conley (1992: 313), professionalisation is a dynamic process whereby many occupations can be observed to change certain crucial determinants in the direction of a profession. Once the process has been achieved, the community may award the practitioners the status of a profession (i.e. professional recognition).

2.3.1.7 Professional status

Well-established professions such as accounting, law and medicine are usually awarded high social recognition and the status of professions. Status may be seen as the respect a person enjoys based on the following:

- ❑ character and personal service to the community;
- ❑ level of education attained;
- ❑ career success; and
- ❑ high income and prosperity (Nell, 1979:6).

According to Nell (1979:6), professional status has a dual nature – one is accorded to individual practitioners and the other to a group that practices the same profession. Thus, professional status or recognition awards certain privileges and in turn requires responsibility from members of the profession.

2.3.2 Concluding remarks

The above discussion suggested that there is still confusion related to the use of the concept professionalism and/or educator professionalism. In order to clarify some misconceptions related to the concept professionalism, concepts associated with educator professionalism were discussed.

Educational practitioners (i.e. teachers) are currently referred to as educators and the term educator is used in all legal documents. The concept educator does not only refer to teaching component, but also refers to office-based practitioners employed in terms of Employment of Educators Act (SA, 1998). Occupations are regarded as ordinary type of work, but semi-professions lack some of the features or determinants associated with professions. Professions are specialised type of work that possesses certain determinants that are not evident or missing in occupations and semi-professions.

The concept professionalism is attributed to personal and behavioural determinants of practitioners and the quality of their practice. Professionalisation describes the process of attaining the status and recognition as a profession. Status and recognition as a profession cannot be awarded to an occupation and/or semi-profession, but is earned.

The next paragraph will attempt to identify the common features associated with professions or those types of work classified as professions.

2.4 PROFESSIONAL CRITERIA AS DETERMINATS OF PROFESSIONS

The nature of professions indicates that the concept *profession* carries with it important ethical and descriptive implications. According to Beletz (1990:16) it is important to understand both the attributes of a profession and the factors affecting professional recognition or status in order to understand the concept "professionalisation".

26

Professionalisation can be divided into two major components: the prescriptive component (meaning what should desirably be achieved), and the descriptive component (which assumes that professions have some particular determinants that distinguish them from other occupations) (Patricio, 1997:1). In order to attain the status or recognition as profession, evolving occupations have to fulfil the common features or determinants associated with professions.

Selected determinants that distinguish professions from non-professions are presented below to provide a more comprehensive understanding of the value of professions.

2.4.1 Determinants of professions

Lynn and Wergin (1993: xiii), indicate that the definition of the concept *profession* has been an issue of intense debate for many years and that any consensus on a definition is difficult to establish. Therefore, it appears that the concept *profession* carries with it important ethical and descriptive implications.

Beletz (1990:16) says in order to understand professionalisation, it is imperative to understand both the attributes and common features of professions and those factors leading to professional recognition. De Koning (1997:2) states that the concept *professionalism*, its definition, importance as well as the attitude towards it, has many different elements and may be approached from various points of views.

The question that usually crosses one's mind is: what are the determinants or criteria that differentiate professions from non-professions. Various authors have identified different features or determinants associated with well-established professions as depicted in Table 2.1.

Table 2.1 Frequencies of determinants of professions according to various authors

Authors	Specialised Knowledge	Continuous Research	Professional authority	Access control	Professional autonomy	Code of conduct	Social Recognition	Remuneration	Unique service
Burbules & Densmore (1991:46-52)	X	X	X	X	X	X			X
Calitz (1996:67)	X	X	X	X	X	X			
Donnelly (2001:31)	X			X	X	X			
Greenwood (1990:17)			X			X	X		
Ismat (1992:2-3)	X		X	X	X	X	X		X
Loots & Theron (1998:8-10)	X	X	X	X	X	X			X
Moloney (1992:17-20)	X		X	X	X	X			X
Pratte & Rury (1991:59-64)	X				X	X	X	X	X
Soder (1990:47-49)	X	X	X	X	X	X	X		
Tschudin (1992:131-132)	X			X		X		X	X
Frequency	9/10	4/10	7/10	8/10	8/10	10/10	4/10	2/10	6/10

According to Table 2.1 there is no absolute agreement amongst authors and researchers about the ideal determinants associated with professions. Table 2.1 also illustrates that some educators do not frequently regard determinants such as remuneration and continuous research as criteria for professions. Some of these determinants are regularly used in the evaluation of professions and are reciprocally related to each other, usually overlapping one another (Beletz, 1990:17).

Beletz (1990:17) indicates that disagreements amongst authors do not mean that some of these determinants are not evident in well-established professions. According to Loots and Theron (1998:11), determinants of professions differ in terms of each profession. As professions mature, each of these criteria become internalised into professional value systems and become the standards by which evolving occupations are determined (Beletz, 1990:17).

Bondesio (1983:27) classifies the determinants of professions into four categories, namely:

- *knowledge* and *proficiency*, which include the following determinants: specialised knowledge and continuous research;

- *independent control*: which includes professional autonomy and professional control;

- *community sanctioning*: which includes social recognition and remuneration; and

- *rights*, *accountability* and *responsibility*: which include actions to maintain a professional code of conduct, independence of profession and to render a unique service.

The following features were identified as the most acceptable determinants of professions in the literature consulted (see Table 2.1):

- specialised knowledge;
- continuous research;
- professional authority;
- access control;
- professional autonomy;
- professional code of ethics;
- societal recognition;
- remuneration; and
- unique service.

From the above discussion, it appears that the similarities in the criteria of professions are usually used to differentiate professions from non-professions. This distinction is crucial, as it may be used as the basis for determining the criteria of professions.

In the following section, the determinants of professions will be discussed in detail.

2.4.1.1 Specialised knowledge

According to Beletz (1990:17), specialised knowledge consists of a knowledge base gained through a long period of study at an accredited institution of higher learning. Thus, specialised knowledge and professional competence are still regarded as the main prerequisites for the successful practise of any type of vocation / work.

McGaghie (1993:264) states that the work of professionals is specialised and requires more expertise or knowledgeable practitioners. An amount of specialised knowledge, which the outsider or even a member of another or different profession would never have, is a requirement of each profession (Anon, 1983:3). Abbott (cf. Evetts, 1998:59) refers to these bodies of expertise or special knowledge as professional jurisdiction that professional practitioners aim at controlling and applying in their service.

Professionals are regarded as a group of practitioners that use a specific body of specialised knowledge to address problems that are deemed important by society (McGaghie, 1993:264). Oosthuizen (1994:95) says "specialised knowledge and competence are the main prerequisites for successful practise of any type of vocation / work".

The status of each profession (e.g. medicine) is to a large extent determined by the quality of the person that provides it (i.e. medical practitioners) and the type of work he/ she does. Most medical practitioners (i.e. doctors) that have the minimum qualifications to practice medicine are referred to as general practitioners. There are also those medical practitioners that have attained a further medical training in a particular field (e.g. paediatrics), and are referred to as specialists (HPSCA, 1998).

The period taken to obtain a particular type of qualification is always associated with the type of knowledge acquired. Johnson (1985:19) indicates that professionalism is an ideology and strategy for which the level and length of formal education undergone by practitioners are regarded as the criteria for a profession. Specialised knowledge acquired through a difficult and long process of study still remains the norm or determining factor for professional practice.

In other professions (e.g. law), in-service training forms part of further training. After qualifying, new doctors are required to work for two years under supervision before they can practise on their own (HPCSA, 2001:2). According to Loots (1992:18), acquired knowledge needs to be practically justifiable, meaning that one should be able to assess and test it.

Society values and appreciates the service provided by practitioners, but associates the further field of study (i.e. specialisation) with proficiency and competency. Specialised knowledge is not stagnant, but needs constant renewal and periodical review.

2.4.1.2   Continuous professional development
Commitment to learning has always been central to the identity of professions (i.e. professional practitioners). According to Bennett and Fox (1993:274), professional practitioners either chooses to participate voluntarily or are mandated to participate in professional activities (i.e. continuous professional development) to enhance their performance.

Continuous professional development (CPD) may be used to expand the practitioner's knowledge base (i.e. specialised knowledge), recruit the best candidates to the profession and enhance the quality of training (McGaghie, 1993:264). Associations, societies and

31

educational institutions that have interests in the profession, regulate CPD in accordance with the criteria set by the profession (Bennett & Fox, 1993:274).

According to McGaghie (1993:259), competency evaluation is an integral feature of CPD in various professions. Participation in CPD activities is aimed at assuring the public and the clients that practitioners are competent and are kept abreast of developments in their field of practice (Bennett & Fox, 1993:274).

The use of various stakeholders or organisations to evaluate practitioners' CPD does not take away the powers of a professional council over the profession.

2.4.1.3 *Professional authority*

Greenwood (in Loots & Theron, 1998:10) states that every profession strives to persuade the community to sanction its authority within certain spheres by conferring on that profession a series of powers and privileges. The Reader's Digest Dictionary (Tulloch, *ed.* 1993:90) defines authority as "the power or right to enforce obedience, or an influence exerted on opinion based on recognised knowledge or expertise".

Abbott (as quoted by Evetts, 1998:86) suggests that the central point of every profession is how it establishes jurisdictional authority over a particular kind of knowledge, skills and specific work. Exclusive control over a specific knowledge base gives a profession its power as well as its authority. The main objective of professions is to respond to the needs of their clients (i.e. society). The common core of all professions (e.g. accounting, law and medicine) is to make decisions on behalf of less knowledgeable clients (Wise, 1992: 305).

Professional practitioners often work as individuals or in groups and many become associated with service-providing organisations (Orzack, 1998:31). This could lead to the formation of member associations or organisations such as the South African Medical

Association (SAMA), the South African Law Society and the South African Institute of Chartered Accountants (SAICA).

Membership to these associations and societies is voluntary and not descriptive (Orzack, 1998:31) and these institutions do not have statutory powers. Therefore, these associations and societies have powers to discipline their members only, while non-members could go unpunished. In contrast, professional bodies or councils have statutory powers and powers to discipline all practitioners of a particular profession. According to McGaghie (1993:171), the profession has to be permitted to regulate it and they have powers to monitor and correct incompetent or other inappropriate practices by members of that group.

Renewal of registration with a professional body or council certification requires proof of participation in a continuous development programme.

2.4.1.4 Access control

Professional groups strive to keep amateurs and impostors from the profession. This is to ensure that no person would be allowed to enjoy the status and benefits of the profession without prescribed applicable training, or without fully accepting the specific responsibilities associated with the profession (Loots & Theron, 1998:9). Thus, practitioners are required to register with a recognised professional body or council.

According to Beare (1992:65), the profession itself (i.e. professional council) is the only legitimate body to determine the admission and certification of members to the profession. This can be done by strictly controlling entry to the profession (i.e. selection and training of potential practitioners), establishing high standards for entry into practice, and registering potential practitioners (Moloney, 1992: 24).

33

Professional bodies or councils require participation in a programme outlined by that group, and institutions offering these programmes have to be accredited by the body or council (Bennett & Fox, 1993:275). By awarding a certificate to a trained professional person, the public is protected against incompetent and ineffective practitioners (Kriel, 1993:20). According to Fiddler (1994:17), the entitlement to practise as a professional is granted by the professional body or council.

Registration with a professional body or council is awarded to the practitioner after successful completion of an examination by an accredited institution (McGaghie, 1993:275). Thus, without a degree or diploma from an accredited institution, practitioners are not eligible for evaluation and certification by the council.

Due to the fact that admission to the profession has to be controlled, recruitment should also be strictly controlled. Therefore, candidates are strictly selected and are subject to a long and difficult training period. In this manner those who were selected for the profession by mistake are eliminated and barred from the profession. In order to be a member of a profession, applicants have to satisfy certain requirements and educational qualifications.

2.4.1.5   Professional autonomy

Well-established professions are characterised by a high degree of professional autonomy and self-regulation, based on intellectual skills and specialised knowledge. Autonomy is defined as "the right to self-government or self-governing community or institution" (Tulloch, ed, 1993:92). Professional councils are awarded statutory powers (i.e. through law) to regulate and control the activities of the profession (NATED, 1994b: 26).

Professions (i.e. accounting, law and medicine) establish esoteric service and create within themselves a form of control over their membership (Adylotte, 1990:9). Statutes (i.e. parliamentary laws) regulate the professional autonomy of well-established professions,

while members of the profession jealously guard this autonomy. Traditional models of professions (i.e. accounting and medicine) have strict admission requirements to their profession, which include registration with the profession's professional council or body.

According to Mirel (2001:8), the state or government through law awards the profession powers to determine the role and standards of practice for that profession. Statutory powers do not denote total monopoly, as the state or government always has a final constitutional authority over the type of activities practised by the profession (Mirel, 2001: 8-9).

Due to their specialised knowledge (par. 2.3.1.1), practitioners can use professional autonomy to act in a dictatorial manner, even causing harm to the client. Professional autonomy can be used for financial gain or for the acquisition of power. In order to guard against this, professions draw up a code of conduct for their members. Codes of conduct emphasise the unselfish rendering of service to the client, protecting clients against unfair practice by members of the profession.

2.4.1.6 Professional code of conduct

A professional code of practice is one of the most essential features of a profession and one that all professions should adopt. A code of conduct is regarded as a set of ethical principles that embody the personal qualities and life-style habits that are expected of practitioners (McGaghie, 1993:255). According to Searle and Pera (1994:103), a code of conduct is seen as a unifying mechanism that brings diverse people into a common system that they are subscribing to.

Professionalisation requires properly arranged code of conduct to ensure that members of the profession or council know exactly what is required of them (Van Loggerenberg, 1999:9). Van Loggerenberg (1999:9) further states that professional acknowledgement or recognition place fixed responsibilities on the shoulders of members of the profession.

According to Beckmann and Van der Bank (1995:6), the main objective of a professional code of ethics is to serve as an instrument that brings order and harmony between all stakeholders within the profession. Individual moral integrity is regarded as the key to a safe standard of practice (Searle & Pera, 1994:102).

Van Loggerenberg (1991:1) states that every professional member is legally and morally bound to the code of practice, as a professional code of practice is directly aimed at members of a particular profession. Some professions (e.g. medicine and the clergy) require its members to take an oath or pledge of conformity to standards of personal and professional conduct (McGaghie, 1993:255).

Thus, professions adopt a code of conduct as a means of establishing standards of practice to protect the recipient of service and to protect the reputation and creditability of the profession, especially in view of the profession's autonomy.

2.4.1.7 Social recognition

The main task of professional practitioners is to respond to the needs of the society they serve. According to Bacharach and Conley (1992:313), the status of a profession can be awarded once the society has given recognition to the importance of practice. The community holds medicine and accounting in high esteem because these people make decisions on critical matters that affect the community (i.e. health and economy respectively) (Brandt, 1992:380).

The period taken to acquire certain specialised knowledge is the basis for attaining societal recognition as a competent practitioner. According to Wise (1992:305), the only measuring tool that can be used (by the community) to determine the educational level of a practitioner

is his or her academic degree(s) or equivalent thereof. Anything less than a degree or equivalent thereof is deemed unacceptable to be a member of a profession.

The community would readily acknowledge a profession and thus confer certain privileges on the profession, if that profession renders an indispensable service of a specific quality. According to Brandt (1992: 380) states that the profession has to prove that the service is provided in a controlled and responsible manner.

The monetary compensation awarded to the practitioner is usually used to assess the status of a profession or professional practitioner (McGaghie, 1993:235). Therefore, society regards highly paying types of work as professions and less paying ones as ordinary occupations or semi-professions.

2.4.1.8   Remuneration

An achievement of credentials (e.g. professional qualifications) is a ticket to a high income in most traditional models of professions. A high income or salary is usually associated with professional status (Brandt, 1992:381). Most professions enjoy these financial and social advantages and regard it as the reward for their status.

Income is directly linked to the value of skills and service provided by practitioners to the community (McGaghie, 1993:235). According to Beletz (1990:16), well-established professions are perceived as having great power, prestige and economic comfort.

Thus, professional status and income are granted according to the social value given to the practitioner's work or type of service provided.

2.4.1.9   Unique service

The notion of unique service is associated with the essential service performed by the profession. Society believes that certain services are so important and unique that they should be made available to everyone. According to Loots (1992:19), the prominent motive of a profession is not material gain, but to provide quality service to society.

A profession must perform a unique social service, as its scope of practice has to be clear and definite. Providing a unique, definite and essential service in an identified area of needs is the primary objective of a profession. Quality service is a priority to a professional person, as service delivery is regarded as a life-long calling (Loots & Theron, 1998:8). According to van Loggerenberg (1999:9) effective practice of particular practice is the foundation for professionalisation.

Professionals must be in a position to consider their area of service and their status in order to establish ways and means of protecting the profession. According to Sockett (1993:9), members of professions may sometimes become corrupt and inefficient, in the process demeaning the idea of a profession in their practice.

In established professions, practitioners are allowed to open their own consulting rooms (medicine) or offices (accounting and law). Practitioners are also entitled to charge fees for services provided (NATED, 1994b: 29). In this way professional practitioners are granted autonomy over their practice.

2.4.1.10   Concluding remarks

In the above paragraphs the determinants and features of well-established professions were discussed briefly. Common features or determinants associated with professions are derived from traditional models of professions such as accounting, law and medicine.

Table 2.2 indicates how well the traditional models of professions adhere to the features or determinants of a profession as described by various authors (see Table 2.1).

TABLE 2.2: Frequencies of determinants of professions according to traditional models of professions

Determinants of professions	Models of professions		
	Accounting	*Law*	*Medicine*
Specialised knowledge	X	X	X
Continuous professional development	X	X	X
Professional authority	X	X	X
Access control	X	X	X
Professional autonomy (statutory powers)	X		X
Code of ethics	X	X	X
Societal recognition (status)	X	X	X
Remuneration	X	X	X
Unique service	X	X	X
Frequency	9/9	8/9	9/9

Goodson and Hargreaves (1996:4), Pratte and Rury (1991:62) and Soder (1990:47) regard accounting, law and medicine as traditional models of professions. The above table (Table 2.2) shows that the traditional models of professions adhere to a great extent to all the determinants associated with professions (par. 2.3.1). Despite the fact that law does not have a professional council with statutory powers, it still enjoys the status and recognition awarded to other models (i.e. accounting and medicine) of professions.

Due to professional recognition and status awarded to these professions, every occupation (including teaching) is in pursuit of this status. According to Soder (1990:47), every occupation involved in a process of professionalisation tries to emulate the traditional model of a profession.

In order to attain professional recognition and status, teaching has to follow a similar process of professionalisation as other professions (Tranbarger, 2000:1). Therefore, teaching has to satisfy all criteria of profession in order to be awarded the status and recognition as a profession.

2.5 TEACHING TESTED AGAINST THE CRITERIA OF PROFESSIONS

A number of occupations (including teaching) are in pursuit of professional status (i.e. the title of profession) and are emulating traditional professions such as accounting, law and medicine (Soder, 1990: 47; Zohart, 2002:252).

Authors like Burbules and Densmore (1991:45), Pratte and Rury (1991:62) and Soder (1990:7-8) agree that certain criteria construct a traditional model for a fully-fledged profession. An occupation (e.g. teaching) must engage itself in a dynamic process of professionalisation that is related with becoming congruent with the criteria of a profession in order to be awarded the status of profession (Beletz, 1990:16). In order to be accorded professional status, teaching must fulfil all criteria of a profession.

Attaining professional status may become a goal that is based on practical improvement, rather than service to the community. This may lead to a poor public image of teaching as a profession. Regardless of our view of the concept *profession*, there are some phrases or words that distinguish those occupations of which the members are committed to provide quality service, and those who simply regard themselves as professionals (Sockett, 1993:10).

Caplow and Wilensky (quoted from Bacharach & Conley, 1992:313) suggest three criteria by which the degree of professionalisation of an occupation could be measured. These criteria are:

- ❑ *societal recognition*: the degree to which society in general views the occupation as a profession;

- ❑ *attitudinal attributes of members*: the degree to which the members believe in service to the public, self-regulation, autonomy and similar professional values; and

- ❑ *structural criteria*: the degree to which there is a formalised code of ethics and a prescribed and lengthy training process in certified training institutes.

The extent to which teaching in South Africa measures up to the criteria of well-established professions (paragraph 2.4.1) will be discussed next.

2.5.1 Specialised knowledge

The quality of educator training in South Africa is difficult to assess, since educator training was based on unfair racial discrimination in the past (par. 1.1). Educator training in this country is to a large extent viewed in terms of the apartheid era (i.e. pre-democratic) and the democratic dispensation era.

Duminy (1992:119) states that the standard of service provided in education (i.e. teaching) is mainly determined by the quality of training being received and the quality of person being trained. Thus, specialised knowledge can be viewed from the following two crucial points:

- ❑ the type of educator training; and
- ❑ specialisation in teaching certain subjects.

The next paragraphs will focus on the above-mentioned aspects.

2.5.1.1 Educator training in South Africa

Educator training and certification in South Africa have been under scrutiny for a number of years. In this section, educator training and certification will be discussed in two phases, namely during the pre-democratic and the democratic era.

- **Pre-democratic era**

The establishment of separate departments of education (based on unfair racial discrimination) contributed to a lack of co-ordination and ongoing planning on policy formulation in education. Due to apartheid policies, there were 17 different employing authorities (i.e. departments of education) and a range of institutions, procedures and policies to manage educators (Lemmer, 1998:110). As a result, every department had different standards or requirements for appointing educators.

There were no clear educational or professional requirements to practise as an educator. In disadvantaged communities, Standard 8 (i.e. Grade 10) plus two years of educator training was sufficient to practise at primary schools. Standard 10 (i.e. Grade 12) plus two years of training were needed to practise at junior and senior primary schools.

According to the Human Sciences Resource Council (HSRC) report (De Lange, 1981:14), almost 85% of blacks and 66% of coloured educators had less than Std. 10 (i.e. Grade 12) and an educators' diploma. Therefore, many people without the minimum educational qualifications were employed as educators, mostly in the previously disadvantaged communities. Since its inception the professional council for whites (i.e. TFC) maintained that only qualified educators could be employed in white schools (par. 3.2.2.2.2). In order

to ensure this, the TFC raised the training period for white educators from three to four years (Sukhraj, Govender & Naidoo, 2004:1).

Due to unfair racial discrimination, the quality and standards of educators' qualifications were not the same for all educators in South Africa. According to the HSRC report (De Lange, 1981: 56), quality in education can only brought about by the establishment of a single education ministry.

- **Democratic dispensation**

After the 1994 democratic elections, the Government introduced a single national department of education with nine provincial departments. The National Education Policy Act (27 of 1996), unlike in the past, brought about a clear co-ordination and ongoing plan for policy formulation in various departments of education.

According to the Employment of Educators Act (EEA) (SA, 1998) and the South African Council for Educators' Act (SACE) (SA, 2000a), the minimum requirements for appointment as a educator is Grade 12 plus 3 years of educator training (i.e. REQV13 or M + 3). This qualification is a diploma in education (for primary or secondary schools), awarded by a college of education after three years of training. Registration with SACE is an added requirement for appointment as an educator in South Africa (SA, 2000a).

A great numbers of educators do not meet the set requirement for practising as educators in South Africa (Cortie & Cortie, 1997:348). In 1997 about 112 000 educators in South Africa were either un- or under qualified educators, amounting to 31 % of educators employed by the DoE (Dikgomo, 2000:1). Dikgomo (2000:2) state that the number of un- or under qualified educators dropped to 85 501 in October 1999.

According to Resolution 4/2003 (ELRC, 2003), about 66 908 educators in South Africa are either un- or under qualified amounting to 16% of the entire teaching force (see Table 2.3).

This implies that there has been an increase in number of educators attaining the minimum requirement (i.e. REQV 13) to teach in our country.

Table 2.3   Number of un- and/or under qualified educators in South Africa

Qualification Level	REQV 10 (M + 0)	REQV 11 (M + 1)	REQV 12 (M + 2)	Total
No of educators	7 959	10 760	48 189	66 908

(Source ELRC 2003: Annexure A)

The fact that the South African Teachers' Council (SATC) introduced M + 4 as the minimum requirements for white educators at its inception (par. 2.5.1.1), suggests that the majority of un- and/or under-qualified educators are mainly from previously disadvantaged communities (i.e. Blacks, Indians and Coloureds). According to SADTU (1999:7), this situation could be attributed to the legacy of apartheid, where educators in previously disadvantaged communities were appointed without proper educational qualifications. Fuller (1994:23) supports this view by saying "most of un- and/or under-qualified educators are the product of imbalances created by the previous regime."

The statistics in Table 2.3 suggests that a number of un- and/or under-qualified educators are still practising in South African schools. Un- or under qualified educators in REQV 11 and 12 were afforded permanent employment in terms of Resolution 4/2001 (ELRC: 2001). In some provinces (e.g. Free State Province), majority of educators with REQV 10 were transferred to Public Service as administration clerks in accordance to proclamation 103 of Public Service Act of 1994.

The use of un- and/or under-qualified educators in schools is perpetuated by the shortage of qualified educators in certain key subjects (i.e. specialisation).

2.5.1.2 Specialisation

Professional qualifications are an essential component for practising any type of profession (Fuller, 1994:23). In its report the National Centre for Education Statistics (NCES) (1997:1) states that specialisation in teaching is the extent to which educators teach subjects that match their field of training. Vaniscotte (1994:169) insists that an amount of specialised knowledge (i.e. specialisation) gained through a long period of training still remains the norm or determining factor for professional practice.

The deficiency of South African educator training system and certification was depicted by the African National Congress's (ANC's) National Education Policy Investigation report (NEPI) of 1992. According to the NEPI report (ANC, 1992:14), the country's educator training system has not yet succeeded in producing proficient and effective educators (ANC, 1992:14).

Except for a high number of un- and/or under-qualified educators (Table 2.3), there is also shortage of educators in specialist areas such as mathematics and science (Asmal, 2001). In terms of South African Schools Act (SA, 1996c), a person without formal educator training qualification can be employed as an educator where a suitable (i.e. qualified) educator cannot be found. There is a high shortage of science and mathematics educators in secondary schools that are qualified to teach these subjects. Asmal (2001), educator training states that institutions that trains a high number of educators in less key areas or subjects exacerbates this type of situation in our schools.

According to Sukhraj *et al.* (2004:1), some educators have only Grade 10 knowledge of the subject that they teach. Muwanga-Zake (2002:1) echoes the same sentiment and states that most educators lack practical skills and sometimes do not understand the concepts they are supposed to teach. This tendency and continuing employment of un- or under-qualified educators has put an enormous pressure on the image of teaching in South Africa.

45

The process of rationalisation and redeployment of educators has also played a part in the use of educators that are not qualified to teach certain subjects. In order to secure their posts at a particular school, some educators were forced to teach subjects that they were not qualified to teach.

The usage of un- and under-qualified educators and the shortage of qualified educators in certain subjects have brought a dark shadow over the status of teaching in South Africa. It may be concluded that teaching does not fully satisfy this criterion of a profession.

2.5.2 Continuous professional development

The status that professions enjoy due to their specialised knowledge requires continuous professional development. Professional practitioners (e.g. educators) should continuously expand their specialised knowledge and supplement it with active research and experience (Oosthuizen, 1987:187). According to Chin (2000), educators require greater access to quality training (i.e. specialised knowledge) and upgrading (i.e. continuous professional development) to be effective in their practice.

The NCES report (1997:1) states that professional development refers to the extent of participation of teaching staff (i.e. educators) in activities sponsored by professional teaching organisations. Participation in professional activities can be found mainly in three forms, namely:

- In-service training;
- professional activities; and
- research projects.

2.5.2.1   In-service training

According to Mashile and Vakalisa (1999:90), professional development that is less distractive to the career path of educators and their classroom activity is mostly accepted by practising educators. In-service education and training (INSET) are planned training activities practised both within and outside school activities (Oldroyd & Hall, 1991:2).

Sikhavhakhavha (1999:139) states that the main aim of in-service training is to supplement educators' specialised knowledge acquired during formal educator training. According to Gurney (1990:94), in-service training is a means of improving educators' academic and professional competency in their practice. INSET could also be used to equip educators with specific skills and to enrich their general professional culture (Seakamela, 1993:13).

According to Lemmer (1998:114), INSET in South Africa has not been guided by any coherent policy. Lemmer (1998:114), Mashile and & Vakalisa (1999:92) states that various institutions provide INSET programmes for educators such as:

- ❑ Government agencies
  - Department of Education;
  - institutions of higher learning and distance education;
- ❑ non-governmental organisations and private consultants; and
- ❑ educators' and subject associations.

• Government agencies

Participation in INSET offered by institutions of higher learning is no longer attractive and is avoided by educators (Mashile & Vakalisa, 1999:90). The scrapping of a salary scale based on educators' qualifications had a negative impact on educators' participation in professional activities. According to Hambeltt (1994:29-30), most educators view additional qualifications as unproductive and unlikely to advance their careers.

47

Most educators in this country are not involved in a further field of study or INSET programmes (Mashile & Vakalisa, 1999:90). Mashile and Vakalisa (1999:90) state that there is a decrease in the number of enrolments in faculties of education and other faculties catering for school-related subjects at institutions of higher learning.

Despite the large number of un- and/or under-qualified educators who are ill equipped to teach in our schools (par. 2.5.1.1), participation in professional development is still a problem in teaching.

❑ *Non-governmental organisations and private consultants*

During the apartheid era, INSET programmes were largely left in the hands of non-governmental organisations (NGOs) and private consultants. The election of the new government ironically sounded the death-knell to these NGOs and private educational consultants (Mashile & Vakalisa, 1999:94). The private sector was no longer interested in funding NGOs and private consultants that were trying to improve the standard of teaching in previously disadvantaged schools (Mashile & Vakalisa, 1999:94).

According to Mashile and Vakalisa (1994:94), the closure of some of the most effective projects of NGOs (e.g. Primary Science Project) was a blow to educators. Not denying that some NGOs and consultants provided a quality service towards educators' professional development, Fitch and Kopp (1990:11) state that some of these organisations provided leap-service.

The vacuum or space left by NGOs and the private sector in educator development needs to be filled by stable and reliable organisations such as institutions of higher learning (Mashile & Vakalisa, 1999:94). According to Searle and Pera (1994:53), specialisation leads to the formation of professional societies within the ambit of the professional associations.

- **Professional and subject associations**

Elam, Cramer and Brodinsky (in Mashile & Vakalisa, 1999:91) indicate that professional development practices are not only aimed at educators, but also at principals, heads of departments and other administrators. Educational practitioners (i.e. educators, principals and administrators) in South Africa are afforded the opportunity to be part of various professional and subject associations.

The South African Principals' Association (SAPA) is a professional association for principals, aimed at developing principals' management and leadership skills. There are also subject associations (e.g. the Association of Mathematics Educators of South Africa - AMESA) that educators may participate in. According to Wise (1994: 2), professional speciality associations' can be used to set standards for each programme area or subject.

Participation in professional and subject associations affords practitioners the chance to share their experiences and difficulties with their colleagues. Osterman and Kottkamp (1993:45) state that sharing ideas and discussing problems with other practitioners do not symbolise incompetence, but offer a chance to improve on one's personal experiences.

Mashile and Vakalisa (1999: 91-92) divide activities of professional and subject associations into four main areas, namely:

- *Personal development:* How to manage stress and anxiety; promoting wellness and fitness and the ability to solve interpersonal relationships;
- *Pedagogical development:* Seminars, workshops and programmes dealing with discipline and classroom management;
- *Leadership enhancement:* Refresher courses, moral building and communication strategies. Principals and middle management learn the art of staff evaluation, observation, instructional counselling and motivation; and

❑ *Instructional content:* In-service training on aspects such as learning theory, child development, subject-specific training and other cross-curricular topics.

Participation in professional and subject association programmes in South Africa is minimal. Teachers seem to be ignorant or are not aware of these associations and the service they provide to its members. Therefore, it is up to the Department of Education and the organised teaching profession to support and accredit programmes offered by these associations.

Since INSET is no longer attractive to educators, professional activities seem to be the only means of advancing educators' career. Thus, the following paragraphs will focus on professional activities as a means of professional development.

2.5.2.2 Professional activities

Classen (1995:481) states that due to the high number of un- or under-qualified educators during the 1980s, a vast majority of new colleges were established to upgrade educators' qualifications. The upgrading of educators' qualifications became a huge industry in the country, and most of these qualifications were obtained through distance education (Lemmer, 1998:113).

In most cases distance educator training courses were inefficient and cost- ineffective (Classen, 1995:481). Educators used additional qualifications as a means of receiving salary increases (DoE, 1995b: 32). Obtaining an additional qualification meant a move to a new category associated with a salary increase. A direct link was created between obtaining a higher qualification and a higher salary (Lemmer, 1998:113). Most educators believe that acquiring additional qualification would enhance their chances of getting a promotional post (e.g. principal or deputy-principal).

Lemmer (1998:113) states that educators indiscriminately pursue further qualifications to improve their career chances. Therefore, attaining further educational qualifications was not aimed at improving skills and enhancing their performance, but was just a "paper chase".

The above discussion suggests that additional qualifications were awarded to educators indiscriminately without consideration of the country's educational needs.

2.5.2.3 Research

Life-long learning is a prerequisite for competence and effective teaching or the practising of any profession. In its discussion document (NEPI) the ANC (1992:49) indicates that too much of out-dated philosophy is used in South African schools, while the same prescribed books are used over and over again. According to Oosthuizen (1987:175-176), one of the primary responsibilities of education authorities is to institute educational research, while redundant and obsolete ideas need to be replaced with valid and effective ones.

According to National Teacher Education (NATED) report (1994a: 101) in 1994, 72 426 educators were in possession of REQV 13 (i.e. M + 3), 50 569 had REQV 14 (M + 4) and 15 675 were in possession of REQV 15 of educational qualifications. In its report the 4 of 2003 (ELRC, 2003), revealed that the majority of educators are in possession of minimum and/or above qualifications to teach in South Africa (see Table 2.4).

Table 2.4 Number of educators with REQV 13 and above

Qualification Level	REQV 13+
No of Educators	300 141

(Source ELRC 2003: Annexure A)

The DoE report (1999) indicates that only a certain fraction of educators are involved in research projects. The NATED report (1994a: 101) revealed that there is great difference between the number of educators who are in possession of REQV 16 and REQV 17 educational qualifications. Thus, most educators seem to be happy to gain one or two additional qualifications above the minimum requirements for employment.

Jansen (2001:19) states that the National Plan on Higher Education underestimated the process of building institutions of higher learning that possess a strong research culture. According to Jansen (2001:19), educational research at South African universities is not up to standard and this could be attributed to the fact that some faculties of education at institutions of higher learning do not possess staff with strong and recognised research expertise.

From the above discussion it appears that teaching does not fully satisfy the criteria of a profession.

2.5.3 Professional authority

Once a profession emerges, the practitioners strive towards the establishment of a professional body or council in order to promote common interest amongst its members. Loots and Theron (1998:80) state that this tendency of bonding of professional members can be traced as far as the guild system of the Middle Ages.

Andrew Abbott (cf. Evetts, 1998:63) states: "how the profession (i.e. teaching) claims and establishes a jurisdictional authority over a particular kind of knowledge, skills and over particular work with the clients is the central point of every profession". Exclusive control over a specific knowledge base gives professions or practices its power, as well as its authority.

Within all professions and specialised occupations there is a need to protect the boundaries of the profession's legal competency (Loots & Theron, 1998:9). Therefore, there is no profession that could claim professionalism without statutory control (par. 2.4.1.5). Loots and Theron (1998:9) states that a statutory body or council that has the interest of the profession at heart is the most important characteristic of a profession.

Despite the fact that the government or state has a final constitutional authority for awarding licences (Finn, 2001:8), the agencies or bodies that control entry to the profession are largely made up of members of that profession. Joubert (1991:1) indicates that a professional council possesses the power to compel its members to achieve and maintain the highest standards of practice.

According to Loots and Theron (1998:9), the task and functions of the ideal professional council are amongst others the following:

- to ensure that training institutions maintain specific laid down standards and that fixed admission standards are laid down for the profession;
- to have disciplinary and supervisory duties and accountabilities;
- to be accountable for the maintenance of a satisfactory service to the public; and
- to serve as channels whereby the press and the government should be informed about policy matters in a responsible and professional manner on behalf of the members of the profession (Loots & Theron, 1998:9).

Oosthuizen (1998:92) says "the cultural and social development of a particular society plays a crucial role in the professional authority of teaching". The realisation of a single non-racial national education system (par. 2.2.2.1) paved the way for the establishment of a single non-racial professional council for educators in this country (par. 2.2.2.4).

Thus, the establishment of a professional council for educators (i.e. SACE) brought teaching in line with other well-established professions, thus ensuring that teaching complies or met the criteria associated with professions.

2.5.4 Access control

The main objective of all professional bodies or councils is to keep amateurs and impostors away from the profession. This is to ensure that no person would be allowed to enjoy the status and benefits of the profession without the prescribed training, or without fully accepting the specific responsibilities associated with the profession. It is for this reason, state Loots and Theron (1998:9) that professional bodies or councils issue certificates to persons that are regarded as competent and fit to practise.

Loots and Theron (1998:8) state that admission requirements to the profession and the control thereof are twofold in nature, which is admission to the profession and admission to the practising of the profession. According to Gilbert (cf. Loots & Theron, 1998:9) it is crucial for the profession (i.e. professional council) to take control over both forms of admission.

In this country, admission to educator training institutions is left in the hands of various educator-training institutions. Educator training institutions use different admission criteria to admit students for educator training. According to Brandt (1992:379-380), there are no reliable criteria to identify and recruit talented and potential educators. The ANC's report on education (1996:24) echoes the same sentiments by saying "teaching in our country is unable to attract academically talented students to be educators".

Accessibility to institutions of higher learning contributes to the influx of educators in non-essential learning areas. According to the NATED report (1994a: 185), there were 205

"accredited" educator-training institutions, as compared to only 17 universities in South Africa. Due to high number of technical colleges and colleges of education, most students who want to be educators opt for these institutions for their educator training. Thus, resulting in more educators who are in possession of education diplomas when compared to educators with educational degrees.

In its report the ANC (1992:14) indicated that except the high number of educator training colleges there are other factors that attract aspirant educators to these colleges. The ANC (1992:14) regards the following as contributing factors that attract young educators' colleges:

- ❑ the low admission requirements at colleges of education, as compared to admission requirements at universities;
- ❑ subsidies or bursaries awarded to educators that make teaching accessible to any student that needs any form of tertiary education; and
- ❑ the educator-training period is shorter when compared to that of other professions.

The above indicates a need for a strict recruitment and selection process, coupled with a long and difficult training period for aspirant educators. Loots and Theron (1998:9) states that the selection process will ensure that those educators selected by mistake to the profession are eliminated.

Prior to the establishment of SACE, the employer (education department) was the only institution that controlled admission to the profession. Various departments used different criteria to evaluate educators' qualifications for employment (i.e. admission to the profession) purpose (Mashile & Vakalisa, (1999:94).

In terms of the SACE Act (31 of 2000), the professional council for educators (i.e. SACE) has control over admission to the teaching profession. The Act (31 of 2000) requires that

educators must firstly be registered with SACE before they could be admitted to the profession.

It is clear from the above-discussion that teaching in South Africa does not, or only partially adheres to this criterion of a profession.

2.5.5 Professional autonomy

The extent to freely use or exercise one's own best judgement (i.e. professional autonomy) is one of the features or determinants of a profession. Hoy and Miskel (1991:143) indicate that professional practice is controlled by self-imposed standards, peer group surveillance and an internalised code of ethics. Professionals (i.e. professional practitioners) are expected to act in the best interest of their clients (Hoy & Miskel, 1991:144).

In order to work effectively and efficiently, according to Mosoge (1996:22), professionals needs an environment that allows for autonomy, independent thinking and self-regulation. Adeloytte (1990:9) states that professional autonomy is derived from the profession's ability to create within itself a form of control over its membership. Professional autonomy is may be used to differentiate or draw a line between occupation (par. 2.3.1.1) and profession (par. 2.3.1.3).

Through law, the government delegates the professional council with the actual control over the process and standards of the profession (Finn, 2001:8). The autonomy of a profession to arrange its own affairs does not confer a complete or absolute freedom on the profession, however the government still have constitutional obligation to oversee the activities of the council.

Teaching takes place within formal organisational structures (i.e. schools). Formal organisations are according to Basson, van der Westhuizen and Niemann (1999: 593-594) frameworks within which human activities are directed and co-ordinated. Theron (1996:38) and Van der Westhuizen (1999:71) state that formal organisational structures are characterised by a high degree of hierarchical and bureaucratic order of authority.

According to Badenhorst (cf. Loots and Theron, 1998:10), professional autonomy in teaching is hampered by a number of obstacles, of which the bureaucratic system in education is one of the stumbling blocks. The following are examples of bureaucratic systems that hamper educator autonomy:

- ❑ The existence of control bodies such as the Committee of Heads of Departments of Education and the South African Certification Board (Loots & Theron, 1998:10);

- ❑ the bureaucratic organisation of the school and the use of supervisory and administrative personnel that limit the decision-making autonomy of the educator (Gilbert ; quoted from Loots & Theron , 1998:10);

- ❑ the fact that policies are laid down by the education departments and management bodies of schools, infringes on the autonomy of the educator (Gilbert; cf. Loots & Theron, 1998:10) and

- ❑ educators are in the service of education departments that determine their working conditions, remuneration and working hours (Van der Walt; cf. Loots & Theron, 1998:10).

According to Shalem (1990:4), educators' professional autonomy (i.e. access control and evaluation of educators' qualifications) and the role of educators in education are still in the hands of the government (both provincial and national). The Committee for Higher Education (CHE), Department of Education and South African Qualifications Authority (SAQA) accredit programmes offered by educator training institutions.

According to Bengu (2003:iii), the higher Education Quality Committee (HEQC) is entrusted with the task of accrediting programmes offered by private institutions of higher learning. This arrangement is in contrast with the view of Bennett and Fox (1993:275) that programmes offered by educator training institutions have to be accredited by professional council.

Schools are also characterised by various bureaucratic features, including hierarchical structures with the principal at the apex of the pyramid (Bush, 1995:47). According to Wise (1992:314), teaching is denied professional autonomy as it is subjected to standardised curriculum, bureaucratic reporting system, hierarchical evaluation and standardised testing. Tomlinson (1995:65) states that the government control over teaching is derived from its fear of organised teaching, and eventually educators' professional autonomy.

According to Loots and Theron (1998:10), bureaucratisation of education or teaching should not be confused with the professional assistance offered by subject advisors and the school management teams. Steyn (1988:49-50) states that educators need supervision in aspects of leadership and educational management.

In line with the above discussion, it seems that the bureaucratic control of education has resulted in teaching not complying with this criterion of professions.

2.5.6 Professional code of conduct

A professional code of conduct is always used as a guide for making reasoned judgement. A code of conduct is aimed at directing the conduct of a professional person (e.g. educator) in

his or her practice. The code of conduct is an ethical code according to which the practitioner can be held liable for his or her professional conduct (Bondesio, 1983: 28).

During the apartheid era, there was no clear code of conduct for educators, since different Acts (based on unfair racial discrimination) were used to govern educators. Thus, any means used to control the conduct of educators was ambiguous - it could not be applied relentlessly and was not binding to all practitioners. The professional conduct of South African educators was based on an unwritten code of conduct and was subjected to individual judgement. According to (Loots & Theron, 1998:10) similar tendency existed in the education system of the United States of America (USA) between 1924 and 1966.

A written code of conduct has to be made known to practitioners and should be binding to all practitioners. According to Fenner (*in* Searle & Pera, 1994:104), professions adopt and promulgate code of conduct as a means of establishing standards of behaviour to protect the recipient of the service. The main focus of professional code of conduct is to emphasise personal responsibility and commitment towards the activities of the profession. Thus, maintaining order and a high standard of professional conduct amongst practitioners and protecting the reputation and credibility of the profession.

According to Bengu ((1997:9-10) the establishment of SACE is the brain-child of educators for educators. Since its inception, the SACE was given the challenge of drawing up a professional code of conduct for educators. The code of conduct for educators was finalised in 1996 and became binding to all educators in terms of the Educators' Employment Act (EEA) (SA, 1998).

In terms of the Constitution of SACE Act (31 of 2000) Article III (SA, 2000a), educators are majority members of the Council. Thus, the Councils' code of professional conduct for educators was drawn and designed by educators through their unions and association in the

Council. It is in this spirit that every stakeholder in education hopes that educators will embrace and accept the code of professional conduct for educators (Anon, 1997:10).

The professional code of conduct for educators was finally included in the SACE Act (SA, 2000a).

2.5.7 Social recognition

Greenwood (1966:13) states that every profession strives to persuade the community to sanction its authority within certain spheres by conferring upon the profession a series of powers and privileges. Therefore, an emerging profession must strive for public acknowledgement and recognition. According to Vaniscotte (1994:167) the public is critical and dissatisfied with educators' performance.

The importance of a particular practice in the eyes of the public is one of the most important criteria of the concept *profession*. The professional standing of a particular practice depends on the public perception of its importance. Darling-Hammond and Goodwin, (as quoted by Swanson, 1995:1) state that professionals have to undergo rigorous preparation and socialisation so that the public can have high levels of confidence that they will behave in knowledgeable and ethical ways.

A profession can only be acknowledged by the broader community and other acknowledged professions as the only profession capable of performing its particular task after the profession has improved its status by determining all kinds of standards and criteria (Loots & Theron, 1998:11). Without such acknowledgement by the public, an occupation cannot qualify to receive the status and recognition as a profession.

Teaching does not share the same esteem and recognition as other acknowledged professions (e.g. accounting and medicine). Thus, teaching is still regarded as a semi-profession with inferior status and lack of recognition by the broader public. According to Loots and Theron (1998: 11), this situation would prevail unless drastic steps were taken with regard to recruitment, service conditions and work satisfaction. Cohen (2005:4) points out that Manser in his research laments the fact that morale among educators has decreased over the last decade.

The above discussion indicates that teaching does not adhere to this criterion (i.e. social recognition) of a profession.

2.5.8 Remuneration

According to Beletz (1990:20), superior remuneration and personal security are prerequisites for the dignity, status and competence associated with professional rank (Beletz, 1990:20). Well-established professions enjoy financial and social advantage. Thus, the achievement of a credential is regarded as a ticket to a high income for some professions such as accounting, medicine and law.

One of the main objectives of SACE is to enhance the image and status of teaching in South Africa (par. 2.2.2.4). Status and professional recognition are usually associated with financial advantage and high income (par. 2.4.1.8). McGaghie (1993:234) states that professional status is always associated with prestige, power and money. Beletz (1990:20) suggests that when salaried, professional practitioners (e.g. educators) tend to lose the autonomy in relation to improving their income and working conditions.

Educators salaries are still far less than those of well established professions, despite the restructuring of educators' salaries in 1996 (SA, 1998). The Public Service Co-ordinating

61

Bargaining Council (i.e. PSCBC) was introduced as a means of negotiating salary increments for public servants (including educators). This move was seen as a lowering of the status and image of educators to that of ordinary public servants.

Although collective bargaining is regarded as unprofessional, it has been adopted to some degree by almost all salaried professions as a means of negotiating their remuneration (Beletz, 1990:20). In terms of Resolution no 7 of 1998 of the Public Service Co-ordinating Bargaining Council (PSCBC), the salary increments of all public servants are negotiated in the Council (ELRC, 2003). Thus, the annual increments are awarded to every practising educator at a particular rate per year.

The negotiations in the PSCBC exclude salary adjustments of professionals (e.g. medical doctors) based on their performance. The salary adjustments of educators in management position such as directors and chief directors are excluded from the agreement reached in the PSCBC (PSCBC, 1996).

From the above discussion it seems that teaching is yet to comply with this criterion of a profession.

2.5.9   Unique service

The secret behind each profession can be found in the manner in which the profession provides the services to its clients. Thus, the notion of unique service is associated with essential services performed by practitioners. Beletz (1990:17) says that expertise is the primary distinguishing factor between professions and non-professions.

The secret of the educator's status is embodied in the manner in which they teach learners to interpret the learning content. In order to do this, educators use specialised knowledge

(par. 2.4.1.1) and didactical skills gained at educator training institutions. In these spheres there is no other profession that could emulate teaching (Anon, 1983:3). Kramer (1992:24) states that the absence of a strong publicly stated knowledge base allows the misconception to continue that any smart person could teach.

The continuous employment of un- and/or under-qualified educators (par 2.5.1.1) is detrimental to the attainment of professional status and recognition. The appointment of un- or under qualified practitioners is prominent in teaching. Asmal (2001) asserts that a number of countries faced with the shortage of educators make use of un- and/or under-qualified educators, while they are waiting for the annual output of educator training institutions.

The above discussion indicates that teaching does not fully fulfil this criterion of a profession.

2.5.10 Concluding remarks

In accordance with the above discussion, it is evident that teaching does not or partially fulfils some of the criteria or determinants associated with well-established professions. Thus, teaching is still regarded and seen as a "semi-profession" (par. 2.3.1.3) in the process of attaining professional status (par. 2.3.1.5).

The establishment of a new council or renewal of the existing one denotes that an occupation or semi-profession is striving towards the status of profession (Joubert, 1991:1). Therefore, the establishment of a single non-racial professional council for educators was essential as a means awarding teaching the status of profession.

2.6 SUMMARY

This chapter mainly focused on the impact of the Constitution and other laws on educators and educator professionalism. Determinants associated with well-established professions (i.e. accounting, law and order) were discussed and the extent to which they measure up to different professions was outlined. Teaching in our country was tested against these criteria and it was established that teaching seems to lack most of the determinants associated with professions. Thus, teaching is still regarded as a "semi-profession" string to attain the status of profession.

The next chapter will focus on professional councils for educators around the world and their role in educator professionalisation. The role of SACE in educator professionalisation will also be discussed in the next chapter (i.e. Chapter 3).

CHAPTER 3

THE ROLE OF A PROFESSIONAL COUNCIL IN EDUCATOR PROFESSIONALISATION

3.1 INTRODUCTION

The previous chapter (Chapter 2) was mainly focusing on different laws that have an impact in education and determinants or features associated with well-established professions. Various authors and researchers have identified a number of determinants that a mainly found in professions (Table 2.1), but are not evident in occupations or semi-professions.

Due to the current social and technological developments in various parts of the world, the society is increasingly demanding accountable and responsible service providers or practitioners. According to Fischman (2001:413), teaching is not only facing harsh criticism from the society but it is regarded as the last hope in educational reform. Parents entrust the care of their children to adults (i.e. educators) in schools and expect that their children should be treated in a reasonable, professional and ethical way.

According to Dowson (2001:1), educators around the world are faced with the dilemma of being part of an "*occupation*" whose status is question. Thus, educators in different parts of the world are engaged in a process of educator professionalisation or attaining professional recognition or status.

This chapter focuses two areas namely; the role of professional councils for educators in educator professionalism and the role of SACE in educator professionalisation in South Africa.

3.2 PROFESSIONAL COUNCILS FOR EDUCATORS AROUND THE WORLD

Recommendations on the status on educators (i.e. World Teachers' Charter) originated in the first session of the United Nations Educational, Scientific and Cultural Organisation (UNESCO) General Conference in 1946 (Anon, 2003:11). According to the 1966's draft of UNESCO's recommendations on the status of educators (Anon, 2003:11), the objectives of the World Teachers' Charter is to:

□ ensure the material conditions of the educators;

□ raise educators moral condition; and

□ protect the freedom of teaching.

Statutory professional bodies or councils for educators are relatively rare internationally. The international body on education, Education International (EI), does not have a standing policy on the issue of a professional council for educators (SADTU, 1999:1). According to South African Democratic Union (SADTU) (1999:1), this concept seems limited to Commonwealth countries and is regarded as an Anglo-Saxon phenomenon.

Commonwealth countries comprise both developed (First World) and developing (Third World) countries. Developed countries according to Todaro (1989:626) are countries of Western Europe, North America, Australia, New Zealand and Japan and developing countries are countries of Africa, Asia, the Middle East and Latin-America.

Irrespective of whether the country is developed or is developing, professions serves as elite cadre of power and influence (Beletz, 19990:16). Due to the social and cultural diversity of various countries (i.e. developed and developing), educator's professionalisation largely depends on the social standing of each country.

Educators' councils in developed countries will be discussed in the next section.

66

3.2.1 Educators' councils in developed countries

There are a number of professional councils for educators in developed countries around the world. Councils in Scotland (i.e. General Teachers' Council) and Canadian province of Ontario (Ontario College of Teachers) are used as examples of educators' council in developing countries.

3.2.1.1 Scotland

In Scotland, the General Teaching Council (GTC) is a statutory body established in terms of the Teaching Council Act of 1965 (GTC, 1999). The GTC does not receive any financial support from the government, but receive its entire funding from the annual membership and registration fees of members (GTC, 1999). Thus, the Council is totally independent and does not subscribe to the government or any political party in Scotland.

The main function of the GTC is to ensure that all educators in Scotland are registered with the Council and only registered practitioners are employed in the country's schools (SADTU, 1999:1). The GTC has a responsibility for maintaining and enhancing the quality of teaching in Scotland and performs amongst others the following activities:

❑ *Maintaining a register of educators*

Through educational law (Teaching Council Act of 1965), the GTC has the power to register educators before they can be employed as educators at public schools in Scotland. The Council is also empowered to determine the criteria for registration of educators. Independent educators and further education teaching staff are excluded from the registration process, although some institutions prefer to employ registered educators (GTC, 1999).

67

❑ *Overseeing the standards of entry to the profession*

The Council has the right to be informed of the education and training of educators at institutions of higher learning. One of the main tasks of the Council is to determine the standards of entry to the profession as a way of controlling entry to the profession. The Council is also entitled to advise or make recommendations to the relevant minister on matters that affect educator training and the supply of educators (GTC, 1999).

❑ *Accrediting and reviewing courses of initial educator education*

The GTC is responsible for determining educators' qualifications and accrediting qualifications for admission to the profession. Educators' qualifications are evaluated and accredited periodically to ensure that they still satisfy the needs of the community they serve. Educators are expected to improve their qualifications or attend in-service training on a regular basis, or their registration would be cancelled or suspended (GTC, 1999).

❑ *Supporting educators*

Beginner-educators are awarded provisional registration and are required to undertake two years of probationary service that would be followed by full registration. The Probation Committee provides beginner-educators with mentoring support and oversees the management of the probation service (GTC, 1999).

❑ *Exercising disciplinary powers*

The Council has the power to remove educators' names from the register of practising educators if found guilty of gross professional misconduct. When exercising its power, the Council regards the welfare of learners and the public's confidence in the profession as their primary consideration (GTC, 1999).

Members of the occupational group or practising educators predominantly control the GTC. The GTC consists of forty-nine members that are elected or appointed to the Council. Thirty members of the Council are registered educators elected by educators, eleven each

68

from primary and secondary schools, five from educator education institutions, and three from the recognised further education sector (GTC, 1999). Scottish universities and other institutions of education nominate fifteen members, and Scotland's First Minister nominates four members to serve in the Council (GTC, 1999). Thus, educators in the GTC are in a clear majority and their contribution can shape the activities of the Council.

According to the above discussion, it seems that the main objective of the GTC in Scotland is to ensure the Scottish public a high quality of service by individual members (i.e. educators). The arrangement and objectives of the GTC fulfil most of the criteria of a profession.

The GTC in Scotland has played an influential role in the establishment of an educators' professional council in other parts of the world. The establishment of Ontario College of Teachers (OCT) was influenced by the role of GTC of Scotland in educator professionalisation.

3.2.1.2 Canada

In Canada education is characterised by decentralised control, with each of the ten provinces setting its own standards for educator certification (Wideen & Holborn, 1990:11). Steyn (1995:512) states that Canadian educational laws and its implementation remain the responsibility of the respective provincial governments. Ontario province is one of the provinces in Canada that has established a professional council for educators (i.e. Ontario College of Teachers).

According to SADTU (1999:4) the establishment of professional council for educators in Ontario was strongly recommended by the educators unions after visiting the GTC of Scotland. The Ontario Secondary Schools Teachers' Forum (OSSTF) which is the largest educators union in Ontario, opposed the establishment of the OCT (SADTU, 1999:4)

69

The Ontario College of Teachers' (OCT) was established as a statutory council in terms of the Ontario College of Teachers Act of 1996 (OCT, 1999). The Act allows the OCT to have more power in regulating matters that affect teaching practice and educator training.

In terms of the Ontario College of Teachers Act of 1996 (OCT, 1999), the Council has the following objectives at the centre of its establishment, supervised by various committees:

❑ *To regulate teaching and to govern its members*

As a statutory body, the OCT is entitled to keep a register of practising educators and to ensure that the services provided are in accordance with agreed standards. The Council also has the right to review and decide appeals from applicants that were denied membership, through the registration committee (OCT, 1999).

❑ *To develop, establish and maintain qualifications for members of the council*

The Accreditation Committee has the power to review and accredit educators' education programmes at Ontario's eleven faculties of education, as well as educators' qualifications (OCT, 1999). In this manner the Council ensures that educator training certifies the standards laid down by the Council and that only qualified educators are entitled to registration and finally to practise in Ontario.

❑ *To provide for the ongoing professional development of its members*

The OCT strongly advocates ongoing professional development led by the Council through its professional Development Committee (OCT, 1999). This idea was strongly opposed by the Ontario educators' unions (SADTU, 1999:5), as they feared that it was an attempt by the government and the OCT to weaken the union.

❑ *To establish and enforce professional standards*

Acceptable behaviour and the highest standard of practice by member of any profession is the cornerstone of every profession. The Standard of Practice and Education Committee works with educators and the public to ensure that educators are responsible when performing their duties and behave in an ethical way (OCT, 1999). The Disciplinary Committee conducts hearings into allegations of misconduct and incompetence by members (OCT, 1999).

The OCT consists of 31 councillors whose term of office is three years. Registered members of the Council elect 17 members and the government appoints 14 other members to serve on the Council (OCT, 1999). The Ontario's largest union OSSFT was strongly opposed to the composition and establishment of the OCT. The union believed that the practising elected educators were not in a clear majority (SADTU, 1999:5). The other four educators' unions accepted the terms and conditions of the OCT and became part of its establishment.

In accordance with the previous discussions (paragraph 2.3.1.3 & 2.4.1.3), practising members of the profession form the majority of members in the Council. The OCT, as a professional body for educators in Ontario, adheres to most of the criteria associated with a well-established profession.

The successful establishment of professional councils in Scotland (par. 3.2.1.1) and Canada (par. 3.2.1.2) may be used as examples in other parts of the world to foster educator professionalism. These examples may also be used by developing countries where teaching is still regarded as a low-status occupation.

Educator professionalisation in developing countries will be discussed in the next section.

3.2.2 Educators' councils in developing countries

Educator professionalisation is a relatively new concept in developing countries, while educators' professional councils are very rare in these countries. In this study, India and South Africa are used as examples of developing countries that have established professional councils for educators.

3.2.2.1 India

The National Council for Teacher Education (NCTE) was established in terms of Act 73 of 1993 (India, 1993). The main aim of the Council was to achieve planned and co-ordinated development in educator education in India (excluding the states of Jammu and Kashir). According to Riana (2002:247) the regulation and proper maintenance of norms and standards in the educator education system were also part of this law.

In terms of Act 73 of 1993 (India, 1993), the functions and duties of the NCTE are amongst others:

❑ *To determine the minimum qualifications for registration*

The Council is empowered to set the minimum criteria for registration, thus ensuring that all educators are in possession of a recognised registration certificate and teaching qualifications.

❑ *To co-ordinate and regulate educator education programmes*

The Council has to ensure that every institution and educator training programme adheres to certain basic standards of professionalism. Raina (2002:248) states that the NCTE has succeeded in monitoring educator education programmes through correspondence courses.

❑ *To provide academic support to educators*

The Council has to ensure that educators acquire pedagogical skills and competencies at the pre-service stage and receive renewed skills at regular intervals.

❑ *To promote and conduct innovation and research in various areas of educator education*

The Council encourages educators to take active part in research and develop the means of achieving good results in their practice.

In terms of section 4 of Act 73 regarding the NCTE (India, 1993), the council consists of 42 members, of which three are primary and secondary school educators. The majority of members of the NCTE (i.e. 39 members) are not practicing educators. Therefore, Indian educators are minority members in the NCTE.

The fact that educators do not have a clear majority in the NCTE composition creates doubts about the validity of the body (i.e. NCTE) as a true professional council for educators in India. Its composition suggests that decisions of the council are made on behalf of educators. This arrangement is in contrast with some of the criteria of a profession, such as professional authority (par. 2.3.1.3) and professional autonomy (2.3.1.5) for Indian educators.

The establishment of professional council for educators in South Africa will be discussed next.

3.2.2.2 South Africa

Educational provision in South Africa has been characterised by unfair racial, cultural and religious discrimination for a number of years. This has led to the establishment of separate

educators' professional councils, based on the race and culture of South African educators. In the following paragraphs various professional councils established in South Africa will be discussed.

3.2.2.2.1 The South African Teachers' Council

The South African Teachers' Council (SATC) was established as a juristic person in terms of Act 116 of 1976 (SA, 1976) and came into effect on 1st of January 1977. According to Oosthuizen (1998:171), a juristic person is an executive organ that functions within the law as a legal person. The Council was not awarded statutory powers as required by professional councils (par. 2.4.1.5).

In terms of article (15) 1(d) of Act 116 of 1976 (SA, 1976), the functions of SATC are:

❑ *Administrative matters*

The council was given power to issue registration certificate and to compile a register of practitioners. In terms of this Act (SA, 1976) educators were expected to register with the SATC before they could practise at any school under the jurisdictions of Department of education and Culture (House of Assembly).

❑ *Legislative administration*

The law gave the council the power to establish a code of conduct for educators and to determine the standard of practice in white schools.

❑ *Quasi-judicial matters*

The council was given powers to conduct investigations during alleged misconduct and to remove the name of any educator found guilty of misconduct.

Twenty-six (26) members from recognised educators associations' and four members nominated by provincial administrators constituted the council, while the Minister (House of Assembly) appointed one person. Educators from various associations with different ideologies dominated the composition of the council.

The SATC council lacked representation in relation to the demographics of the country, because educators from other racial groups (Africans, Coloureds and Indians) were not represented in the council.

3.2.2.2 Teachers' Federal Council

Oosthuizen (1990:76) suggests that lack of representation in the SATC and another council, the Teachers' Federal Council (TFC) (optional federation of educators' associations), led to the unification process of the two educators' councils.

According to Oosthuizen (1990:77), the TFC was a governing council of associations of educators, and it was not awarded statutory powers. The council was not independent from its member associations and therefore only dealt with cases referred to the council by member associations.

The aims and policy of the TFC were entrenched in the Constitution of the Republic of South Africa, Act 200 of 1983 (SA, 1983). Bondesio, Beckmann, Oosthuizen, Prinsloo and van Wyk (1989:151) states that the objectives of the TFC were to uphold and promote public respect for education and the teaching profession for white educators.

As a professional council, the TFC had a direct interest in the following:

□ *Admission and registration of educators*
The council was empowered to register white educators and to oversee their employment.

❏ *Qualifications and training of educators*

The council was given the power to determine the qualifications suitable for employment as educator and to oversee the training of white educators by educator training institutions.

❏ *Educational interest of the broader community*

The council was given the powers to advise the Minister on matters related to education, such as the curriculum for educators training and the supply of educators.

❏ *Interests and conduct of members*

The council was also involved in bargaining for better working conditions and remuneration for its members. The council developed a code of conduct for its members and to take disciplinary action in case of misconduct.

The TFC comprised of 46 members, representing all stakeholders in (white) education (Anon, 1988:33). The TFC also lacked representation, as not all members of the South African teaching community were represented in the council. According to Bengu (1997:9), white educators regarded registration with the TFC as an enforced membership with a racist council, but had no other option but to register with the council.

The establishment of a single national Department of Education after the 1994 elections brought about changes in educational law (par. 2.2.2.2) and policy document (par.2.2.2.1). The Teachers' Federal Council was finally dissolved by the National Minister of Education and was to be replaced by a non-racial professional council for educators, South African Council of Educators (SACE).

The next section will mainly focus on the new professional council for educators (i.e. SACE).

3.2.2.2.3   South African Council for Educators'

South African Council for Educators' (SACE) was established on 17 October 1994 after a series of deliberations and recommendations from the Education Labour Relations Council (ELRC). In essence, SACE is a product of collective agreement or resolution between the employer (i.e. Department of Education (DoE)) and the organised educators' organisations in the bargaining chamber (ELRC).

SACE was officially founded by the then Minister of National Education in October 1998 in terms of Chapter 6 of the Employment of Educators Act (EEA) (SA, 1998) (SA, 1998). Chapter 6 of this Act defines the powers and functions of SACE, regulates the funding of SACE and gives the Minister of Education powers to determine the composition of the Council. The Council came to effect on the 1st of April 1999 (SA, 1998).

According to Bengu (1997:10), the agreement to establish professional council for educators was taken by the ELRC. The main task of the ELRC is to deal with labour issues in education and not professional matters (Mothata, 1998:104). The ELRC is a registered bargaining council for educators, aimed at maintaining and promoting labour peace in education.

Parties in the ELRC viewed the establishment of SACE through the Employment of Educators Act (SA, 1998) as a temporary measure pending the adoption by the Legislature (i.e. Parliament) of an Act solely aimed at the establishment of SACE as a statutory body (Anon, 1999:2). Finally, the Legislature found it necessary to establish SACE through an Act of Parliament, based on the following factors:

- ❑ The Council cannot continue its existence on the basis of collective agreement (i.e. resolution of the ELRC); and
- ❑ the powers and functions of the Council were possibly wider than matters of mutual interest between an employer and educator (i.e. EEA) (NAPTOSA, 2000:1)·

Therefore, as a professional body or council for educators, SACE cannot be established in terms of an agreement reached through collective bargaining. Mothata (1998:104) argues that collective bargaining is the competency of organised teaching (i.e. associations and unions) and not that of the professional council.

Chapter 6 of the Act (SA, 1998) was finally repealed and replaced by the South African Council for Educators' Act, 31 of 2000 (SA, 2000a). Statutes in the form of SACE Act, 31 of 2000 (SA, 2000a) finally established SACE as a statutory body for the teaching profession (par. 2.2.2.4).

The discussion above outlined how educators around the world are engaged in the process of attaining professional recognition and status. South Africa is not an exception in this process, as educators are involved in the process of professionalisation.

3.2.3 Concluding remarks

Professional councils for educators are mushrooming in various parts of the world. These councils are established as a means of according teaching professional status or recognition similar to that accorded to well established professions (par. 2.3.1.5). According to Searle and Pera (1990:9) the establishment of a professional body or council cannot be overlooked in the process of professionalisation. The discussion above indicates that professional councils have got specific activities that they must carry out in order to promote educator professionalism. In may also be said that SACE, as a professional council, incorporates similar activities with its counterparts. Therefore, the role of a professional council with statutory powers cannot be disputed in the process of professionalisation.

The next section will focus on the establishment of SACE and its role in educator professionalism.

3.3 THE ROLE OF SACE IN PROMOTING EDUCATOR PROFESSIONALISATION

The law is aimed at facilitating, developing and protecting the integrity of the practice (i.e. profession). Statutory bodies are expected to fulfil certain functions or duties awarded to the body through law (Baxter, 1991:351). In terms of SACE Act (SA, 2000a), the Council has the following objectives in promoting educator professionalism:

❑ to provide for the registration of educators;

❑ to promote the professional development of educators; and

❑ to set, maintain and protect ethical and professional standards for educators.

The above-mentioned objectives/ roles of SACE mainly focus on three determinants of a profession, *registration of educators*, *professional development*, and *professional code of conduct* (par. 1.2) from the identified determinants of professions (par. 2.4.1). These objectives can only serve as the starting point for educator professionalisation.

According to Searle and Pera (1994:24-25), the objectives of a professional council must be clearly defined. This implies that the objectives of a professional council (e.g. SACE) need to be more extensive than those listed in other educational law or policy documents. Wiechers (1985:257) describes the objectives of the law as the matter that is served by the consequences or results of the law itself.

The next paragraphs will be based on the objectives of SACE as a means of attaining educator professionalisation in this country.

3.3.1 Registration of educators

Statutory professional councils have the responsibility to compile a register of practitioners or registered members of the profession. Wise (1992:304) agrees with the registration of practitioners and says "it serves as a means used to evaluate the competence of new practitioners before allowing them to be members of the profession". Registration with or participation in an educators' professional council is relatively new to most of South African educators (par. 3.2.2.1 & 3.2.2.2), especially those from previously disadvantaged communities.

According to Searle and Pera (1994:28), registration with a professional council implies three things to educators that are of vital importance to the public, namely:

- ❑ proof of completion of an approved programme of education and training within the boundaries of a particular level (e.g. primary or secondary education);
- ❑ proof of the minimum level of knowledge and skills to perform the prescribed tasks; and
- ❑ proof that the educator would be subjected to the Council's code of professional conduct.

3.3.1.1 Minimum requirements for registration

Tomlinson (1995:62-65) states that one of the most important roles of a professional council for educators (i.e. SACE) is to set the minimum requirement for registration. The minimum requirement for registration serves as the standard to which all practitioners have to comply with.

In terms of the EEA (SA, 1998), the minimum requirement to teach in South Africa is REQV 13 or M + 3 (par. 2.5.1.1). Educators with less than the required qualifications are considered to be either un- and/or under qualified to teach. Since its inception, SACE has

been using the employers' (i.e. DoE) minimum requirement to practice as the means for registration.

According to Fiddler (1994:7), a degree or equivalent qualification is an acceptable requirement for registration with any professional council. Norms and Standards for Educators (SA, 2000b) indicated that SACE is aiming at introducing REQV 14 or M + 4 as the minimum requirement for registration with the council.

According to Table 2.3, a number of educators are not in possession of the minimum requirement for employment and registration with SACE. Thus, educators without the minimum requirements for registration (i.e. qualifications less than REQV 13 or M + 3) are not eligible to register with the Council. According to SADTU (1999:8), most of un- and/or under-qualified educators are the creation of the past regime that employed educators without qualifications.

Educators' representatives in the Education Labour Relation Council (ELRC) insisted that all practising educators be afforded the opportunity to register with the Council, irrespective of whether they meet the registration requirement or not. A moratorium to register all practising educators was reached in the ELRC and included in the SACE Act (SA, 2000a). In terms of section 22(4) of this Act (SA, 2000a), un- or under-qualified educators must be afforded the opportunity to register provisionally with the Council, where the Council is of the opinion that these educators would satisfy the requirements for registration within a reasonable time.

According to Ngobeni (2001a:8), a registration certificate and an acknowledgement letter serving as proof of registration or provisional registration is issued once an application has been processed. Therefore, the Council applies two types of registration, namely:

□ Full registration for qualified educators; and

□ provisional registration for un- or under-qualified educators,

Thus, practicing and provisionally registered educators are required to produce registration certificate as proof of registration before they can practice in any type of school, not all registered educators are in possession of proof of registration.

The two types of registrations will be discussed in the next subparagraphs.

❑ **Full registration**

In terms of the Government Gazette as proclaimed by the Minister, the deadline for registration of educators with SACE was 31 March 2000 (SA, 2000c). A further grace period of three months was afforded to educators that made 30 June 2000 the official deadline for registration. The SACE Act (SA, 2000a) further extended the scope of the Council. SACE Act (31 of 2000) (SA, 2000a), made it compulsory for educators of public institutions, recognised independent or private institutions, Further Education and Training (FET) and Adult Basic Education and Training (ABET) to register with the Council (Ngobeni, 2001b: 10). Therefore, it is a possibility that the registration process has yet to covered all educators.

In 2001, almost 400 000 educators were registered with the Council (Abrahams, 2001:1). According to SACE Annual Report 2002/3 (2003:17), about 40 000 educators are practising unlawfully (i.e. without registration certificate) in South Africa. Ngobeni (2001a: 8 & 2001b: 10) agrees that most newly qualified educators are not aware that proof of registration with the Council (i.e. SACE) is an added requirement for appointment as an educator. Thus, most newly qualified or practising educators only become aware of the requirement when they apply for a teaching post and/or promotional post.

The total registration of members is currently at approximately 464 959 of which about 18 000 are provisionally registered educators (SACE, 2005a: 4). A total of 156 applications

for registration were rejected by SACE. According to Ngobeni (2000a:8), most of the rejected applications were foreign qualifications that did not meet the SAQA requirements.

□ **Provisional registration**

The SACE Act (SA, 2000a) empowers the Council to register certain groups of educators provisionally. Provisional registration is meant for practising educators that are un- or under qualified and final-year students at educator training institutions. In order to afford every educator an opportunity to register, the council has developed and made facilities available for final-year student-educators to obtain provisional registration (Ngobeni, 2001a:8).

3.3.1.2 Register of practitioners

In terms of section 5a (iii) of the SACE Act (SA, 2000a), the Council is expected to keep or maintain a register of all registered practitioners. Searle and Pera (1994:28) state that the register of members provides a legal record of practitioners that are legally entitled to practise. The register of registered practitioners is a valuable document and must be protected by all means, as stressed by Searle and Pera (1994:28).

Section 5a (iv) of SACE Act (SA, 2000a) state that the Council must determine the form and contents of the register and certificate to be kept. Certificate of registration or provisional registration is an essential document for the employ practitioners (i.e. educators). Evidence of registration itself is a valuable and marketable instrument as the Council endorses the certificate.

Section 21(2) of the SACE Act (SA, 2000a) states that "no person may be employed as an educator by any employer unless the person is registered with the Council". Therefore, it is illegal to practise or employ an unregistered educator, but some of registered educators are still not in possession of their registration certificates.

According to Ngobeni (2001a:8), due to technical problems a number of registration certificates were returned to the Council. The most common problems were where the educator has moved to another location or the wrong address was provided. Therefore, the Council acknowledges that a number of registered educators are not in possession of registration certificate (Ngobeni, 2001a:8). According to SACE annual report of 2004/5 (2005a: 11), registration numbers are printed on educators' salary advice slips and these numbers can be used as proof of registration with the Council.

3.3.1.3 Registration period

In terms of section 5a (v) of the SACE Act (SA, 2000a), the Council is required to determine the period of validity of the registration or provisional registration. SACE Act (SA, 2000a) does not prescribe or mention the minimum period of registration and renewal of registration by educators.

Well-established professions such as accounting and medicine require periodical registration of members. Registration period differs from one to five years according to the requirements of each profession. Mashile and Vakalisa (1990:94) suggest that the Council must introduce a compulsory renewal of registration after at least every five years.

3.3.2 Professional development

The main focus of professional development is to ensure the public and clients that the practitioners (e.g. educators) are competent in their practice. Professional development can also be used as a means of broadening practitioners' knowledge base about their practice (par. 2.3.1.2). Bennett and Fox (1993:274) correctly state that practitioners may participate voluntarily or could be mandated to participate in professional development activities.

In terms of SACE Act (31 of 2000), SACE is expected to research, develop and maintain a professional development policy for its members. According to Mokgalane (2001b: 3), the professional development policy framework will provide the Council (i.e. SACE) with guidelines for professional matters.

3.3.2.1 Professional development projects

In its December 2000 conference held in Bloemfontein, the Council resolved to establish a professional development strategy. Mokgalane (2001a: 6-7 & 2001b: 3) states that two professional development projects identified were:

❑ Ethics and Values in Education (EVE); and

❑ Ethical and Legal Training (ELT).

- **Ethics and Values in Education Project**

The Ethics and Values in Education project (EVE) were approved by SACE in June 2000. SACE and the University of Natal's Unilever Ethics Centre for Comparative and Applied Ethics jointly administrate the EVE project. Mokgalane (2001a: 6) states that the aim of the project is to produce a handbook on ethics and values in education.

According to Mokgalane (2001a: 6) EVE project will proceed in four phases, which are:

❑ material development, workshops and the development of a professional handbook for educators;

❑ developing various modules on ethics and values in education;

❑ producing learners' support material for Grades 8-12 in human and social studies, and life skills; and

❑ handbook on ethics and organisational development.

The four phases of EVE will be reviewed on an annual basis. According to Mokgalalane (2001a: 6), the ethics handbook for educators was produced and distributed for comments in 2000. Workshops were held to test the handbook and to provide feedback for revision and final production, which was April 2002.

- **Ethical and Legal Training Project**

The Ethical and Legal Training project (ELT) is an ethics awareness programme run in conjunction with the University of Pretoria's Centre for Occupational Ethics. The ELT's main focus is to design structure and develop a training manual for workshops to cultivate both ethical and legal awareness amongst educators (Mokgalane, 2001a: 7).

According to Mokgalane (2001b: 3), the ELT has already produced a manual for educator training and development. Workshops were arranged for four provinces (KwaZulu-Natal, the Eastern Cape, Gauteng and Mpumalanga) in 2001. In each province a total of 200 educators received training in ELT (Mokgalane, 2001b: 3).

Due financial constrains the Council has been unable to determine the current standing of educators or information pertaining to the developmental needs of educators (SA, 2005a: 7). SACE report (2005a: 7) also revealed that the Council has been unable to assert itself regarding the professional development of educators. According to the report (SACE, 2005a: 7), the Council has failed to undertake research projects, evaluate developmental programmes and to advice the Minister on matters pertaining to the profession.

3.3.2.2 Publicity and communication

In order to ensure the realisation of SACE's mission a Public and Communication Officer was appointed at the beginning of 2000. The main task of the officer is to implement effective and sustainable communication strategy (SACE, 2003:12). This strategy will be used to ensure that educators and other stakeholders are kept abreast with the developments within the Council.

According to Mokgalane (2001b: 4), publication and communication will also be in a form of various publications and outreach programmes by the council. The publication will focus on enhancing the image of the teaching, than publicising only negative aspects about educator as it is done in public and printing media.

In terms of section 5 (vi) of SACE Act (31 of 2000) (SA, 2000a), the Council may compile, print and distribute a professional journal and other publications. Publications such as annual and biannual has been published by the council since 2000. The Council's annual, biennial reports and handbook on values in education are sent directly to schools by the publication and communication office (SACE, 2003:12).

The council is also involved in out-reach programmes to ensure that every stakeholder in education knows and participate fully in the activities of the council. The Council's outreach programme involves workshops, seminars and forums used to inform educators about the role and activities of the Council (Mokgalane, 2001b: 4). Since its inception SACE has been involved in a number of out-reach programmes and workshops to inform the broader community about its activities.

According to SACE annual report – 2002/3 (2003:12) the following activities have been carried out:

- Educators' Day celebrations;
- Annual Pretoria International Show; and
- Education Convention.

The main task of the public and communication office is to keep educators informed about the activities and work of the council. In its 2004/5 annual report the Council declared that it was not able to reach out to educators to inform them about the latest developments and

opportunities in the profession (SACE, 2005a: 7). Thus, this suggests that SACE was unable to fulfil part of its task or objective as professional body for educators.

The next paragraph will focus on one of the main task of the council, the code of conduct for educators.

3.3.3 Code of conduct

In terms of SACE Act (SA, 2000a), it is the responsibility of the Council (i.e. SACE) to maintain and protect ethical and professional standards of teaching. Kikine (2001:11) agrees that it is the duty of SACE to maintain and uphold the standards and image of teaching in South Africa.

SACE code of professional conduct was adopted in 1996, and was seen a big achievement by the councils' CEO (Anon, 1998:6). The code of conduct was distributed to various schools and published in various newspapers. Makhado (1997:2) states that SACE code of conduct should not be seen as the key body for disciplining educators, but rather as a forum for professional development.

In terms of this Act (31 of 2000) (SA, 2000a), all practising educators are required to register with the SACE before they could practise. Registration with SACE subjects all registered educators to the Council's professional code of practice. According to Ngobeni (2001b: 10), the professional code of conduct is enshrined in the SACE registration certificate.

The 2004/5 annual report of the Councils' (SACE, 2005:15) states that SACE Handbook on the Code of Professional Ethics was sent to most of public schools in South Africa. The Council also worked with regional SABC radio stations to popularise projects and the code of professional conduct by means of radio interviews, phone-in programmes and

educational slots on radio shows. Good relationship was also established between the SACE and the Department of Education in order to publicise SACE professional development project and code of conduct at regional and district levels (SACE, 2005a: 17).

According to SACE Annual Report – 2002/3 (2003:13), the role of SACE is to oversee the adherence of the entire teaching profession (i.e. educators) to the code of professional conduct for educators. Brijraj (2001: 9) states that the code of conduct was circulated to create awareness or promote the code amongst educators.

The primary role of the Council's Ethics (code of conduct) Committee is to determine whether a particular complaint is a breach of the professional standards for educators or a breach of the code of conduct (SACE, 2003:13). In terms of the SACE Act (SA, 2000a), the Council may use different forms of penalties or sanctions against an educator found guilty of misconduct or breaching the Councils' code of conduct. In terms of section 5(c) (iii) of the SACE Act (SA, 2000a) the Council may:

- caution or reprimand;
- impose a fine not exceeding one month's salary; or
- remove from the register for specific period or indefinitely; or subject to specific conditions, the name of an educator found guilty of a breach of the code of professional conduct; and
- may suspend a sanction for a period and on conditions determined by the Council.

From 1999 to mid-2005, the Council has received a number of complaints against educators. Since its inception in 1999, the delay in the proclamation of relevant law in a form of SACE Act (SA, 2000a) had a negative impact on the finalisation of disciplinary measures against educators. In terms of SACE Act (SA, 2000a), an educator may be found guilty if he/she breaches the Councils' professional code of conduct. Therefore, the behaviour of professional practitioners is directed by the code of conduct (par. 2.4.1.6 &

2.5.6). The following table summarises the status of complaints received by the Council as from 1999 to mid-2005:

Table 3.1: Types of cases SACE has dealt or is dealing with

Year	Verbal abuse / Victimisation	Sexual misconduct	Fraud / Theft	Assault	Unprofessional Conduct	Racism	Corporal punishment	Total
1999*	19	2	1	5	2	-	-	29
2000*	19	6	1	5	5	1	1	38
2001*	25	12	3	10	21	4	3	78
2002*	27	72	12	32	17	3	8	171
2003**	-	17	6	2	12	-	2	39
2004**	-	8	4	5	14	2	2	35
2005**	-	18	3	10	-	3	3	37

Sources: * SACE (2003:15-16)

        ** SACE (2005b)

According to SACE report (2003:13), the recent researches done by the Medical Research Council, Human Rights Watch and the National Council of Provinces revealed that the nature and extent of sexual abuse in our schools is alarming. Various SACE annual reports (2003:15; 2004:7 & 2005a: 6) confirm this by stating that the majority of cases that the Council received were sexual abuse related misconduct.

The highest number of sexual misconduct reported to the Council was in 2002, were 72 cases of sexual abuse were reported (SACE, 2003:16). The Council conducted 16 disciplinary hearings resulting in 14 educators being removed from the register of practitioners. The majority of cases that resulted in the striking-off of educators were

sexual abuses (SACE, 2004:7). According to SACE report of 2004/5 (2005a: 6), two educators were removed from the register of educators after disciplinary enquiry.

In terms of SACE Act (SA, 2000a), the Council can only investigate cases that took place from the 1ˢᵗ of April 1999, which is the official effective date of the Council. The majority of educators were not afforded an opportunity to be members of professional council for educators prior to April 1999 (par. 3.2.2.2.1 & 3.2.2.2.2). Once educators were afforded the opportunity to register complaints with Council all forms of complains were forwarded to the Council.

Offences reported to SACE include assault, corporal punishment, fraudulent qualifications, substance abuse and unprofessional conduct (SACE, 2003:16-17; SACE, 2004: 7 & SACE, 2005a: 6). An educator was suspended for 5 years and referred to rehabilitation for a year, and upon an appeal the educator was re-registered and fined R 6 000.00 (SACE, 2005a: 7). According to SACE (2004:7), the Council is using "re-employment" hearing to rule on the suitability of formally dismissed educators to continue or return to teaching. The Council has completed 30 and 10 re-employment interviews for the period 2003/4 and 2004/5 respectively (SACE, 2004:7 & SACE, 2005a: 6).

A number of cases of misconduct are still pending, as there is no clear violation of the professional code of ethics for educators. Some cases take a long time before they could be heard or dealt with by SACE. For example, Dhlamini (2003:10) states that the Council took two years to finalise a 12-year-old boy's assault case. The delay in handling cases of misconduct against educators is detrimental to the image of the Council.

Kikine (2001:11) states that the Ethics Department is building its capacity to develop alternative dispute resolution mechanisms to assist schools to resolve complaints and develop alternative disciplinary procedures. Therefore, cases of misconduct against educators will receive speedy attention than in the past.

3.3.4 Concluding remarks

The above discussion outlined the main objectives of SACE in line with the provisions of SACE Act (31 of 2000a). The discussion revealed that the Council has facilitated different forms of registration, professional development programmes and conducted hearings against educators charged with breaching the code of professional ethics for educators. The majority of cases referred to the Council are sexual misconduct against educators and a number of educators were removed from the register of educators. In may be concluded that SACE has fairly done its duty in educator professionalisation.

3.4 SUMMARY

The chapter mainly focussed on various professional bodies or councils for educators around the world and in South Africa. Professional councils in developed and developing countries were discussed. The role and objectives of SACE as a professional council for educators were also discussed to establish the Councils' strategies in promoting educator professionalism.

This chapter concludes the literature study and opens the way for the empirical research of this study. The next chapter will to determine empirically suitable criteria for educator professionalism and the role of SACE in educator professionalisation.

CHAPTER 4

AN EMPIRICAL STUDY

4.1   INTRODUCTION

The normative (i.e. theory) and the descriptive (i.e. practical) approaches were used in the previous two chapters to determine the criteria for professionalism. These approaches were used to determine the determinants associated with professions and the role of a professional council in promoting educator professionalism. These aspects of the research were performed through a literature study.

This chapter is devoted to a description of the empirical research resulting from the literature study. This entails presenting what ought to be and what actually is, presented in order to arrive at a complete and balanced view of educator professionalism and the role of a professional council (i.e. SACE) in educator professionalisation.

In this chapter, the empirical aspects on the role of a professional council (i.e. SACE) in educator professionalisation in South Africa will be dealt with.

4.2   RESEARCH DESIGN

There are a number of measuring instruments that researchers can make use of in their research. The type of measuring instrument to be used is usually dictated by the problem at hand. According to Cohen and Manion (1989:109), a questionnaire is still the best method to gather information in educational research, as data can be easily collected from respondents.

A closed questionnaire was used to:

❑ determine biographic and demographic details of educators, especially concerning their membership of a professional council.

❑ investigate suitable criteria for professionalisation and extent to which educators practice professionalism; and

❑ determine the extent to which SACE has performed its duties with regard to educator professionalisation.

4.2.1 Questionnaire as measuring instrument

A questionnaire is a document completed by the respondent (i.e. educator) in his own time or completed by him/her under the supervision of the researcher (Gall, Borg & Gall 1996:291). A questionnaire is, according to Neuman (1997:331), an appropriate research method to collect information directly from respondents.

Two types of questionnaires are found, viz., the open questionnaire and the closed questionnaire. The open-form questionnaire permits respondents to answer freely and fully in their own words and according to their frame of reference. The closed-form questionnaire consists of a prepared list of questions and a choice of possible answers, thus restricting the answers that may be given by a respondent (Van Dalen, 1979:155).

In this study, the researcher made use of a closed questionnaire. A closed questionnaire, according to McMillan and Schumacher (2001:11), can be effective when factual information is desired and is advantageous when working with a large group of respondents. Thus, a close questionnaire was found to be suitable for answering the aims of this research.

4.2.2 Advantages of the questionnaire

A questionnaire has the following advantages (Ary, Jacobs & Razavieh, 1990:421; Cohen & Manion, 1989:109-111; Van der Westhuizen, 1994:56):

- ❑ Respondents remain anonymous. The respondents are not required to give their name and that of the school, while personal contact between the researcher and respondents is minimised.

- ❑ It is more efficient and practical. Due to the vast or large area to be covered, a questionnaire allows the researcher to make use of a large sample.

- ❑ It is reliable, because the personal judgement of the researcher is minimised and the respondents are allowed to use their own judgement in completing a questionnaire.

- ❑ It is relatively inexpensive, as it can easily be reproduced.

- ❑ It saves time. A questionnaire can easily be distributed amongst respondents and collected by the researcher on the agreed date.

- ❑ Responses can easily be analysed. Once a questionnaire has been skilfully constructed, the researcher can request anybody (e.g. the principal) to administer it on his/her behalf.

4.2.3 Disadvantages of the questionnaire

Despite the advantages of the questionnaire stated above (see par. 4.2.2), there are some criticisms against the use of a questionnaire as measuring instrument in a research project. According to Landman (1980:109) and De Wet, Monteith, Venter and Steyn (1981:163), the main disadvantage of

a structured questionnaire is that the respondent can be forced to choose from the given alternative response that may not necessarily satisfy the respondent.

Other disadvantages of the questionnaire are the following:

❑ Respondents can interpret questions differently. There is a possibility that the respondents may interpret the questions wrong, and as a result fail to give an appropriate response to the question (Smith, 1988:479; Wolf, 1988:65-66).

❑ Since the respondents participate voluntarily in the research, some respondents may not complete or return the questionnaire. Thus, a questionnaire could be characterised by an excessive non-response rate (Van der Westhuizen, 1994:56).

❑ The questionnaire can be poorly constructed and as a result fail to yield the expected results (Schnetler, 1989:44).

❑ There is always the possibility of poor feedback to respondents, except on an official basis (cf. Appendix C, point 4 & 5). The results of a questionnaire are usually not communicated back to the respondents (Van der Westhuizen, 1994:56).

Without ignoring the disadvantages of using a questionnaire as a measuring instrument, it may be said that when properly administered, a questionnaire is still the most appropriate instrument to elicit information.

4.2.4 Constructing the questionnaire

Considerable time, planning and thought are required when constructing a questionnaire. In order to construct an excellent questionnaire, the researcher should thoroughly explore his/her own experiences, the literature and other questionnaires so as to frame questions that measure the precise variable in the investigation.

The content of the questionnaire must succeed in covering the field that concerns the research or study. Therefore, the researcher must ascertain which specific aspects of the research need to be tested. Mulder (1989:217) states that it depends on the opinion of informed persons whether the test items:

❑ do not just measure what other items have already measured;

▢ are not too many or too few items on a specific aspect; and

▢ cover all the aspects.

The following guidelines need to be taken into consideration during the contraction of a questionnaire:

▢ Only items that are directly related to the objectives of the research were included.

▢ The questions in the questionnaire are clear, brief and straightforward.

▢ Questions were limited to a single idea (i.e. avoiding double-barrel questions).

▢ Biased questions were avoided.

▢ Preferably short items were used.

▢ Questions were drawn up in such a way that they are easy to answer (Gall *et al.* 1996: 430-431; Mulder, 1989:217).

4.2.5 Format and content of the questionnaire

The questionnaire was divided into three sections.

▢ Section A: to determine biographic and demographic details of educators, especially concerning their membership of a professional council.

▢ Section B: to investigate suitable criteria for professionalisation and extent to which educators practice professionalism; and

▢ Section C: to determine the extent to which SACE has performed its duties with regard to educator professionalisation.

According to Gall *et al.* (1996:431-432) and Schnetler (1989:82), the following guidelines should be taken into account when designing the format of a questionnaire:

▢ Questions should be organised and outlined in such a way that the questionnaire can be completed as easily as possible.

❑ Questions should be grouped according to subject or heading.

❑ Items that require similar responses should be grouped together.

The format of the questionnaire is discussed in full in the subsequent paragraphs.

SECTION A

Question A1 - A5
These questions were aimed at gathering biographical and demographical information about the respondents and their schools.

❑ **Age:** The aim of the question was to arrange educators according to the range of the age into which they fall (cf. Appendix A Question A1). This information may assist the researcher to relate how respondents in various age groups view the concept of educator professionalism and what they regard as the role of a professional council in educator professionalisation.

❑ **Academic qualifications:** This question was developed to ascertain if educators were improving their qualifications (cf. Appendix A Question A2). Continuous professional development is an important requirement of professionalism (par. 2.4.1.2 & 2.5.2).

❑ **Professional qualifications:** The aim of this question was to determine the qualifications of educators (cf. Appendix A Question A3). This question is useful to determine whether the respondents have the minimum required qualifications to teach in South Africa (par. 2.5.1.1 & 3.3.1.1)

❑ **Teaching experience:** This question (Question A4; cf. Appendix A) was aimed at determining how long the educators have been practising as educators. The findings

may help the researcher to assess whether the veteran educator has the same view about professionalism as the novice.

❑ **Type of school:** This question (Question A5 cf. Appendix A) was developed to determine whether the respondent is a primary or secondary school educator. This information may help the researcher to ascertain whether primary and secondary school educators have similar or different views about educator professionalism and the role of SACE in educator professionalisation.

Question A6 - A11

These questions were aimed at gathering information concerning the educator's membership of a professional council (i.e. SACE).

❑ **Registration with SACE:** The aim of this question was to ascertain whether the respondents are registered members of SACE (cf. Appendix A Question A6). This information may assist the researcher to determine whether the respondents are members of the professional council for educators (i.e. SACE). It is possible that only registered members of SACE may be able to respond objectively to questions related to the Council, whilst unregistered members may not be able to respond to these questions.

❑ **Year of registration:** This question seeks to ascertain the year in which the respondents were registered with SACE (cf. Appendix A Question A7). This information may assist the researcher in determining the period that the respondents have been members of the Council. It is possible that members that have been members of the Council for several years may have more valuable information or insight about the role of SACE than that of a newcomer to the Council.

❑ **Means of registration:** This question aims at determining how educators registered with the Council (cf. Appendix A Question A8). This information may help the researcher to establish the various means made available to educators to register with the Council.

❑ **Registration certificate:** This question (Question A9 cf. Appendix A) was developed to ascertain whether the respondents are in possession of the Council's registration certificate. This finding may assist the researcher in determining if registration certificates were issued to registered members. This information may also assist the researcher in establishing whether SACE provided educators with registration certificates as proof of registration.

❑ **Code of conduct:** The aim of this question was to determine whether educators were in possession of the Councils' code of conduct (Question A10 cf. Appendix A). This information may be used to determine whether educators are aware of and know the code of conduct for educators.

❑ **Delivery of code of conduct:** This question (Question A11 cf. Appendix A) seeks to ascertain how educators got into possession of the SACE code of conduct. This information may be used to establish different institutions that took part in the distribution of the Code.

SECTION B

(Question-Items B1 - B16)

The objective of this section was to determine the extent to which educators practise professionalism at school in relation to the features or determinants associated with a well-established profession (par. 2.4.1). The question-item correlated with the following determinants of well-established professions:

- specialised knowledge;

- continuous professional development;

- professional authority;

- access control;

- professional autonomy;

- code of conduct;

- social recognition; and

- unique service.

SECTION C

- The objective of this section was to determine the extent to which SACE has performed its task of developing and enhancing the status of teaching in this country in relation to the features or determinants associated with well-established professions (par. 2.4.1). Section C consisted of sixteen question –items covering the determinants mention in Section B.

4.2.6 Pilot questionnaire

After the completion of questionnaire, fifteen (15) questionnaires were send to three (3) schools, that is five questionnaire per school. These three schools did not form part of the selected population sampling. The objective of the pilot questionnaire were to determine:

- whether the respondents will be able to understand and follow the instructions;

- whether the respondents will be able to understand questions posed to them; and

- to determine whether there are any changes that can be done.

The questionnaire (Appendix A) was finalised according to insights gained from the pilot questionnaire.

4.2.7 Target population and sampling method

Free Education Department comprise of 22 956 educators (DoE, 2003:19). Due to the vast area to be covered (i.e. five education districts), a convenience sampling method was used to select participants (i.e. educators) According to Leedy and Ormrod (2005: 206), convenience sampling also known as accidental sampling makes use of readily available people or units of the study. This method is a well-accepted research methodology.

Therefore, the target population of 2 070 educators in Lejweleputswa and Northern Free State education districts was selected for purposes of this study. A convenience sampling of 239 educators was selected from target population in primary and secondary schools in the two education districts.

4.2.8 Administrative procedures

A letter requesting permission to conduct research in the Free State Department of Education was faxed to the Sub-Directorate Educational Planning on 9 September 2003 (see Appendix B). A response to the request was received on 11 September 2003. In its reply, the Sub-Directorate provided application forms stipulating the conditions that had to be met before permission to conduct research could be granted.

The application forms requesting permission to conduct research in the Free State Department of Education were faxed and posted to the Sub-Directorate Educational Planning on 24 August 2004. Permission to conduct the research was received on 27 August 2004 (see Appendix C).

4.2.9 Letter to principals

Accompanying the questionnaire for all principals of selected schools was the permission letter from the Free State Department of Education (see Appendix C) and a covering letter (see Appendix D) requesting educators to participate in the research study. The researcher personally delivered the questionnaires and letters to schools and discussed points that needed clarification with the respective principals and/ or deputy principals.

A few problems were encountered in the distribution and collection of questionnaires. The researcher personally collected the questionnaires at agreed dates with the school principals and/or deputy principals. Some questionnaires were not available on the agreed date, as some of the educators indicated that they had left them at home or did not have time to complete them. The table below shows the educators' response rate.

Table 4.1: Educators' response rate

Number of questionnaire send out	Number of questionnaire received	Percentage questionnaire received
239	171	71,5%

The number of questionnaire received back is crucial as it allows the researcher to draw valid and reliable conclusions of his/her study. The above table, Table 4.3 indicates that 71,5% of questionnaires sent out to educators were received back. According to Ary *et al.* (1990:453) and Anderson (1990:167), a minimum response rate of 70% is required to draw valid and reliable conclusions. The reasons for this positive response can be attributed to the fact that the questionnaires were delivered and collected personally by the researcher.

Although 71,5% indicates a favourable response rate, some educators (28,5%) ignored the request to participate in this study. Reasons for this could be that some educators may have negative attitudes towards questionnaires or that the selected population seldom, if ever participates in research projects.

4.2.10 Statistical techniques

Data was processed through the North-West University's Statistical Consultation Service, using, the SAS Programme (SAS Institute Inc., 2003). The programme reflects statistical measures such as frequencies, central tendency (i.e. mean scores) and variability (i.e. standard deviations) for each sample of the population. A t-test procedure was also applied to interpret the data.

The research results are presented in the form of tables that reflect the frequencies, percentages of responses and, where applicable, mean scores and standard deviations of the data. Each table is followed by an analysis and interpretation of the presented data.

4.3 INTERPRETATION OF DATA

The main focus of this section will be on the interpretation of data collected through questionnaire, analysed and processed by the Statistical Consultation Service of the North-West University (Potchefstroom Campus).

4.3.1 Bibliographic and demographic data

The first five question items (i.e. A1 – A5) of the questionnaire are aimed at determining the biographic and demographic data of the respondents. Respondents responses are outlined in the next table, Table 4.2:

Table 4.2: Biographical data

Question-Item	Variable	Frequency	%
A 1: Age	20 – 29	8	4,7
	30 – 39	77	45,0
	40 – 49	64	37,4
	50 – 59	21	12,3
	60 +	-	-
	No response	1	0,6
	Total	**171**	**100,0**
A 2: Academic Qualifications	STD 8/ Grade 10	4	2,3
	STD 10 / Grade 12	105	61,4
	Bachelors Degree	26	15,2
	Honours/ B Ed.	27	15,8
	Masters Degree	3	1,8
	Doctoral Degree	-	-
	No response	6	3,5
	Total	**171**	**100,0**
A 3: Professional Qualifications	PTC	25	14,6
	PTD	65	38,0
	STD/SED	35	20,5
	UED	5	2,9
	UDE	14	8,2
	Bachelors Degree	18	10,5
	No response	9	5,3
	Total	**171**	**100,0**
A 4: Teaching Experience	0 – 10	36	21,1
	11-20	90	53,6
	21 – 30	40	23,4
	31+	4	2,3
	No response	1	0,6
	Total	**171**	**100,0**
A5: Type of School	Primary	90	52,6
	Secondary	81	47,4
	Total	**171**	**100,0**

4.3.1.1 Age

From table 4.2 the following can be deduced:

❑ 45 % of the respondents are between 30 and 39 years of age.

❑ Only 4,7 % of the respondents are between 20 and 29 years of age.

☐   A number of respondents (12,3 %) are above 50 years but less than 60 years of age.

This information suggests that the majority of educators in the area of research are ageing. Possible reason for this may be that younger educators have not been appointed in resent years due to redeployment and right sizing processes.

4.3.1.2 Academic qualifications

Table 4.2 suggest that:

☐   61,4% of the respondents have STD 10/ Grade 12 as their highest academic qualification.

☐   15,2 % and 15,8 % of the respondents have first and second degree respectively.

☐   Only 1,8 % of the respondents are in possession of the third degree.

☐   2,3 % of the respondents have STD 8/ Grade 10 as the highest education level.

The majority of respondents do not have academic qualifications above STD 10 / Grade 12. The possible reason is that educators did not see higher qualifications as necessary.

4.3.1.3 Professional qualifications

From table 4.3 is appears that:

☐   Majority of the respondents (58, 5%) are in possession of three-year educators training diploma (i.e. M + 3 or REQV 13).

☐   11,1 % of respondents has four years educators training diploma;

☐   10,5 % of the respondents has four years Bachelors Degree.

☐   Only 14,6 % of the respondents are in possession of two years educator training certificate.

It appears from the above that the majority of the respondents have the minimum requirements for employment (REQV 13) as educators in South Africa. This implies that these educators could be registered as members of professional council.

4.3.1.4 Teaching experience

The following information may be deduced from table 4.2:

- 21,1% of the respondents has less than 10 years of teaching experience.

- Majority of the respondents (52,6 %) have teaching experience that range between 11 and 20 years.

- 23,4 % of the respondents has 21 to 30 years of teaching experience.

- Only 2,3 % of respondents have teaching experience of more than 31 years.

The above data seems be consistent with the age structure reflected in question item A1.

4.3.1.5 Types of schools

From the response in table 4.2 it emerges that:

- 52,6 % of the respondents are educators at primary schools.

- 47,4 % of respondents are secondary schools educators.

The data suggests that the majority of opinions in this study might be that of primary school educators.

4.3.1.6 Concluding remarks

The above discussion shows that the majority of educators in the area of investigation are ageing yet their qualifications are relatively low. Despite age, the majority of respondents are in possession of the minimum qualification requirement (i.e. REQV 13). It will be interesting to find out if the above determinants of educators have an impact on their professional practice. It remains to be seen in the responses to Section B and C whether this contention is supported.

4.3.2 Educators' membership of SACE

The sixth to the eleventh question items (i.e. A6 –A11) are aimed at determining the relationship between the respondents and SACE. The respondents' responses are recapitulated in Table 4.3.

107

Table 4.3: Educators' membership of SACE

Question-Item	Variable	Frequency	%
A6: Registration with SACE	Yes	168	98,2
	No	2	1,2
	No response	1	0,6
	Total	**171**	**100,0**
A7: Year of registration	1999	108	63,2
	2000	26	15,2
	2001	14	8,2
	2002	5	2,9
	2003	2	1,1
	2004	1	0,6
	No response	15	8,8
	Total	**171**	**100,0**
A8: Means of registration	Postal	139	81,2
	Personal	26	15,2
	Unregistered	3	1,8
	No response	3	1,8
	Total	**171**	**100,0**
A9: Possession of registration certificate	Yes	153	89,5
	No	18	10,5
	No response	-	0,0
	Total	**171**	**100,0**
A10: Possession of professional Code of Conduct	Yes	148	86,5
	No	21	12,3
	No response	2	1,2
	Total	**171**	**100,0**
A11: Distribution of Code of Conduct	Principal / DoE	41	23,9
	SACE	34	19,9
	Union/ Association	12	7,0
	SACE Workshop	2	1,2
	Mailed by SACE	58	34,0
	No response	24	14,0
	Total	**171**	**100,0**

4.3.2.1 Registration with SACE

According to Table 4.3 it seems that:

❑ The majority of the respondents (98,2%) are registered with SACE.

❑ Only 1,2% of the respondents are not registered with the Council.

From this information it may be presumed that SACE has done its duty of registering educators and that educators themselves took initiatives to ensure that they are registered with the Council. There is also a possibility that educators may have registered with the

Council because it is stated in the SACE Act (SA, 2000a), that only registered educators will be allowed to teach in South African schools (see par 3.3.1.2).

4.3.2.2 Year of registration

In accordance with Table 4.3:

- ❑ Majority of respondents (63,2%) were registered with the Council in 1999.
- ❑ The rest of the respondents (28,0%) were registered with the Council between 2000 and 2004.

It seems that the call to register with SACE was well accepted by educators and majority of registrations were done in the first year of the registration process (i.e. 1999).

4.3.2.3 Means of registration

Table 4.3 indicates that:

- ❑ The majority of respondents (81,2%) used the postal registration to register with SACE.
- ❑ 15,2 % of registration was personal registration.
- ❑ Only 1,8 % of the respondents are not registered with the Council.

Postal registrations seem to be to most convenient means of registering, because the Council' head office is situated in Pretoria. Those who registered personally might have been nearer the head office or required an urgent registration with the Council.

4.3.2.4 Registration certificate

According to table 4.3:

- ❑ 89,5 % of the respondents are in possession of SACE registration certificate.
- ❑ 10,5 % of the respondents appears not to be in possession of the Councils' registration certificate.

In terms of section 5a (iv) of SACE Act (SA, 2000a), the Council has to determine the form, contents and certificates to be awarded to educators. From their responses it seems that the majority of respondents are in possession of the Councils' registration certificates.

Some educators (10,5%) do not have registration certificates. The literature study (par. 3.3.1.2) revealed that some educators are registered with the Council, but are not in possession of SACE's registration certificate. However, some educators may have failed to insist on getting their certificates because registration number appears on their salary advice slips and the registration number can be used as proof of registration.

4.3.2.5 Professional code of conduct

Table 4.3 shows that:

- ❑ The majority of the respondents (86,5 %) are in possession of the Councils' professional code of conduct.

It is not surprising to find that 86,5 % of respondents indicated that they are in possession of SACE Code of Conduct. According to the literature review (par. 2.5.6), the Councils' professional Code of Conduct is enshrined in the councils' registration certificate. Therefore, it may be assumed that all the respondents in possession of the Councils' registration certificate are also in possession of the Councils' code of conduct.

The 12,3 % of the respondents who indicated that they are not in possession of the Councils' professional code of conduct may include those who have not registered or those who are not in possession of registration certificate. It may also be assumed that some of the respondents who are not in possession of the code of conduct are not aware that the code is enshrined in their registration certificates.

4.3.2.6 Distribution of code of conduct

According to Table 4.3:

- ❑ The majority of respondents (34,0 %) indicated that the code of conduct was mailed SACE.
- ❑ A considerable number of respondents (23,9 %) indicated that the principals played a crucial role in distributing of the code of conduct.

These findings agree with the literature study (par. 3.3.3) that a number of strategies were used to distribute and popularise the Councils' Code of Ethics and to ensure that the majority of educators receive the code of conduct.

4.3.2.7 Concluding remarks

From the above discussion it may be concluded that SACE may have successfully attained its mission as stipulated in section 5(a) –(c) of the SACE Act (SA, 2000a). It may be concluded that the majority of educator did register with the Council because it was compulsory in terms of SACE Act (SA, 2000a) for educators to register with the Council. It was also encouraging to note that principals took the initiative to ensure that educators received the code of conduct.

4.3.3 Educators and professionalism in schools

According to Lieberman (1960:13) educators cannot expect to achieve professional recognition or status until they themselves take an active interest in educator professionalisation. Therefore, it is crucial to determine the extent to which educators practice professionalism in their schools in relation to the determinants or features associated with the traditional models of professions.

In order to answer these questions (i.e. B1 – B16), the respondents were required to indicate their views on the Likert scale, namely the extent to which they practice professionalism in schools on a scale of 1 - 4. The scale indicated the following extent of professional practice or professionalism:

1 = no extent   2 = less extent   3 = some extent   4 = great extent

A score of 1 for instance suggests that the respondents are of a view that educators do not practise professionalism in schools, while a score of 4 suggests that educators practise professionalism to a great extent at school.

Table 4.4 below indicates the responses of respondents to the question item on the extent to which educators practise professionalism in schools. These responses will be discussed in subsequent subparagraphs.

Table 4.4: Educators and professionalism in schools

Educators practise professionalism at school because, educators...	No		No response		No extent		Less extent		Some extent		Great extent	
No		F	%	F	%	F	%	F	%	F	%		
B1	... have sufficient knowledge of the subject that they teach.	3	1,7	0	0,0	12	7,0	88	51,5	68	39,8		
B2	... possess didactical skills to teach subjects that they teach.	5	2,9	1	0,6	26	15,2	82	48,0	57	33,3		
B3	....have undergone a long and intensive period of educator training at institutions of higher learning.	1	0,6	2	1,2	33	19,3	49	28,6	86	50,3		
B4	...improve their qualifications in order to improve their teaching skills.	1	0,6	3	1,7	12	7,0	70	41,0	85	49,7		
B5	...improve their teaching skills through research projects.	1	0,6	12	7,0	56	34,5	54	31,6	45	26,3		
B6	...attend workshops organised by the school and DoE.	3	1,7	1	0,6	5	2,9	39	22,8	123	72,0		
B7	... make decisions on what to teach and how to teach.	1	0,6	7	4,0	33	19,3	72	42,1	58	34,0		
B8	... recommend the appointment and promotion of other educators.	2	1,2	71	41,5	36	21,1	38	22,2	24	14,0		
B9	...went through a strict selection process before being appointed.	3	1,7	22	12,9	36	21,1	56	32,7	54	31,6		
B10	...who are qualified (i.e. REQV 13) are allowed to teach.	6	3,5	59	34,5	26	15,2	38	22,2	42	24,6		
B11	... are members of professional council for educators.	5	2,9	7	4,1	15	8,8	43	25,1	101	59,1		
B12	...know and understand the contents of the code of conduct for educators.	2	1,2	9	5,2	36	21,1	67	39,1	57	33,3		
B13	... adhere to the code of conduct for educators.	4	2,4	9	5,2	48	28,0	62	36,4	48	28,0		
B14	...are directed in their behaviour by their commitment to the teaching profession	3	1,7	8	4,7	35	20,5	72	42,1	53	31,0		
B15	...serve their community regardless of monetary reward.	2	1,2	17	9,9	34	18,9	66	38,6	52	30,4		
B16	...regard teaching as a calling.	2	1,2	22	12,9	29	16,9	54	31,6	64	37,4		

4.3.3.1 Subject knowledge (Question Item B1)

51,5% of the respondents are of the opinion that educators have to some extent sufficient knowledge of the subject that they teach, while 39,8% of educators have to a great extent sufficient knowledge. The result is amazing as respondents perceive that educators have sufficient knowledge of the subject that they teach while the data (Table 4.2, A2) suggest that the majority of educators are not in possession of a Bachelors' Degree. This result is also in contrast with the literature study (par. 2.5.1.2), which states that some educators teach subjects that they were not trained for.

4.3.3.2 Didactical skills (Question Item B2)

Table 4.4 reveals that 48,0 % of the respondents indicated that educators have to some extent didactical knowledge of the subject that they teach. On the other hand, 33,3 % of respondents are of the view that educators have to a great extent didactical knowledge of the subject they teach. There is a possibility that most educators responded in this manner because they felt that they have gained sufficient didactical skills at educator training institutions to teach the subjects that they teach.

In general 15,8 % of the respondents perceive that educators have to no extent or to a lesser extent the didactical to skills teach the subject(s) that they teach. This result is in line with the literature findings (par. 2.5.1.2) that some educators are un- and/or under qualified.

4.3.3.3 Period of training (Question Item B3)

According to Table 4.4, 50,3% of respondents perceive that educators have to a great extent and 28,6% indicated that educators have to some extent undergone a long and intensive period of training at educator training institutions. There is a possibility that educators have the understanding that they have had a long and intensive educator training

before they were employed as educators. It is important to note that M + 3 (i.e. REQV 13) is stated as the minimum prescribed requirement for teaching in South Africa (par. 3.3.1.1).

4.3.3.4 *Improving educational qualifications* (Question Item B4)

Responses in Table 4.4, show that 49,7% of the respondents have a perception that educators improve their educational qualifications to great extent. 41,0% of the respondents are of the notion that to some extent educators improve their qualifications in order to enhance their teaching skills. It is possible that educators feel that by attending in-service training and workshops offered by the school and the Department, they are afforded the opportunity to improve their teaching skills.

4.3.3.5 *Research* (Question Item B5)

From the response 34,5 % of the respondents are of the opinion that educators improve their teaching skills through research to less extent. Surprisingly, however 31,6% and 26,3% of respondents are of the view that educators are engaged in research projects to some extent and to a great extent respectively. This is in agreement with the literature findings (par. 2.5.2.3) that the majority of educators are not involved in research related studies (see also Table 4.2 items A2 – A3).

4.3.3.6 *In-service training and workshops* (Question Item B6)

Table 4.4 reveals that 72,0% of the respondents perceive that educators appears to attend workshops and in-service training organised by the school to a great extent and 22,8% to some extent. These findings are in agreement with the literature study (par. 2.5.2.1) that majority of educators prefer workshops and in-service training that is less distractive to their career path and classroom activities, than those offered by private institutions. The Department of Education has organised in-service trainings and workshops for educators on Out-comes based education (OBE).

115

4.3.3.7 Curriculum choice (Question Item B7)

The responses show that 42,1% of the respondents think that educators have to some extent the right to make decisions on what to teach and how to teach it. Table 4.4 also indicates that 34,0% of respondents are of the opinion that educators do have powers to decide on what to teach and how to teach it. The literature findings (par. 2.5.5) revealed that educators could not decide on what to teach and how to teach it, because they were subjected to hierarchical and bureaucratic supervision in their practice.

This may have been the case under the previous system, because educators were given workbooks with prescribed schemes of work and lesson planning, which were handed down to educators and strictly controlled by inspectors. In the new system (Curriculum 2005) educators are afforded the opportunity to plan as a group and decide what to teach and how to teach it.

4.3.3.8 Recommending appointment of educators (Question Item B8)

41, 5% of the educators indicated that educators have to no extent the right to recommend the appointment and promotion of fellow educators. On the other hand, a significant number of respondents indicated that to a less extent (21,1%) and to some extent (22,2%) educators recommend the appointment of fellow educators.

In terms of SASA (84 of 1996)(SA, 1996c) and EEA (76 of 1998) (SA, 1998), school governing bodies (SGB) are responsible for recommending appointments and promotions of educators. It is possible that the fact that only a limited number of educators are members of the SGB may have made educators response in this way. It appears as if this type of arrangement is contrary to professionalism in the sense that non-professionals (i.e. parents) within the SGB recommend the appointment and promotion of educators. Hence, educators believe that their right as professionals to recommend appointments and promotions of other educators is greatly curtailed.

116

4.3.3.9 Selection process (Question Item B9)

It is the task of professional body to control entry to the profession and to establish high standards for entry into the practice, candidates should be strictly selected and long and difficult training period (par. 2.4.1.4). The perception of 32,7 % of respondents is that educators went to some extent through strict selection process before they were appointed in teaching, while 31,6% of respondents indicated that educators went to a great extent through a strict selection process. This is contrary to the literature review (par. 2.5.4) that revealed that strict selection procedures were non-existence, because the country lacked reliable criteria to select talented and potential educators. This is also supported by the continuing employment of un- and/or under qualified educators.

4.3.3.10   Teaching qualifications (Question Item B10)

Table 4.4 reveals that 22,2% and 24,6 of the respondents are of the opinion that to some extent and to a great extent respectively the Council did not only register qualified educators as required by the professional body. The majority of the responses (34,5%) are of the opinion that to a less extent qualified educators were allowed to teach. It appears that the latter group of respondents were correct because under qualified educators were allowed to practice, as shown by the existence of un- and/or under qualified educators.

4.3.3.11   Membership in the council (Question Item B11)

59,1% and 25,1% of respondents respectively indicated that to a great extent and to some extent educators are members of professional council. This result concurs with the literature findings (par. 2.3.1.4) that professional practitioners are members of a professional council or statutory body. The literature study reveals that over 40 000 are already registered with the Council (par. 3.3.1.1). The empirical study (par. 4.3.2.1) seems to concur with the response that majority of respondents (98,2 %) are registered members of SACE.

4.3.3.12 Code of conduct (Question Item B12)

Professional code of conduct has to be made known and available to all registered members of the profession (par. 2.5.6). The data reveals that 39,1% of respondents opine that educators know and understand to some extent the code of conduct for educators, while 33,3% of respondents indicated that educators know and understand to a great extent the contents of professional code of conduct for educators. The result agrees with the empirical review (Table 4.4 question –item A10) that the majority of educators are in possession of the Councils' code of conduct.

4.3.3.13 Adherence to the code of conduct (Question Item B13)

The main objective of professional code of conduct is to bring order and harmony within the profession and various stakeholders (par. 2.4.1.6). Table 4.4 shows that 36,4% and 28,0% of the respondents respectively indicated that educators adhere to the code of conduct to some extent and to a great extent. Since the majority of respondents (86,5 %) are in possession of the code of conduct (Table 4.3, A10), it can rightly be expected that educators fully adhere to the code of conduct. Whether educators are in possession of the code of conduct or not they are still bound by the code of conduct. According to the literature review (par. 2.5.6), through registration with the Council educators enter into an agreement with the profession to behave in an ethical manner.

4.3.3.14 Professional commitment (Question Item B14)

According to responses in table 4.4, the majority of respondents (42,1%) are of the opinion that educators are directed in their behaviour by their commitment to the profession to some extent. In addition 31,0 % of respondents indicated that to a great extent educators' behaviour is directed by their commitment to the profession. Although educators' salaries are still less than those of well established professions with the result that they have less prestige, power and money, it is encouraging to note that respondents expressed the view that the majority of educators are committed to the work (par. 2.5.8).

118

However, there is still a significant number of respondents (20,5%) who indicated that the behaviour of educators is to a less extent directed by their commitment to the profession. This might possibly be ascribed to the fact that features of low morale are still prevalent in schools (e.g. absenteeism, late coming, etc) (par. 2.5.7).

4.3.3.15 *Service to the community* (Question Item B15)

Table 4.4 shows that 38,6% of the respondents are of the opinion that educators serve their community to some extent, regardless of monetary reward, while 30,4% indicates that educators serve their community to a great extent, regardless of monetary reward. This table also shows that 18,9% and 9,9% of respondents think that educators serve their community to a lesser extent or to no extent, regardless of monetary reward. According to the literature study (par. 2.4.1.7) educators should serve to a great extent regardless of monetary reward.

4.3.3.16 *Teaching as a calling* (Question Item B16)

The responses in Table 4.4 shows that 37,4% of the respondents are of the view that educators regard teaching as a calling to a great extent and 31,6% of the respondents are of the opinion that to some extent educators regard teaching to as a calling. This result is in agreement with the literature study (par. 2.4.1.9) that professional practitioners view their practice as a calling.

4.3.3.17 Concluding remarks

The above data and discussion reveals that respondents are of the opinion that educators practice professionalism to some extent and to a great extent in schools. The contention that respondents will hold the view that educators show less professionalism (par. 4.3.1.6) does not seem to find support from the above data, because respondents are of the opinion that most of the determinants of well-established professions are adhered to. It is however,

revealed in the data and interpretation thereof that educators perceive that aspects such as continuous professional development (question-item B5) and access control (question items B8 and B10) are still lacking or practised to a less extent in teaching. This implies that teaching does not fully satisfy these specific determinants of professions. Thus, it remains to be seen in the mean score ranking (par. 4.3.5) whether this point of view will be supported.

4.3.4   SACE and educator professionalisation

The role of a professional council (i.e. SACE) in educator professionalisation is of crucial importance. Joubert (19991:1) supports this view by saying that the role of a professional council in developing and enhancing the image of a profession cannot be disputed. Therefore, SACE, as professional council for educators is expected to perform certain functions to ensure successful educator professionalisation in South Africa. This section is aimed at determining the extent to which SACE has or has not performed its role of educator professionalisation.

In order to answer these questions (i.e. C1 – C16), the educators were required to indicate their view on a four-point Likert scale, namely the extent to which SACE has performed its duties as a professional council for educators. The scale indicated the following extent of performance:

1 = no done   2 = partially done   3 = done   4 = well done

For instance, a score of 1 suggest that the opinion of respondents is that SACE has not done its duty, while a score of 4 suggests that SACE has done its duty of educator professionalism very well.

Table 4.5: SACE and educator professionalisation

No	SACE has performed its mandate of educator professionalisation by ...	No Response		Not done		Partially Done		Done		Well done	
		F	%	F	%	F	%	F	%	F	%
C1	Organising in-service training and workshops for educators.	2	1,2	70	41,0	36	21,0	45	26,3	18	10,5
C2	Accrediting workshops conducted by NGOs.	2	1,2	77	45,0	53	31,0	30	17,5	9	5,3
C3	Setting standards for educator training programmes.	5	2,9	40	23,4	60	35,1	49	28,6	17	10,0
C4	Encouraging educators to improve their qualifications.	2	1,2	20	11,7	29	17,0	52	30,4	68	39,8
C5	Instituting educational research projects.	2	1,2	67	39,2	55	32,2	36	21,0	11	6,4
C6	Publishing and distributing professional journals and other publications.	3	1,7	68	39,8	51	29,9	36	21.0	13	7,6
C7	Organising education conferences for educators to share their knowledge.	4	2,3	70	41,0	49	28,6	28	16,4	20	11,7
C8	Designing a professional development policy for educators.	6	3,5	33	19,3	38	22,2	65	38,0	29	17,0
C9	Registering qualified educators.	2	1,2	11	6,4	14	8,2	58	33,9	86	50,3
C10	Setting admission standards for educators entering educator training institutions.	2	1,2	31	18,1	36	21,0	62	36,3	40	23,4
C11	Setting the minimum requirements for the registration of educators.	2	1,2	22	12,9	30	17,5	68	39,8	49	28,6
C12	Awarding registration certificates to educators.	2	1,2	20	11,7	18	10,5	50	29,2	81	47,4
C13	Distributing the code of conduct amongst educators.	2	1,2	19	11,1	41	24,0	59	34,5	50	29,2
C14	Organising workshops to enhance the understanding of the code of conduct for educators.	2	1,2	81	47,7	38	22,2	34	19,9	16	9,3
C15	Applying the code of conduct for educators in cases of offences by educators.	3	1,2	34	19,9	41	24,0	58	33,9	36	21,0
C16	Defending the profession in the public media.	3	1,7	53	31,0	44	25,7	42	24,6	29	17,0

4.3.4.1 In-service and workshops (Question Item C1)

Table 4.5 shows that 41,0% and 21,0% of the respondents respectively indicated that SACE has not done and has partially done its task of organising in-service training and workshops for educators. This result is surprising because it is contrary to the literature study (par. 3.4.2.1) that indicates that it is expected of SACE to design professional development material, organise workshops and develop professional handbook for educators. From the results it seems that SACE has not achieved this duty.

4.3.4.2 Workshops accreditation (Question Item C2)

According to Table 4.5, the majority of the respondents (45,0%) and 31,0% respondents respectively express the view that SACE has not done and has partially done its duty of accrediting workshops conducted by NGOs. Professional workshops needs to be organised and sanctioned in accordance to the criteria set by the profession (par. 3.3.1.2), and not be haphazardly left in the hands of NGOs and private consultants (par. 2.5.2.1). The literature study (2.5.2.1) further reveals that there is a need to review existing educator development programmes through stable and reliable strategies headed by a professional body and institutions of higher learning.

4.3.4.3 Standard for educator training (Question Item C3)

Table 4.5 reveals that 35,1% of respondents are of the opinion that SACE has partially done this duty. A further 23,4% of respondents contend that SACE has not done duty, but in contrast 28,6% express the opinion that SACE has done its duty.

In terms of SACE Act (SA, 2000a), one of the main objectives of SACE is to determine the minimum requirement for registration (i.e. admission to practice), and the minimum requirement for educator training (i.e. acceptance and certification) is the prerogative of educator training institutions (par. 2.5.4). The above results show that according to the opinion of the respondents, SACE has partially done its duty. This result is expected because educator training still falls within the ambit of tertiary institutions. The literature

also shows norms and standards for educators are set and determined by the Government (par. 2.2.2.1).

4.3.4.4 *Improving professional qualification* (Question Item C4)

39,8 % of respondents indicated that the Council has done well to encourage educators to improve their qualifications, while 30,4% of the respondents are of the opinion that SACE has done its duty. It seems that since un- and under qualified educators are awarded provisional registration with SACE (par. 3.3.1.2), the Council is challenging them to improve their qualification in order to meet the minimum requirement to teaching in South Africa. The number of under qualified educators has decrease dramatically since 1997 (par. 2.5.1.1).

4.3.4.5 *Educational research* (Question Item C5)

The literature study (par. 2.5.2.3) revealed that it is the responsibility of various educational authorities to institute educational research projects. Table 4.5 reveals that 39,2% and 32,2% of respondents respectively indicated that SACE has not done and partially done its duty of encouraging educational research projects. This result concurs with literature study that SACE has failed to institute educational research projects due to lack of capacity and financial constrains (par. 3.3.2.1).

4.3.4.6 *Publicity and communication* (Question Item C6)

According to Table 4.5, the majority of respondents (39,8 %) indicated that the Council has not done its duty of publishing and distributing professional journals and other educational publications. However, 29,9% and 21,0% of the respondents are respectively of the view that SACE has partially done and done its duty. The literature study (par. 3.3.2.2) disclosed that the Council's publications were sent to schools and other stakeholders. In view of this, it is puzzling that 39,8% should hold the view that SACE has not done its duty. These responses may suggest that the publications did not reach the people it was intended for or that educators just ignored them.

4.3.4.7 Educational and professional activities (Question Item C7)

According to Table 4.5, 41,0% of respondents indicated SACE has not done its duty. However, a significant number of respondents respectively expressed the opinion that SACE has partially done its duty (28,6%) and done its duty (16,4%). From this data it may be concluded that SACE has done or partially done its duty. The response that SACE has not done its duty is surprising as the literature review (par. 3.3.2.2) outlined a number of outreach programmes organised by the Council since its inception. It seems that the majority of educators are not aware or involved in educational and professional activities organised by the Council.

4.3.4.8 Professional development (Question Item C8)

Table 4.5 shows that responses to this question item are almost evenly distributed throughout the anchors with a peak of 38,0% respondents in the anchor of done. It should be noted however that 17% fall within well-done, 22,2% within partially done and 19,3% within not done. It appears that the majority of opinions (38,0% plus 17,0%) lean towards well done. The data showing that 22,2% plus 19,3% leans towards not done is significant. This result is rather confusing in view of the fact that the literature study (par. 3.3.2.1), reveals that SACE has approved two development projects, namely Ethics and Values in Education (EVE) and Ethical and Legal Training (ELT). SACE has also indicated that these projects were introduced in various provinces over a certain period of time.

4.3.4.9 Registration (Question Item C9)

The majority of respondents (50,3%) are of the opinion that has SACE done well, with further 33,9% of respondents indicating that the Council has done its duty in registering qualified educators. From these results that majority of educators (50,3%) think that only qualified educators are registered with the Council. The literature study (par. 3.4.1.2), however, disclosed that a number of under-qualified educators were afforded the

opportunity to register with the Council. There is a possibility that some educators are not aware of the moratorium to register all practising educators.

4.3.4.10   Admission   (Question Item C10)

The literature study (par. 2.5.4) revealed that there are two forms of admission to the profession, i.e. admission to educator training institutions and admission to professional practice. From the responses it appears that 36,3 % of the respondents are of the opinion that the Council has done its duty. A further 23,4 % of respondents is of the opinion that the Council has done well in setting admission standards for educators entering educator-training institutions.

Contrary to the above perceptions, the literature review (par. 2.5.6) revealed that admission to educator training institutions is still in the hands of various institutions of higher learning. Institutions of higher learning also use different criteria for admission of learners for educator training (par. 2.5.6). This arrangement is not in line with the literature findings (par. 2.4.1.2) that the council is the legitimate body to determine the admission and certification of professional practitioners.

4.3.4.11   Registration requirements (Question Item C11)

In terms of SACE Act (SA, 2000a), the council is empowered to determine the minimum requirements for registration with the council as an educator. Table 4.5 shows that the respondents are of the opinion that SACE has done its duty (39, 8%) and also done it well (28, 6%). The literature study (par. 3.3.1.1) revealed that the minimum requirement for registration with SACE is REQV 13. The former council for white educators (SATC) introduced REQV 14 as the minimum requirement for registration (par. 3.4.1.1). It is encouraging to note also that SACE is aiming at REQV 14 or M + 4 as the minimum registration in the near future.

125

4.3.4.12 Certificate of membership (Question Item C12)

The literature study (par. 2.2.2.4) revealed that SACE has to award certificates to registered educators. The majority of respondents 47, 4 % indicated that SACE has done well in the process of awarding registration certificates to registered educators. 29, 2% of the respondents believe that SACE has done its duty. These results are congruent with the empirical findings (Table 4.5 & par. 4.3.2.4) that the majority of educators are in possession of SACE registration certificate.

4.3.4.13 Distribution of code of conduct (Question Item C13)

Majority of the respondents (34, 5%) indicated that SACE did its duty, while 29, 2% content that SACE has done well in distributing the code of conduct. The literature study and the empirical data (par. 4.3.2.6 & Table 4.3) indicate that the code was distributed by the Council, presumably by enshrining the code on the registration certificate and by other means. In view of this it is surprising that 24, 0% of the respondents should express the opinion that this duty was partially done.

4.3.4.14 Enhancing the code of conduct (Question Item C14)

One of the main objectives of SACE it ensure adherence to the Council's code of conduct (par. 2.2.2.4 & 3.4.3). The perception of majority of respondents (47, 7%) is that SACE that has not done its duty and 22, 2% respondents further support this that SACE has partially done this duty. These findings dispute the literature findings (par. 3.4.3) that the code of ethics was circulated amongst all stakeholders to create awareness and to promote the code of conduct amongst all interested parties.

4.3.4.15 Applying the code of conduct (Question Item C15)

Table 4.5 shows that responses to this question item are almost evenly distributed throughout the anchors with a peak of 33, 9% respondents in the anchor of done. It should be noted however that 21, 0% fall within well-done, 24, 0% within partially done and 19, and 9% within not done. It appears that the majority of opinions (33, 9% plus 21, 0%) lean

126

towards well done. The data showing that 24, 0% plus 19, 9% leans towards not done is significant. This result is confusing because some educators may be aware and others unaware of cases of misconduct that the Council is dealing with. The literature study (par. 3.3.3) reveals that the Council does not reveal the names or numbers of educators found guilty of misconduct and a type of penalty sanctioned by the Council.

4.3.4.16 Defending the profession (Question Item 16)

Table 4.5 shows that responses to this question item are almost evenly distributed throughout the anchors with a peak of 31, 0% respondents in the anchor of not done. It should be noted however that 17, 0% fall within well-done, 24, 6% within done and 25, 7% within partially done. It appears that the majority of opinions (31, 0% plus 25, 7%) lean towards not done. The data showing that 24, 6% plus 17, 0% leans towards well done is significant.

The above conflicting opinions may be ascribed to the fact that in most cases the media focuses more on negative than positive aspects about educators (par. 3.3.2.2). This may result in different interpretations among educators about the performance of the duty of defending the profession by SACE. However, it must be noted that the Council has established publicity and communication office to deal with all forms of publication and to enhance the image of teaching, and this may at the end clarify the situation.

4.3.4.17 Concluding remarks

From the above discussion it appears that there is an even distribution of duties that are done and not done by SACE. The tendency is that most opinions lean towards the perception that SACE has done and partially done its duties. However, it is interesting to note that some duties are perceived as out-rightly well done, while some duties are perceived as not done. To differentiate further concerning duties that were well done and

those duties that were not done according the opinion of respondents, a mean score ranking technique was used.

4.3.5 Mean scores ranking technique

The data was further subjected to a mean score ranking technique. This technique is usually employed in order to differentiate responses into high, medium and low ranking. The technique was applied to responses to question-items in Section B and C as follows:

- ❑ Section B: The aim was to determine which of the determinants of a profession were practised more and which were practiced less by educators.
- ❑ Section C: The aim was to determine which of the duties of SACE were done and those that were not done.

Using the 4-point Likert scale it was possible to divide responses into the following rankings:

- ❑ 3, 00 – 4, 00 mean scores represented items that were highest ranked.
- ❑ 2, 50 – 2, 99 mean scores represented items that were medium ranked.
- ❑ 1, 00 – 2, 49 mean scores represented items that were lowest ranked.

The discussion below follows the three-identified rankings.

4.3.5.1 Educators and professionalism in schools

Professionalism is usually associated with the degree to which specific employees and their workplace exhibit the attributes, criteria and determinants identified with professionals or professions (par. 2.3.1.4). Some of determinants or attributes of professions are evident than others.

128

The respondents mean score ranking, standard deviations and ranking position are outlined in Table 4.6.

Table 4.6   Mean score: Educators and professionalism in schools

Item No	Educators ...	Mean Score	Std Dev.	Ranking
B6	...attend workshops organised by the school and by the Department.	3,71	0,53	1
B11	...are members of the professional council for educators.	3,44	0,84	2
B4	...improve their qualifications in order to improve their teaching skills.	3,42	0,69	3
B1	...have sufficient knowledge of the subject they teach.	3,35	0,60	4
B3	...have undergone a long and intensive period of educator training at institutions of higher learning.	3,30	0,82	5
B2	...possess didactical skills to teach the subjects they teach.	3,17	0,72	6
B12	...know and understand the contents of the code of conduct for educators.	3,10	0,83	7
B7	...make decisions on what to teach and how to teach it.	3,05	0,85	8
B14	...are directed in their behaviour by their commitment to the teaching profession.	3,02	0,86	9
B16	...regard teaching as a calling.	2,97	1,04	10
B13	...adhere to the code of conduct for educators.	2,94	0,89	11
B15	...serve their community regardless of monetary reward.	2,87	0,95	12
B9	...went through a strict selection process before they were appointed.	2,86	1,03	13
B5	...improve their teaching skills through action research at their schools.	2,79	0,92	14
B10	...that are qualified (i.e. REQV 13) are allowed to teach.	2,34	1,200	15
B8	...recommend the appointment and promotion of other educators.	2,14	1,121	16

The above table (Table 4.6) shows that nine (9) question-items were ranked high (more than 3, 00) and five (5) question-items were ranked medium (above 2, 50) while two question-items are ranked low (below 2, 50). The following discussion will follow the categories indicated above.

❑   Highest ranking items.

The highest-ranking question items comprise of B6, B11, B4, B1, B3, B2, B12, B7 and B14 in that order.

The highest-ranking question item was B6 with a mean score of 3, 71. This question-item relate to the criterion of continuous professional development. A mean score of 3, 71 is almost 4 on the Likert scale (par. 4.3.3), this may suggest that respondents are of a view that educators practise professionalism to a great extent in schools. Literature study (par. 2.5.2.1) revealed that participation in INSET programmes forms an integral part of professionalisation. It appears from this ranking that workshops organised by the DoE and the school receive the highest consideration from respondents. One of possible explanation for this ranking is that, the DoE is organising workshops on new Curriculum such as Out-Comes Based Education (OBE) and Revised National Curriculum Statement (RNCS).

It will be noted that most question-items ranked between 3 –6 and 8 all relate to the criterion of specialised knowledge. This implies that the opinion of respondents is that educators are of the opinion that they satisfy the criterion of specialised knowledge to a great extent in their practice. The reason for this contention emanates from the fact that most of the highest -ranked items are related to this criterion.

The items B12 and B14 ranked 7 and 9 respectively relate to the criterion of ethical code of conduct. The reason for the high ranking of these items arises from the fact that there is a written code of conduct that was distributed to educators. Amongst the highest-ranked items relating to professional authority only one item is listed (B11, ranked 2). Item B11 is ranked so high because most educators have been registered with SACE. Item B7 (ranked 8) is related to professional autonomy. The reason for ranking this item so high can be attributed to the new curriculum (OBE).

❑ Medium ranked items

The medium ranked items have mean scores of between 2, 97 – 2, 79, which is above the cut-off point of 2, 50. These items include B16, B13, B15, B9 and B5 in that order. While these items are drawn from different criteria of professionalism it will be noted that two (B16, ranked 10) and (B15, ranked 12) are related to the criterion of unique service and a calling. Question-item B9 (ranked 13) relates to the criterion - control of access and its medium ranking shows that the selection process is not as strict as it should be. Question – item B5 (ranked 14) relates to professional development. The medium ranking of this item while its counterpart (B6) is ranked number 1 shows a discrepancy in the practice of professional development.

Item B13 (ranked 11) relates to the criterion of code of conduct, while other items B12 and B14 are ranked 7 and 9 respectively thus falling within the high ranked mean scores. It is surprising that B13 should be ranked medium. The possible reason is that the number of misconduct cases referred to SACE show that adherence to the code of conduct leaves much to be desired (par. 3.3.3).

❑ Low ranked items

This category consists of only two items B10 (ranked 15) and B8 (ranked 16). It is interesting to note that both items refer to the criterion of access control.

The low ranking of question items B10 and B8 suggests that the opinion of respondents is that professionalism concerning the criterion of control of access is practiced to less extent in schools. This low ranking is consistent with the medium ranking of B9 (selection process). The literature review (par. 2.5.1.1) showed that un- and/or under qualified educators are still allowed to register and practice. One of the possible explanations for this ranking is that educators are minority members in the SGBs, thus their voice is not heard in the short-listing and interviewing panels.

131

4.3.5.2 Concluding remarks

The above discussion shows that the majority of respondents are of the opinion that educators practice professionalism in schools. Professional development in the form of workshops organised at school level was ranked highest, while educators frequently ranked specialised knowledge higher than any other criterion. It is interesting to note that educators still regard teaching, as a calling regardless of perceived low of financial benefits. Surprisingly, the opinion of educators is that access control is still at its lowest peak in school and it hampers educator professionalism.

In summary, respondents are of the opinion that educators practice professionalism successfully in the following categories of the determinants of a profession:

- ❑ Professional development: B 6 (rank 1)
- ❑ Specialised knowledge: B4 (rank 3), B1 (rank 4), B3 (rank 5) and B2 (rank 6)
- ❑ Code of conduct : B12 (rank 7) and B14 (rank 9)
- ❑ Professional autonomy: B11 (rank 2) and B7 (rank 8)

The lowest ranked category of determinants of professions is access control B10 and B8 ranked 15 and 16 respectively. It may be concluded that educators are of the opinion that their professionalism is low in this category.

4.3.5.3   SACE and educator professionalisation

Attaining professional status and recognition as a profession is an ideal of practitioners of non-professions and semi-profession. Semi-professions denotes a practice that lies somewhere on the continuum of professionalism (par. 2.3.1.2). The literature study (par. 2.3.1.2) revealed that semi-professions lack one or more of criteria of profession or the determinants are fully developed. The main objective of SACE is to develop some of the criteria of professions that are lacking in teaching (par. 2.2.2.4).

The Likert four-point scale was used to rank the opinion of respondents. A mean score of 4 suggest that the activities were ranked highest in the scale, while a mean score of 1 suggest that the variable was ranked the lowest on the scale. An activity in which respondents are of opinion that SACE has attained its objective of educator professionalisation will receive the highest ranking. It is also anticipated that an activity in which SACE has not performed its task of educator professionalisation is likely to receive the least ranking.

Table 4.7   Mean score: SACE and educator professionalism

Item No	SACE has done its duty of....	Mean score	Std dev.	Ranking
C9	Registering qualified educators.	3,30	0,87	1
C12	Awarding registration certificate to educators.	3,14	1,02	2
C4	Encouraging educators to improve their qualifications.	3,01	1,01	3
C13	Distributing the code of conduct for educators amongst educators.	2,95	0,93	4
C11	Setting the minimum requirements for registration of educators.	2,85	1,00	5
C10	Setting admission standards for educators entering educator-training institutions.	2,66	1,04	6
C15	Applying the code of conduct for educators in cases of offences by educators.	2,63	1,03	7
C8	Designing a professional development policy for educators.	2,63	0,97	7
C16	Defending the profession in the public media.	2,31	1,06	8
C3	Setting standards for educator training programmes.	2,29	0,94	9
C1	Organising in-service training and workshops for educators.	2,08	1,07	10
C6	Publishing and distributing professional journals and other publications.	2,01	0,97	11
C5	Instituting educational research projects.	1,98	0,95	12
C7	Organising education conferences for educators to share their knowledge.	1,97	1,04	13
C14	Organising workshops to enhance the understanding of the code of conduct for educators.	1,94	1,05	14
C2	Accrediting workshops conducted by non-governmental organisations.	1,86	0,92	15

The data in Table 4.7 shows that three (3) question items were ranked higher than the cut-off point of 3,00 and five (5) question items were ranked above a mean score of 2,50. The

data also shows that 8 question items were ranked below a mean score of 2, 50. It is interesting to note that the low ranked question items may be divided into two categories:

- four question items with a mean score of less than 2,50 but higher than 2,00,
- four question items with a mean score less than 2, 00.

The discussion that follows will be based on the categories mentioned above.

❑ Highest ranked question items

The three highest- ranked question-items are C9, C12 and C4 ranked 1-3 respectively.

The highest ranked question items is C9 (ranked 1) and C12 (ranked 2) are related to the criterion of professional authority with regard to registration of educators and awarding the certificate. The third highest ranked item (C4) relate to criterion of specialised knowledge, which is also indicated by educators as one in which they practice professionalism (par.4.3.5.1).

From this ranking, it appears that respondents regard the registration of qualified educators by Council as the bench mark for educator professionalisation. It appears that respondent's opinion is that SACE has fulfilled its task of registering educators. This is confirmed by the literature study (par.3.3.1.1) that 464 959 of educators are registered with the council by 2005. It appeared in the empirical study (par. 4.3.2.4) that 89, 5 % of respondents are in possession of the Councils' registration certificate. Thus, possession of registration certificate seems to be held second highest by the respondents. It is in these activities that SACE has done its duty of educator professionalism very well.

❑ Medium ranked question items

Items C 13 (ranked 4) and C15 (ranked 7) relate to the activity of the code of conduct, whilst C11 (ranked 5) and C10 (ranked 6) relate to control of access. The least ranked item C8 (ranked 7) in this category relate to professional development.

The medium ranked question items suggest that SACE has done its duty in educator professionalisation, but not as well done as in the highest-ranking items. It appears that the delays in handling cases of misconduct against educators (C13 & C15) may have influenced the performance of SACE in educator professionalism (par. 3.3.3), and also the use of un- and/or under qualified educators (C11 & C10). The possible reason for the ranking of C8 may be related to financial constrains experienced by SACE whilst performing its duty of educator professionalism (par. 3.3.2.1).

❑ Low ranking question-items

The following question items C16, C3, C1 and C6 ranked 8-11 respectively with mean scores above 2, 00. Question item C16 relate to social recognition of the profession. C3 is related to the provision of access control for entering the profession. Surprisingly, question item C3 is ranked so low, whilst its other counter parts (C9 & C12) are ranked highest in the activities of SACE. It is possible that C3 is ranked so low because educators are of the opinion that access to educator training institutions is still in the hand of institutions of higher learning (par. 2.5.4).

Question items C1 and C6 are related to continuous research. The possibility for the low ranking of this question items may be attributed to lack of capacity and financial resources on the part of SACE (par. 3.3.2.1). It is also possible that publications and journals distributed by SACE did not reach its destiny (i.e. educators) or they where just ignored by educators.

Question items C5, C7, C14 and C2 ranked 12-15 respectively. It is interesting to note that all four questions are closely related to the criterion of continuous research. It appears that it is the opinion of educators that SACE has not done its duty in relation to this criterion of professions. It is possible that due to the centralisation of SACE at Pretoria and lack of resources, SACE has failed to perform its duty of educator professionalism in this regard.

4.3.5.4 Conclusion remarks

The data generally indicates that SACE has generally performed well because most of the mean scores are between 2, 95 and 2, 01. It is also a point of worry that some mean scores lie below 2, 00.

However, it is worth noting that educators expressed the opinion that SACE has done well in carrying out the following activities:

- Registering qualified educators: C9 (ranked 1)
- Awarding registration certificates to educators: C12 (ranked 2).
- Encouraging educators to improve their qualifications: C4 (ranked 3)

It is also apparent from the data that SACE has not done well in the category of continuous research as shown by the following question-items: C5 (ranked 12), C7 (ranked 13), C14 (ranked 14) and C2 (ranked 15).

The next section deals with another statistical technique of interpreting data.

4.3.6 Statistical significance test (t-test)

In order to determine the statistical significance between the different levels of independent variables, a t-test was applied. According to Ellis and Steyn (2003:52), a p-value $\leq 0, 05$ is required to determine a practically significant difference between various mean scores. A small p-value is considered as sufficient evidence that the result is statistically significant.

The Statistical Consultation Service of the North-West University (Potchefstroom Campus) processed the results of the research, using the t-test procedure from the SAS system (2003). The t-test procedure was applied to determine whether the respondents are of the

opinion that there is statistically significant differences different educators in aspects such as age, academic qualifications, professional qualifications, teaching experience and type of schools. Statistically significant difference was evident only in question-item A5 (i.e. type of schools). Thus, the t-test procedure was used to determine if there was a statistically significant difference between the primary and secondary schools' educators in regard to the extent to which:

□ educators practise professionalism in schools; and

□ SACE has performed its in role in promoting educator professionalisation.

4.3.6.1 Educator professionalism in schools

The t-test procedure revealed that primary school educators' have a mean score of 3, 00 and secondary school educators a mean score of 3, 05. Based on the four-point Likert scale (cf. par. 4.3.3), it appears that respondents are of a view that primary and secondary schools educators practise professionalism to some extent in their schools. The statistically significant difference between the mean scores of primary and secondary school educators is 0, 5314. Since, the p-value between the mean scores rankings of primary and secondary school educators is above 0,05 it may be concluded that there is no statistical significant difference between primary and secondary school educators in this regard.

4.3.6.2 *The role of SACE in educator professionalisation.*

According to Ellis and Steyn (2003:52) were there is a difference between the mean scores of two variables, it is important to determine statistical significant difference (i.e. p-value) between the means scores of variables. Based on the Likert scale (cf. par. 4.3.4), it appears that respondents are of the opinion that primary school educators have a positive view on

the role of SACE in educator professionalism, with a mean score of 2,60 while secondary school educators recoded a mean score of 2,32.

A mean score of 2, 60 may suggest that respondents are of the opinion that primary schools' educators have a slight positive view about the role of SACE in enhancing the image and status of teaching in South Africa than secondary schools' educators. With a p-value of 0,004, that is $\leq$ 0, 1, it may be suggested that there is a statistical significant difference between the view of primary and secondary school educators' views on the role of SACE in educator professionalism.

4.3.6.3 Concluding remarks

The discussion above suggests that both primary and secondary schools educators are of the opinion that they practice professionalism in schools. The t-test technique further suggests that primary schools educators might be slightly positive about the role of SACE in promoting educator professionalism. A statistically significant difference between the different mean scores, however, does not indicate a practical significance between the mean scores.

In order to determine the practical significance between the means of two variables, the effect size procedure was applied.

4.3.7 Effect size procedure

According to Steyn (2000:1-2), the standardised difference between the two means of a population can be used to comment on the practical significance of the data. In order to determine the practical significance between the views of primary and secondary school

138

educators' on the role of SACE in educator professionalisation, the following formula to calculate the effect size was applied.

Formula:
$$d = \frac{|\bar{x}_1 - \bar{x}_2|}{s_{max}}$$

$$= \frac{/2.60 - 2.32/}{0,58}$$

$$= \frac{/0.28/}{0,58}$$

$$= 0,48$$

Where d = difference value (i.e. effective size)

$|\bar{x}_1 - \bar{x}_2|$ = difference between mean scores

S_{max} = maximum standard deviation where population is not equal

Cohen (1988) gives the following guidelines for the interpretation of the effect size in the current case:

d = 0, 20(small effect)   d = 0, 50 (medium effect)   d = 0, 80 (large effect)

The effect size between the mean scores of primary and secondary school educators has a medium effect size (i.e. 0, 48). This result suggests that primary school educators with a mean score of 2,60 may have a slightly more positive view on the role of SACE in educator professionalisation than secondary school educators with a mean score of 2,32.

4.3.7.1 Concluding remarks

The fact that the majority of respondents in this study are primary schools' educators (par.4.3.1.5) might have influenced this score. Thus, it is not possible to make conclusive opinion or suggestion that there is practically significant difference between the views of primary schools' educators and secondary schools' educators with regard to the role of SACE in educator professionalisation.

4.4 SUMMARY

This chapter firstly outlined the design of the empirical study and the type of instruments to be used. Its advantages and disadvantages were outlined. The format and content of the questionnaire were discussed, together with the administrative procedures followed in the compilation and interpretation of the data. The last section was the interpretation of the data, where different statistical methods of data analysis were used, followed by a brief analysis of the results obtained.

This chapter brings us to the close of the second aspect of this research, namely the empirical research. The next and final chapter (Chapter 5) of this research study will focus on research findings and recommendations as well as motivations on the research study.

CHAPTER 5

SUMMARY, FINDINGS AND RECOMMENDATIONS

5.1   INTRODUCTION

In this final and last chapter of the research study a summary of the previous chapters is given. Thereafter the overall findings of both the literature study (Chapter 2 & 3) and the empirical study (Chapter 4) will follow. Subsequently, a set of suggestions and recommendations on the role of South African Council for Educators' in educator professionalisation as well as final remarks and a conclusion will be provided.

5.2 SUMMARY

The background of the study was discussed and the research problem was stated in Chapter 1. The research aim was stated from both a theoretical and an empirical perspective and the methodology of achieving these aims was provided. This chapter also clarified the research methodology, viz., literature study, questionnaire, and population and sampling procedures. Lastly, a division of chapters was outlined.

Chapter 2 addressed the first aim of the study (i.e. to determine suitable criteria for educator professionalism). The first section of this chapter focused mainly on various forms of laws and policy documents that have a direct bearing on education and educator professionalism. Clarity on various concepts associated with the processes of educator professionalism were highlighted and discussed. Determinants or common features associated with traditional models of professions as professional determinants of professions were also discussed. The chapter was concluded by testing teaching against the common features or determinants associated with traditional models of professions.

141

In Chapter 3, the second aim of the study (i.e. to determine the role of a professional council in promoting educator professionalism) was dealt with. This chapter firstly looked at the establishment of professional councils in various parts of the world. Professional councils from both developed and developing countries were discussed. The discussion mainly focused on the activities or duties assigned to a professional council in promoting educator professionalism. The role of both international and national councils for educators in promoting educator professionalism in their respective countries was attended to. The discussion on the role of SACE in promoting educator professionalisation concluded this chapter.

The empirical aspect of the study was presented in Chapter 4. This chapter included a discussion on the design of the study, population and sampling, method of gathering data, and the advantages and disadvantages of the questionnaire as a research instrument. Aspects discussed in this section included: the format and content of the questionnaire, covering letter, administrative procedure and statistical techniques used in analysing the data. In this chapter the focus was mainly on the presentation, analysis and interpretation of the data.

The responses in sections A, B and C were represented in the form of tables indicating frequencies and percentages. Various statistical techniques such as frequencies, mean score ranking, statistical significance test (t-test) and effect size procedure were used to interpret and analyse data. Concluding remarks and a summary of the chapter followed the responses and data derived from all sections of the questionnaire (i.e. section A, B & C).

In the last chapter, Chapter 5, a summary of the previous chapters is given. The findings of the research aims are also presented, followed by the research recommendations and recommendations for further research. Finally a conclusion is drawn on the aims of this research study.

5.3 RESEARCH FINDINGS

5.3.1 Findings on research Aim 1: To determine suitable criteria for educator professionalism.

The findings with regard to the first research aim (cf. 1.3) were as follows:

❑ Educator professionalism is regulated in terms of the Constitution of South Africa and various educational laws. It is imperative that educators are familiar with various forms of educational laws and other laws as they affect their practice, conduct and conditions of service.

⇨ *The Constitution of the Republic of South Africa*

- the Supreme law and main source of South African laws.

- contains fundamental rights or "the Bill of Rights" that protect the rights of every South African.

- prescribes the extent to which fundamental rights may be limited (par. 2.2.1).

⇨ *National Education Policy Act*

- describes the roles, qualifications and development of educators.

- provides for norms and standards to develop educator –training programmes and recognised teaching qualifications.

- deals with registration, accreditation, approval of qualifications and evaluation thereof in education sector (par. 2.2.2.1).

⇨ *Employment of Educators Act*

- provide for employment conditions of educators (i.e. discipline, retirement and discharge) in public schools, further education and training institutions, adult centres and departmental offices (par. 2.2.2.2)

⇨ *South African Schools Act*

- provides for uniform system of organisation, governance and funding of schools.

❏ The concepts *"profession, professionalism and professionalisation"* cannot be clearly and simply defined, therefore they may cause confusion in the discourse on educator professionalism (par. 2.3.1).

❏ Educational practitioners (i.e. teachers) are currently referred to as educators and the term educator is used in all legal documents. The concept educator does not only refer to the teaching component, but also refers to office-based practitioners employed in terms of Employment of Educators Act (SA, 1998) (par. 2.3.1.1).

❏ Occupations are regarded as ordinary type of work, but semi-professions lack some of the features or determinants associated with professions (par. 2.3.1.2 & 2.3.1.3).

❏ Teaching is in pursuit of professional status as found in traditional models of professions such as accounting, law and medicine (par. 2.5).

❏ Teaching is still regarded as a semi-profession, but it is in the process of attaining professional status (par. 2.5.10).

❏ There is no absolute agreement between educationists and researchers on the determinants of professions (Table 2.1), but they agree on the existence of determinants that differentiate professions from non-professions.

❏ Teaching does not fully satisfy the following criteria of professions:
- Specialised knowledge (par. 2.5.1);
- Continuous professional development (par. 2.5.2),
- Access control (par.2.5.4),
- Social recognition (par. 2.5.7), and
- Remuneration (par. 2.5.8)

❏ Teaching satisfy the following criteria of professions:
- Professional authority (par. 2.5.3), and
- Code of conduct (par. 2.5.6).

The above-mentioned findings denote the successful attainment of research aim number 1.

5.3.2 Findings on research Aim 2: To determine the role of SACE in promoting educator professionalism

With regard to the second aim of this research study (cf. 1.3), the following were found from the literature.

□ The international body of education, Education International does not have a standing policy for the establishment of professional councils for educators (par. 3.2).

□ In developed countries professional councils for educators exist mostly in Commonwealth countries such as Scotland and Canada (par. 3.2.1).

□ Professional councils for educators are rare in developing countries, but are found in countries such as India and South Africa (par. 3.2.2).

□ Duties such as registration of members, code of conduct, regulating entry in to the profession and educator support are common duties in various educators' councils (par. 3.2.1.1, 3.2.1.2, 3.2.2.1 & 3.2.2.2).

□ The establishment of South African Council for Educators' enhanced the status of teaching as a profession in South Africa (par. 3.2.3).

□ According to SACE Act (SA, 2000a) the main duties of South African Council for Educators' are to:

- provide for the registration of educators;
- promote the professional development of educators; and
- set, maintain and protect ethical and professional standards for educators (par. 3.3).

- The South African Council for Educators' has facilitated registration of educators, initiated professional development programmes and conducted hearings against educators for breaching the code of conduct (par. 3.3.4).

- Due financial constrains South African Council for Educators' has been unable to undertake research projects, evaluate developmental programmes and to advice the Minister on matters pertaining to the profession (par. 3.3.2.1)

- A number of cases of misconduct reported to South African Council for Educators' are still pending, as there is no clear violation of the professional code of ethics for educators (par. 3.3.3).

- The delay in handling cases of misconduct against educators by South African Council for Educators' is detrimental to the image of the Council (par. 3.3.3).

- South African Council for Educators' has handled a number of cases of misconduct levelled against educators with regard to sexual harassment. Other cases reported to SACE are: assault, corporal punishment, fraudulent qualifications, substance abuse and unprofessional conduct (par. 3.3.3).

The above findings were used as a basis for the investigation of the extent to which SACE performed its duties in promoting professionalism among educators. With these findings the second aim of the research was attained.

5.3.3 Findings on research Aim 3: To examine empirically educator professionalism in schools and the role of SACE in promoting educator professionalism.

- This study revealed that despite the age (30-49 years of age) and immense experience (more 10 years) amongst the majority of educators, their academic and professional qualifications are considerably low (Table 4.2).

- It was established that majority of educators in the research are registered and members of the Council (i.e. SACE) (par. 4.3.2.1).

- The empirical data shows that majority of educators are in possession of the South African Council for Educators' registration certificate (par. 4.3.2.4) and are in possession of the Council's code of professional conduct (par. 4.3.2.5).

- The study revealed that school managers (i.e. principals) were instrumental in ensuring that school based educators are registered with the South African Council for Educators (par. 4.3.2.6).

- The contention that respondents will hold the view that educators show less professionalism does not seem to find support from this research, because respondents are of the opinion that most of the determinants of professions are adhered to by educators (par. 4.3.3.17).

- It is interesting to note that educators still regard teaching, as a calling regardless of perceived low of financial benefits (par. 4.3.3.15 & 4.3.3.16).

- Educators are of the opinion that they practice professionalism to some extent or to a great extent in the following common features or determinants of professions:
    - Specialised knowledge (par. 4.3.3.1, 4.3.3.2, 4.3.3.3 & 4.3.3.4)
    - Professional development (par. 4.3.3.6)
    - Professional authority (par. 4.3.3.7 & 4.3.3.11).

- It is however, revealed in the data and interpretation thereof that educators perceive that aspects such as continuous professional development (question-item B5) and access control (question items B8 and B10) are still lacking or practised to a less extent in teaching (par. 4.3.3.8 & 4.3.3.10).

- The tendency is that most opinions lean towards the perception that the South African Council for Educators' has done and partially done its duties. However, some duties are perceived as out-rightly well done, while some duties are perceived as not done (par. 4.3.4.17).

- It was established that the South African Council for Educators' has done well in activities that relate to professional authority (par.4.3.4.9 & 4.3.4.12) as well as in specialised knowledge (par. 4.3.4.4).

❑ The data also disclosed that respondents are of the opinion that the South African Council for Educators' has not done its duty when it comes to development of research projects (par. 4.3.4.5; 4.3.4.7; 4.3.4.14 & 4.3.4.2).

The third aim of this research study was successfully attained.

5.4 RESEARCH RECOMMENDATIONS

The following recommendations can be made on the role of SACE in educator professionalisation in South Africa.

⇨ *Only duly qualified educators should be allowed to register with SACE and licensed to teach.*

The moratorium or "grandfathers' clause" on the registration of un- and under-qualified educators is already more than five years old. This is a more than a reasonable time to allow practising under-qualified educators to attain the minimum requirement for registration with the South African Council for Educators'. It is therefore possible that those who are still practising may not attain the minimum requirements (i.e. REQV 13) within the reasonable time as required by law (i.e. SACE Act 31 of 2000).

⇨ *The Council should accredit and continuously review courses of initial educators or educator training.*

Different institutions of educator training institutions have offered different qualifications in initial or pre-service educator training. Therefore, it is the responsibility of the Council to determine the minimum qualification for educators and to accredit the qualification for admission to the profession. Initial educator training programmes should be evaluated periodically to ensure that the programme satisfies the needs of the community.

⇨ *Decentralisation of the Councils' activities.*

The activities of the council are centralised at the councils' head office. The establishment of provincial offices of the South African Council for Educators' will ensure that the council is brought closer to its members. This will also makes the council more visible and accessible to its members (i.e. educators).

⇨ *The Council should promote innovation and active research projects conducted by educators in various areas of education.*

By participating in research projects, educators can improve the quality of their practice. The Council must therefore encourage educators to take an active part in educational research in order to improve the quality of their practice. It is also imperative that educators must attend research or educational conventions or conferences organised by institutions and/or professional subjects associations.

⇨ *The Council should assert itself with professional development of educators.*

The South African Council for Educators' needs to develop a programme to capture development statistics of educators. It is crucial for the Council to keep up-to date statistical information about educational levels of practicing educators. This may be used as measuring instrument to determine whether the South African Council for Educators' is succeeding or not in its quest for educator professionalisation.

⇨ *The Council should oversee the implementation of in-service programmes and other educational initiatives.*

In-service programmes or other educational initiatives offered by institutions of higher learning, DoE or private educational institutions have to be evaluated by the South African Council for Educators. This will ensure that only acceptable and essential programmes are approved. Thus, the South African Council for Educators' will be in possession to advice the National Minister of Education about the educational needs of the country.

⇨ *The Councils media committee and publication should be revitalised.*

This committee should focus on reporting about different activities taking place in teaching. The public needs to hear or read about positive things in education and not only negative things, as is presently the case. Events such as International educators' Day and the Presidential Educators' Awards need more coverage in the public and printed media. This will also ensure that educators are informed about the developments and opportunities in the profession.

⇨ *The council should secure certain privileges for educators.*

Professional practitioners enjoy certain privileges that are not accessible to ordinary workers. Unlike ordinary type of workers, educators need to look presentable and formal at all times. Thus, the South African Council for Educators' should arrange clothing discount for educators with certain clothing stores. Most educators need to relax with their families during school holidays, but cannot afford it, as the rates are usually high during school holidays. Therefore, the South African Council for Educators' may secure special rates for educators and their families with certain holiday resorts. The former Transvaal Department of Education (TED) used to have a holiday resort that could only be visited by educators and their families.

5.5 RECOMMENDATIONS FOR FURTHER RESEARCH

Acknowledging possible limitations of this research, the following recommendations were made for further research:

❑ The empirical research used self-evaluation type of questionnaire to gather data on professionalism in schools. Self-evaluation technique is usually open for abuse and misrepresentation. Therefore, further research may be conducted using alternative methods of collecting data such as interviews, field observations and case study.

- In terms of SACE Act (31 of 2000) (SA, 2000a), the objectives of the South African Council for Educators' cover only three determinants of professions, namely *registration, professional development and code of ethics*. This could have had an impact of the performance of the South African Council for Educators' in attaining professional recognition and status for educators. Further research may be conducted to determine means of extending the objectives of the South African Council for Educators' to cover other criteria of professions.

- Further research study may be conducted focusing on cases of misconduct that the South African Council for Educators' is dealing with and Councils' capacity to do so.

5.6 CONCLUSION

The research proved that all types of work pursue to attain professional recognition and status awarded to traditional models of professions. The study revealed that there is a difference between different types of work and the difference is associated with certain determinants associated with professions. Teaching like other occupations and semi-professions aspire to attain the status and recognition as professions.

In order to be awarded professional recognition and status, teaching has to fulfil or satisfy all these criteria of profession. The establishment of non-racial professional council for South African educators (i.e. South African Council for Educators') is a step in the right direction for educator professionalisation. The fulfilment of the objectives of South African Council for Educators' as outlined in SACE Act (SA, 2000a) will enhance the status of educators as true professionals. Finally, professional recognition and status for educators may enhance the morale of South African educators.

151

In this way, it may be said that the aim of this research has been attained.

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159

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APPENDIX A

Questionnaire No:

| | | | (1 – 2)

Card No:

| | | (3)

QUESTIONNAIRE

AN EDUCATIONAL LAW PERSPECTIVE ON EDUCATOR PROFESSIONALISM

INSTRUCTIONS:

1. Please note that instructions for the completion of the questionnaire are given under each question.

2. Please answer all the questions.

3. Please give frank and honest answers.

4. Do not give either your name or the name of school.

5. This information will be used for research purposes only.

6. All information is confidential and won't be disclosed to anyone.

P.T.O.... /SECTION A

SECTION A:

BIOGRAPHIC AND DEMOGRAPHIC INFORMATION

Please make a cross (X) on appropriate number, choose one number for each question.

A1   Age of respondent:

1	20 – 29	
2	30 – 39	
3	40 - 49	(4)
4	50 – 59	
5	60 +	

A2   Highest Academic Qualifications:

1	Std 8 / Grade 10	
2	Std 10 / Grade 12	
3	Bachelors Degree	(5)
4	Honours / B.Ed Degree	
5	Masters Degree	
6	Doctoral Degree	

A3   Highest Professional Qualification:

1	PTC	
2	PTD	
3	STD / SED	
4	UED	(6)
5	UDE	
6	Bachelors Degree in Ed	

A4   Teaching Experience:

1	0 – 10	
2	11 – 20	(7)
3	21 – 30	
4	30 +	

A5   Type of school:

1	Primary	
2	Secondary	(8)

A6   Are you registered with SACE?

1	Yes	
2	No	(9)

A7   Year of registration:

1	1999
2	2000
3	2001
4	2002
5	2003
6	2004

(10)

A8   How did you register?

1	Postal
2	Personal
3	Unregistered

(11)

A9   Do you have registration certificate?

1	Yes
2	No

(12)

A10   Do you have SACE Code of Conduct?

1	Yes
2	No

(13)

A11   Code of Conduct was delivered / given
      to you by or at:

1	Principal
2	SACE
3	Union / Association
4	SACE Workshop
5	Mailed by SACE

(14)

SECTION B

Please indicate with a cross (X) on the scale 1 – 4 the extent to which educators practice professionalism in schools.

Scale: 1 = No extent   2 = Less extent
         3 = Some extent   4 = Great extent

No	Educators practise professionalism at school because, educators...	No extent	Less extent	Some extent	Great extent	
B1	1..... have enough knowledge of the subjects they teach.	1	2	3	4	(15)
B2	2...possess didactical skills to teach subjects they teach.	1	2	3	4	(16)
B3	3...have undergone a long and intensive period of teacher training at institutions of higher learning.	1	2	3	4	(17)
B4	4...improve their qualifications in order to improve their teaching skills.	1	2	3	4	(18)
B5	5...improve their teaching skills through action research at their schools.	1	2	3	4	(19)
B6	6...attend workshops organised by the school and by the Department.	1	2	3	4	(20)
B7	7...make decisions on what to teach and how to teach it.	1	2	3	4	(21)
B8	8...recommend the appointment and promotion of other educators.	1	2	3	4	(22)
B9	9...go through a strict selection process before they are appointed.	1	2	3	4	(23)
B10	10...who are qualified (i.e. REQV13) are the only ones allowed to teach.	1	2	3	4	(24)
B11	11....are members of a professional council of educators.	1	2	3	4	(25)
B12	12....know and understand the contents of code of conduct for educators.	1	2	3	4	(26)
B13	13...adhere to the code of conduct for educators.	1	2	3	4	(27)
B14	14...are directed in their behaviour by their commitment to the teaching profession.	1	2	3	4	(28)
B15	15...give service to their community regardless of monetary awards.	1	2	3	4	(29)
B16	16...regard teaching as a calling.	1	2	3	4	(30)

SECTION C

Please indicate on the scale of 1 – 4 with a cross (x) the extent to which has SACE done / not done the following activities in its quest for teacher professionalisation in South Africa.

Scale   1 = Not done   2 = Partially done
                  3 = Done   4 = Well done

No	SACE has performed its mandate of educator professionalisation by ...	Not done	Partially done	Done	Well done	
C1	Organising in-service training and workshops for educators.	1	2	3	4	(31)
C2	Accrediting workshops conducted by NGO's.	1	2	3	4	(32)
C3	Setting standards for teacher training programmes.	1	2	3	4	(33)
C4	Encouraging educators to improve their qualifications.	1	2	3	4	(34)
C5	Instituting educational research projects.	1	2	3	4	(35)
C6	Publishing and distributing professional journals and other educational publications.	1	2	3	4	(36)
C7	Organising education conferences for educators to share their knowledge.	1	2	3	4	(37)
C8	Designing a professional development policy for educators.	1	2	3	4	(38)
C9	Registering qualified teachers.	1	2	3	4	(39)
C10	Setting admission standards for educators entering teacher-training institutions.	1	2	3	4	(40)
C11	Setting the minimum requirements for registration of educators.	1	2	3	4	(41)
C12	Awarding registration certificates to educators.	1	2	3	4	(42)
C13	Distributing the code of conduct for educators amongst educators.	1	2	3	4	(43)
C14	Organising workshops to enhance understanding of the code of conduct for educators.	1	2	3	4	(44)
C15	Applying the code of conduct for educators in cases of offences by educators.	1	2	3	4	(45)
C16	Defending the profession in the public media.	1	2	3	4	(46)

Thank you for your participation and co-operation in completing the questionnaire.

Ha e phaphathwe!

APPENDIX B

Enquiries:
T.P. TAUNYANE
Cell: 082 531 0831
Tel: 056 5157197

P.O. BOX 1026
BOTHAVILLE
9660

09 SEPTEMBER 2003

THE DIRECTOR
FREE STATE EDUCATION DEPARTMENT
SUB-DIRECTORATE: EDUCATIONAL PLANNING
PRIVATE BAG X 20565
BLOEMFONTEIN
9300

Dear Sir / Madam

RE: Permission to perform research study in Free State schools

I am register M.Ed. student at Potchefstroom University for Christian Higher Education (PU for CHE).

My research topic is titled:

"An educational law perspective on educator professionalism"

I hereby humbly request permission to conduct research study amongst practicing educators in schools under the jurisdiction of the Free State Education Department. The research will be in a form of questionnaire that educators will be requested to complete.

All information obtained from educators will be treated with strongest confidentiality. The names of schools and educators participating in this study will not be identified or made known in any form or way. Code numbers will be used to control and monitor the return of questionnaires.

I hope and trust that my request will receive your favourable consideration.

Yours in education

Taunyane T.P. (Mr)

APPENDIX C

FREE STATE PROVINCE

2004-08-26

Mr TP Taunyane
PO Box 1026
Bothaville
9660

Dear Mr Taunyane

REGISTRATION OF RESEARCH PROJECT

1   This letter is in reply to your application for the registration of your research project.

2.   Research topic: **The role of the South African Council for Educators in promoting professionalism in teaching.**

3.   Your research project has been registered with the Free State Education Department and you may conduct research in the Free State Department of Education under the following conditions:

    3.1   Principals and educators participate voluntarily in the project.
    3.2   The names of all schools, principals and educators involved remain confidential.
    3.3   The questionnaires are completed outside normal tuition time.
    3.4   You consider making the suggested changes.
    3.5   This letter is shown to all participating persons.

4.   You are requested to donate a report on this study to the Free State Department of Education. It will be placed in the Education Library, Bloemfontein. It will be appreciated if you would also bring a summary of the report on a computer disc, so that it may be placed on the website of the Department.

5   Once your project is complete, you will be invited to present your findings to the relevant persons in the FS Department of Education. This will increase the possibility of implementing your findings wherever possible.

6   You are requested to confirm acceptance of the above conditions in writing to.

            The Head: Education. for attention: CES. IRRISS
            Room 1204, Provincial Government Building
            Private Bag X20565. BLOEMFONTEIN. 9301

We wish you every success with your research.

Yours sincerely

WB van Rooyen
CES: IRRISS
cc Directors of Districts: Lejweleputswa and Northern Free State

Department of Education ∇ Departement van Onderwys ∇ Lefapha la Thuto

APPENDIX D

Enq: Taunyane T.P.
Cell: 082 531 0831
Tel; 056-515 7197 (a/h)

P.O. Box 1026
BOTHAVILLE
9660

....

THE PRINCIPAL

....
....
....
....

Dear Sir / Madam

I am engaged in a research project or study for M.Ed. degree offered by the North West University (Potchefstroom Campus). The research is titled:
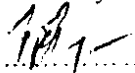
" An educational law perspective on educator professionalism"

Permission to distribute questionnaires amongst schools was granted by the Free State Department of Education *(copy of letter is attached)*. Your school was selected to participate in the study with other schools in Lejweleputswa and Northern Free State Districts. A total of .... educators were selected from your school (including the principal) to participate in the project by completing the questionnaires.

Please ensure that complete questionnaires are ready for collection on the ....

Your co-operation in this regard is appreciated.

Yours truly

Taunyane T.P. (Mr)